

MEETING OF THE PORT PHILLIP CITY COUNCIL 7 SEPTEMBER 2022



10.5 ENHANCING ELWOOD FORESHORE: SITE PLAN CONSULTATION FEEDBACK

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

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

1. PURPOSE

- 1.1 To report the submissions received on Council's Elwood Foreshore Site Plan.



2. EXECUTIVE SUMMARY

- 2.1 At its Ordinary Meeting of 1 December 2021, Council approved seeking community feedback on the Site Plan for Elwood Foreshore – a masterplan to guide renewal, replacement and redevelopment on the Elwood Foreshore area over the next decade
- 2.2 Officers commenced the consultation on 6 December 2021, inviting the public to participate in the online Have Your Say.
- 2.3 The opportunity to provide feedback was promoted through various 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.
- 2.4 The Have Your Say page was viewed 4,524 times and 151 survey responses were received, plus 21 email submissions.
- 2.5 The Have Your Say consultation was supported by two live online Question and Answer events. This was done online - rather than as in-person drop-in sessions - to respond to the COVID-19 pandemic, supporting Officer and participant safety.

MEETING OF THE PORT PHILLIP CITY COUNCIL 7 SEPTEMBER 2022



- 2.6 A majority (53%) of responses agreed with statement the Council had provided them access to information to enable them to meaningfully participate in the process, and 21% were neutral.
- 2.7 In terms of the Site Plan meeting the identified local priorities (the Site Specific Goals), the responses were as follows:-

Site Specific Goal	Strongly agree or agree	Neutral	Disagree or strongly disagree
<i>Nature Friendly</i>	42%	20%	38%
<i>Movement Friendly</i>	47%	20%	33%
<i>Friendly Buildings</i>	32%	22%	46%
<i>Recreation Friendly</i>	33%	15%	53%

- 2.8 On specific issues, most concern was conveyed about the following items (in order for highest to lowest frequency):-
- Elwood Tennis Club relocation (appearing in 67 submissions, being about 45% of the submissions raising specific issues);
 - Head Street parking (within about 19% of the submissions raising specific issues);
 - overflow parking to the sporting oval (within about 14% of the submissions raising specific issues);
 - hospitality offerings;
 - demolishing old buildings; and
 - sporting oval reconfiguration;
 - Life Saving Club relocation.
- 2.9 Various tenants of the site have also provided submissions that offer more insights into the above issues and others of specific concern to them.
- 2.10 Given the constraints of the site and competing demands, the concerns raised are understandable. Some will be relatively easy to address, whereas others will require trade-offs or acceptance. However, feedback has been very helpful and will assist Officers in improving the proposal.
- 2.11 Officers are analysing the feedback closely and preparing responses for consideration by Council. This will include clarifications, potential design changes, and explanation of what can't be addressed.

3. RECOMMENDATION

That Council:

- 3.1 Notes that it has sought and received feedback on the Elwood Foreshore Site Plan.
- 3.2 Notes the submissions of response received.
- 3.3 Thanks the submitters for the submissions.
- 3.4 Notes that Officers will consider the submissions and report a modified Site Plan to a subsequent Ordinary Meeting of Council.



4. KEY POINTS/ISSUES

Background

- 4.1 Elwood Foreshore is a premier public place, one of the City's key recreational destinations, and the gateway to the City from the south.
- 4.2 Council has developed a draft masterplan to guide infrastructure decommissioning, renewal, replacement, and redevelopment on the Elwood Foreshore area over the next decade (- the "Site Plan").
- 4.3 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 and declining amenity.
- 4.4 The Site Plan is primarily aligned to Council Plan strategic direction "Liveable Port Phillip" while also supporting all other strategic directions.
- 4.5 Prior to preparing the Site Plan, a suite of technical studies were undertaken, including heritage, arboricultural and contamination assessments.
- 4.6 We also 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
- 4.7 Of the broad range of opportunities for improvement, the survey participants ranked these as the highest priorities:-
 - "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".
- 4.8 The results of that initial survey were reported the Ordinary Meeting of Council of 17 February 2021 and considered in preparing the Site Plan.

This round of general public feedback

- 4.9 At the Ordinary Meeting of 1 December 2021, Council approved seeking community feedback on the Site Plan for Elwood Foreshore
- 4.10 Officers commenced the consultation on 6 December 2021, inviting the general public to participate in the online Have Your Say.
- 4.11 The opportunity to provide feedback was promoted through the multiple channels, as outlined in section 4 of this briefing paper.
- 4.12 The survey closed on 8 February 2022. The survey page received 4,524 views. The survey was undertaken 151 times.
- 4.13 The complete record of responses is included as Attachment 1 (with personal information redacted).



- 4.14 In reviewing the feedback, (summarised below), there are many contributions that will assist in achieving the best possible outcome for the site and that many of the issues raised can be resolved through minor iterations of the plan or in detailed design.
- 4.15 There are, however, some significant issues that will be more difficult to resolve and will require further engagement with key stakeholders and Councillors to work through areas of tension and various trade-offs to identify a way forward.

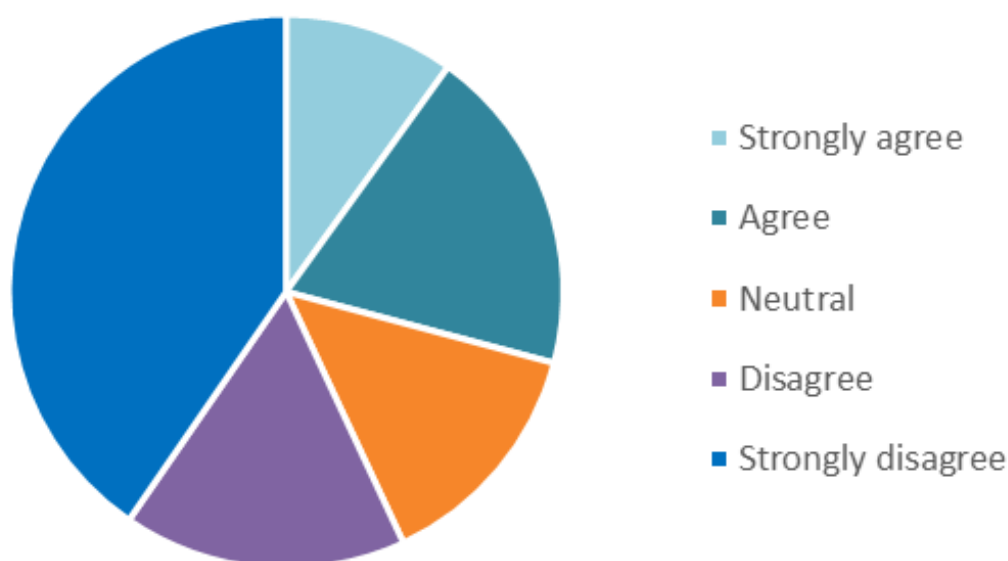
Survey questions

- 4.16 There were two types of feedback requested: targeted questions to meet the objectives of the site; and general feedback.
- 4.17 The results show a range of sentiment about the plan and aspects of the plan, both positive and negative.
- 4.18 The participants who disagreed to questions also tended to disagree to all subsequent questions.
- 4.19 The survey comprised 5 questions requesting responses.

Question: *To what extent would you agree the proposed site plan captures your hopes and vision for the future of Elwood Foreshore?* [Degree of agreement]

The responses received:-

Response	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Number	15	29	21	25	61
%	9.9%	19.2%	13.9%	16.6%	40.4%



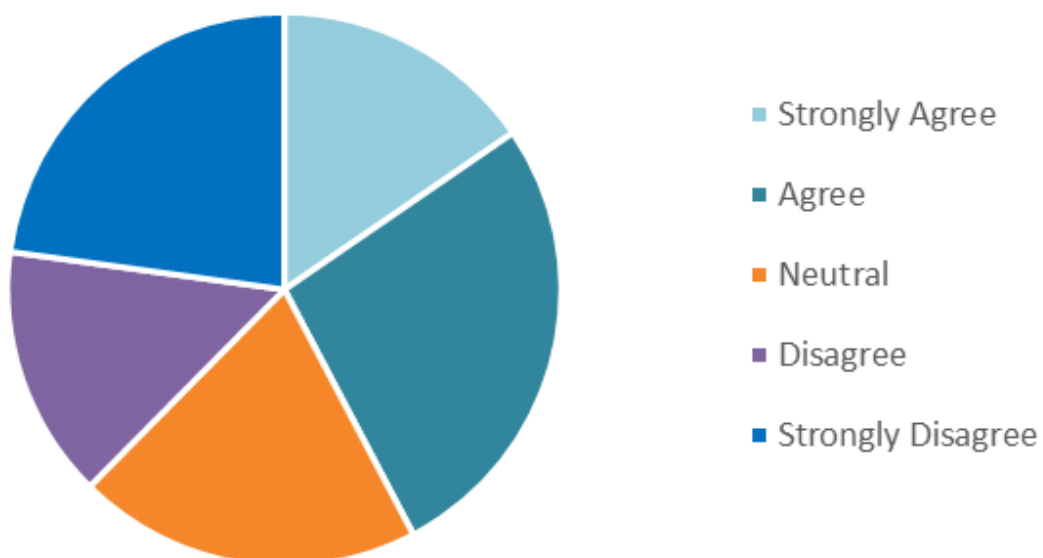
MEETING OF THE PORT PHILLIP CITY COUNCIL 7 SEPTEMBER 2022



Question: *To what extent do you agree the proposed site plan advances the site-specific goals listed below?* [Degree of agreement]

Nature friendly – the natural and scenic values are respected and opportunities to sensitively manage storm water has been addressed

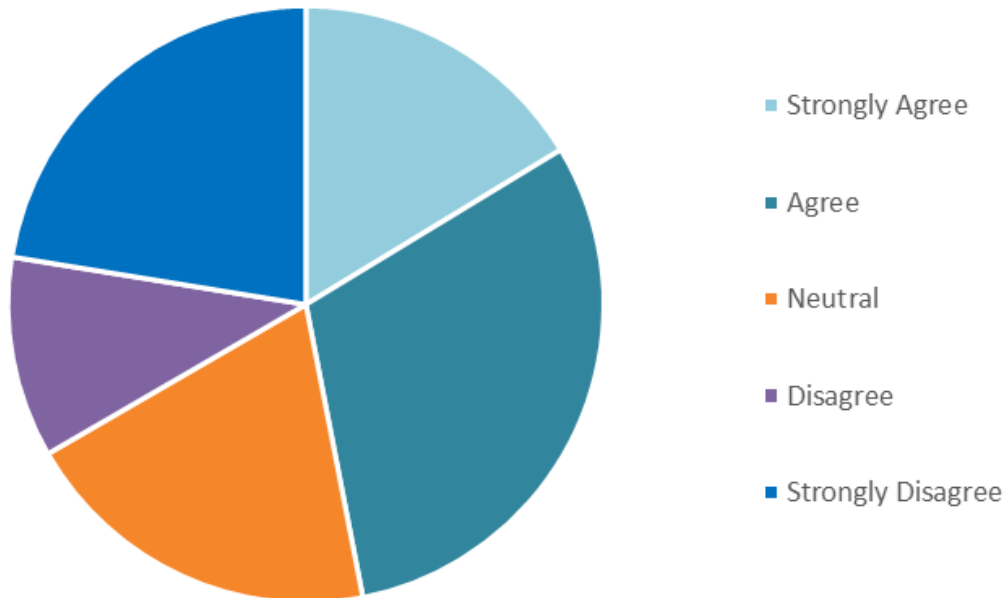
Response	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Amount	23	40	30	22	34
%	15.4%	26.8%	20.1%	14.8%	22.8%



Movement friendly – movement around the foreshore is convenient and safe

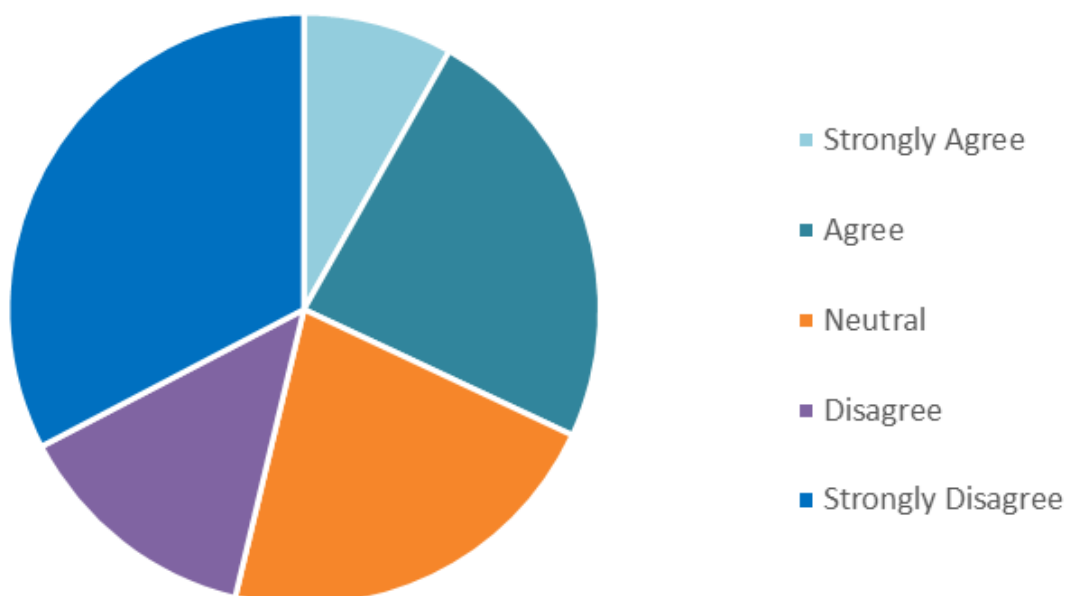
Response	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Amount	24	45	29	16	33
%	16.3%	30.6%	19.7%	10.9%	22.4%

MEETING OF THE PORT PHILLIP CITY COUNCIL 7 SEPTEMBER 2022



Friendly buildings – redesigned buildings are appropriately situated and designed, attractive and cost effective

Response	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Amount	12	35	32	20	48
%	8.2%	23.8%	21.8%	13.6%	32.7%

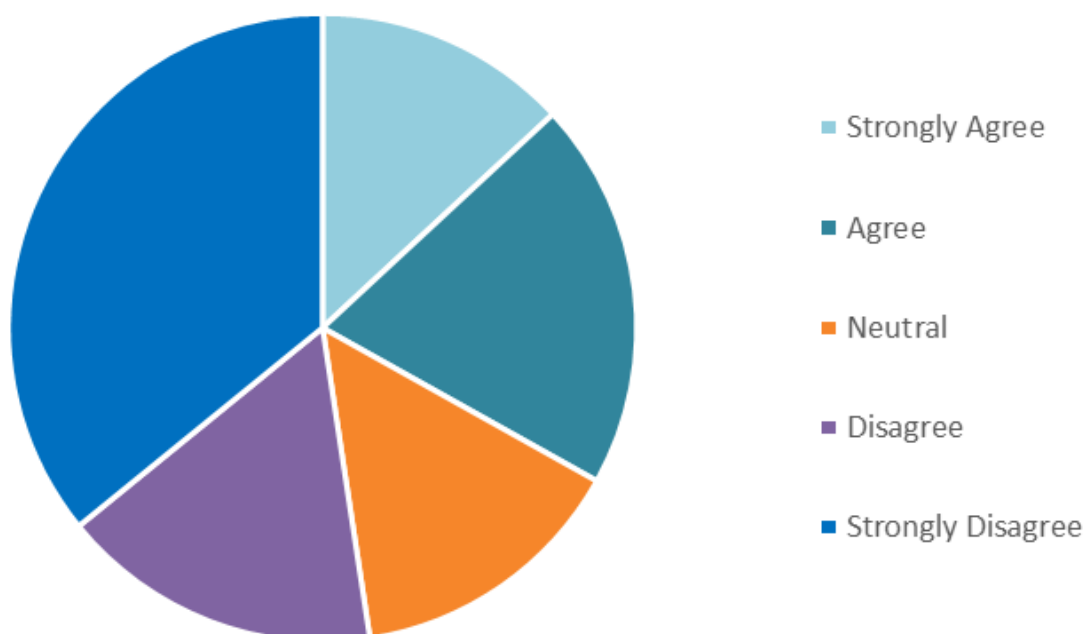


MEETING OF THE PORT PHILLIP CITY COUNCIL 7 SEPTEMBER 2022



Recreation friendly – the designs encourage more recreation (active and passive)

Response	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Amount	19	29	21	24	52
%	13.1%	20.0%	14.5%	16.6%	35.9%



Question: Is there anything else you'd like to share with us about the proposed Site Plan?

The responses can be found in **Attachment 1**.

Question: To what extent do you agree with the following statements?

Council provided me with access to information to enable me to meaningfully participate in the process.

- Agree – 79
- Neutral – 31
- Disagree - 39

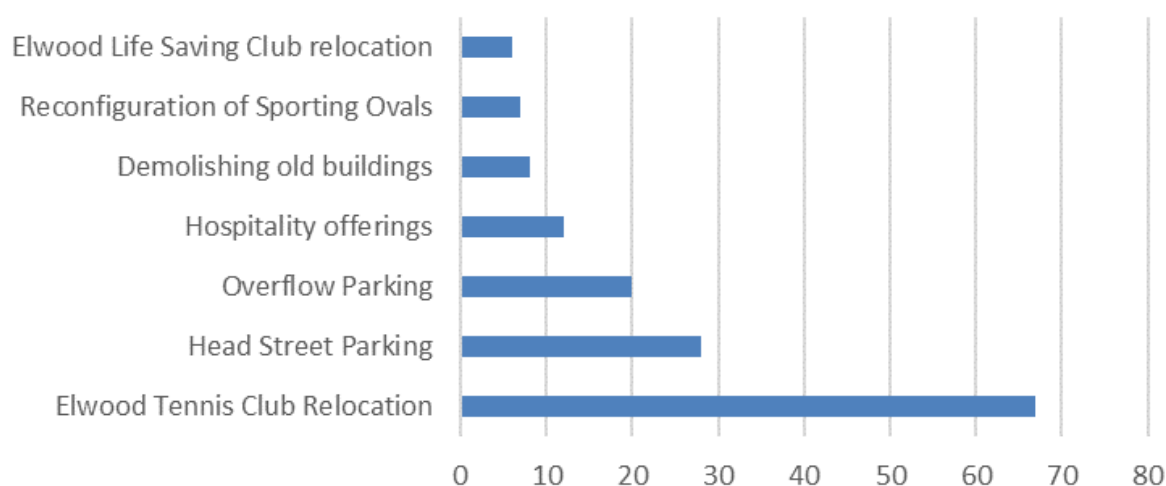
Council actively supports community involvement in decision making.

- Agree – 58
- Neutral – 51
- Disagree - 41

MEETING OF THE PORT PHILLIP CITY COUNCIL 7 SEPTEMBER 2022



4.20 The greatest number of responses from the community consultation relate to the below issues.



4.21 The key concerns are outlined in the table below.

4.22 The key concerns have been outlined in the table below:

Area of Concern	Responses	Main concerns
Elwood Tennis Club Relocation	67	- The proposed area is too small with no provision for additional courts as required - The relocation is an unnecessary expenditure and would prefer it to remain in the current location - Uncertainty on program and current maintenance - Sharing the pavilion with the Croquet Club
Head Street parking	28	- Parking along head street encroaches the sporting ovals - Additional congestion - Access should be from Ormond Esplanade rather than Head Street
Overflow parking	20	- Concerns overflow parking will damage the sporting ovals and limit participation by clubs - Concerns of carpark management and Head Street congestion
Hospitality offerings	12	- Requests for additional hospitality offerings - Request for the public to use to the Clubs - Objections to the relocation of the restaurant away from the foreshore
Demolishing old buildings	8	Objections to the current buildings being demolished and would rather them be preserved
Reconfiguration of sporting Ovals	7	Concerned the sporting ovals are impacted which could reduce current usage and envisioned growth
Elwood Life Saving Club relocation	6	- Concerns moving the lifesaving club away from the foreshore - Requests for additional space and storage

MEETING OF THE PORT PHILLIP CITY COUNCIL 7 SEPTEMBER 2022



4.23 Other interests from the community included:

- provision of table tennis;
- objections or alterations requested to the Life Saving Club;
- objections to moving car parking away from the foreshore; and
- alterations and additional area to the sailing club.

Various tenants of the site have also provided submissions that offer more insights into the above issues and others of specific concern to them. Key points from the tenants' submissions below

4.24 Full responses from the Have Your Say are attached in **Attachment 1 & 2**

4.25 Various tenants of the site have also provided submissions that offer more insights into the above issues and others of specific concern to them. Key points from the tenants' submissions below.

Stakeholder	Key take-aways
Elwood Bathers	• Objects to the proposed development and is concerned for what the proposed site plan means for the current tenancy, investment, and its customers.
Elwood Croquet Club	• Concerned the Elwood Foreshore Site Plan does not show how the proposed foreshore development will contribute to meeting Council's goal of inclusiveness • Would like the heritage value of the clubhouse to be acknowledged • Believe the use of the facility is significantly greater than that of some other clubs on the foreshore. • Need for the clubhouse to be expanded and does not have the capacity to support the needs for both Croquet and Tennis.
Elwood O2 Events	• Concerns regarding tenant access to facilities when events are held on the site or when the Esplanade is closed for traffic • Concerned the pedestrian access will be cut off where the tennis courts are proposed.
Elwood Sailing Club	• The ESC would like to see more bike parking • Balance needs to be found between the desire to retain the character and history of existing buildings and the need to upgrade facilities • Some buildings or components of buildings can be designed with shared use. Other buildings, like boat and on-water craft storage, need to be secure and dedicated for single use. The plan should identify which buildings it sees as being multi-purpose and which are deliberately single use. • The proposed new building should accommodate further growth in membership and boat storage, increase access for other on-water craft, changing areas proportionate to this growth, improved beach access for those with disabilities, sufficient floor space to continue to provide amenity to a wide range of community groups
Elwood Life Saving Club	• Objects to the relocation of the Life Saving Club • Relocation would not allow easy beach access and don't believe the club can function splitting the clubhouse and the lookout tower. • Concerns the lookout tower has poor visibility and lacks required storage facilities

MEETING OF THE PORT PHILLIP CITY COUNCIL 7 SEPTEMBER 2022



Elwood Tennis Club	• Concerned there isn't enough information to make an informed decision on the plan • Concerned the area of the proposed tennis club is too small • Seeking additional courts as the club currently has a waitlist • Relocating the tennis courts is unnecessary expenditure • Concerned the site plan is car parking focused • Concerned on community objections and delays to the potential relocation • Uncertainty on program and current maintenance schedule
St Kilda City Junior Football Club	• Growth in female/junior participation is creating capacity and ground access issues. • Limited facilities within Port Phillip. • Require additional facilities to cater for the growth in female participation, including changerooms and toilets • Concerned the plan potentially reduces access to the grounds and future growth • Request additional shading for spectators
Elwood Cricket Club	• Concerned the overflow parking will damage the sporting oval • The proposed resizing and realignment of the 2nd oval and the addition of tennis courts to the area will result in a cramped space • Concerns for pavilion access on busy days • Concerned the plan potentially reduces access to the grounds and future growth • Would like to see additional cricket nets and improvements to the sports pavilion • Requests the vegetation around the perimeter be in the form of trees rather than shrubs.

4.26 Additionally, the public were able to add questions to the *Have Your Say* page. There were 26 questions asked and responded to online

5. CONSULTATION AND STAKEHOLDERS

5.1 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*.

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 Legislation that will need to be addressed by the Plan includes the Marine and Coastal Act 2018 and the Climate Change Act 2010.
- 6.3 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.
- 6.4 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.
- 6.5 The Policy notes that "legacy structures do not set a precedent for future development".



- 6.6 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”.
- 6.7 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.

7. FINANCIAL IMPACT

- 7.1 The proposed plan will cost (indicatively) \$50m 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; reasons include 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 all the building and infrastructure issues is over \$10 million. Given the size of the investment required, it is important to plan so that the outcomes are aligned to the Council Plan and we deliver best value for the community now and for the next 50 years.

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 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.
- 8.3 Consistent with the intent of Council’s *Sustainable Design Strategy 2013*, the site planning has given early thought to environmentally sustainable design.
- 8.4 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.
- 8.5 It also measures the proposed improvement to the permeable surface and the tree coverage ratios.
- 8.6 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.
- 8.7 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 will support:



- local amenity;
- asset performance;
- capacity to accommodate the City's growth; and
- a well planned and cohesive development response.

- 9.2 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 that comply with the Disability Discrimination Act (Cth) 1992, and by incorporating universal design.
- 9.3 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. ALIGNMENT TO COUNCIL PLAN AND COUNCIL POLICY

- 10.1 Preparing a Site Plan to guide the future of Elwood foreshore aligns with Council Plan strategic direction "Liveable Port Phillip".
- 10.2 Seeking and considering community feedback on the Site Plan aligns with Council Plan strategic direction "Well governed Port Phillip".
- 10.3 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.
- 10.4 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.
- 10.5 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.
- 10.6 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.

11. IMPLEMENTATION STRATEGY

11.1 TIMELINE

11.1.1 Officers intend to:

- brief Councillors on proposed modifications to the Site Plan in or around October 2022;
- subsequently report a modified Site Plan to an Ordinary Meeting of Council.

11.2 COMMUNICATION

11.2.1 Elwood Foreshore is an important and valued part of our City.

MEETING OF THE PORT PHILLIP CITY COUNCIL 7 SEPTEMBER 2022



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. Have Your Say responses - part 1  [Download](#)
2. Have Your Say responses - part 2  [Download](#)
3. Collation of Submissions  [Download](#)