

Frankston Playspace Strategy 2020-30 Background Report

June 2020



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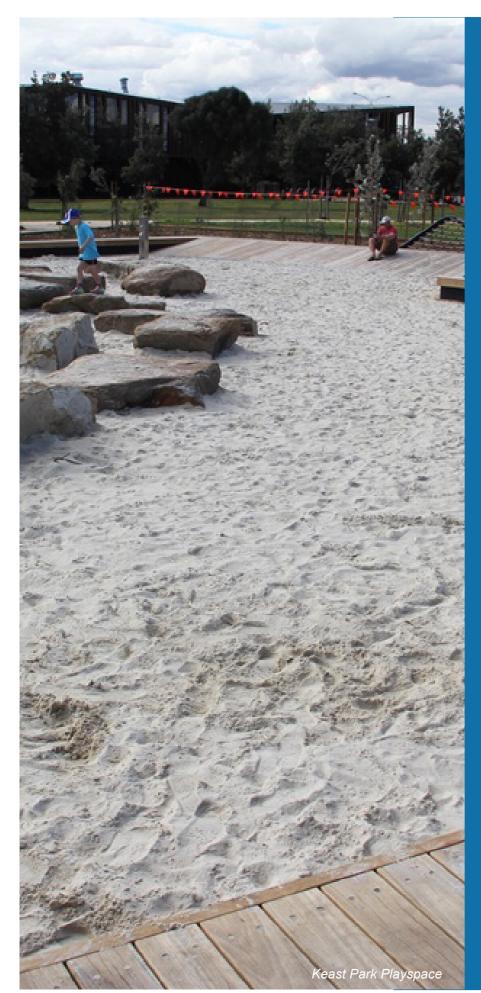


Attachment A: Precedent Study









Introduction

The value of council's providing their communities with places to play is well understood in terms of health and wellbeing, community connection and helping us to learn about ourselves and the world we live in.

It is however also important when comencing a project such as a Playspace Strategy that there is also good understanding as to why **planning for play** is also valuable and important. A Playspace Strategy is an investment for a decade or more of work for councils in their playspaces - a timeframe equivalent to the years of an entire childhood. If we reflect upon the differences that thoughful strategic planning has on a life and then multiply it by the population of our communities - we can start to see the scale of it's impact.

Good strategic planning, enables us to:

- Identify current community needs and seek to understand what we need to do into the future
- Invesitage our successful projects and seek to understand 'why' so that we might be able to take the learnings from this success elsewhere
- Assess how we are performing now in terms of quality of provision and costs vs value of outcome
- Research current practices in thinking and trends in play and recreation and investigate how these might support our community's needs
- Plan for growth and change in our communities now and into the future
- Review our processes for design, delivery and maintenance seeking to provide better levels of service for the future

The overall aim of developing this Playspace Strategy is to provide a vision for the future of play for the Frankston community that meets both current and future needs.

To begin this background research two approaches are needed. They are; 1/ to understand the current 'state of play' in Frankston, and 2/ to understand where current thinking is at in terms of the play.

Understanding the current state of play involves looking more closely at the strategic context in which this Playspace Strategy will sit, council planning, industry guidelines and government regulation or law.

Understanding where current thinking is at, involves examining trends and current practice in play and playspace design. In this project we haveadded an additional dimension to this, involving a review of recent design work undertaken by council, and an understanding of the community benefits of a playspace over an individual's life span.

All of these aspects are contained in full or summary within this Background Report.









The Current 'State of Play' in the City of Frankston

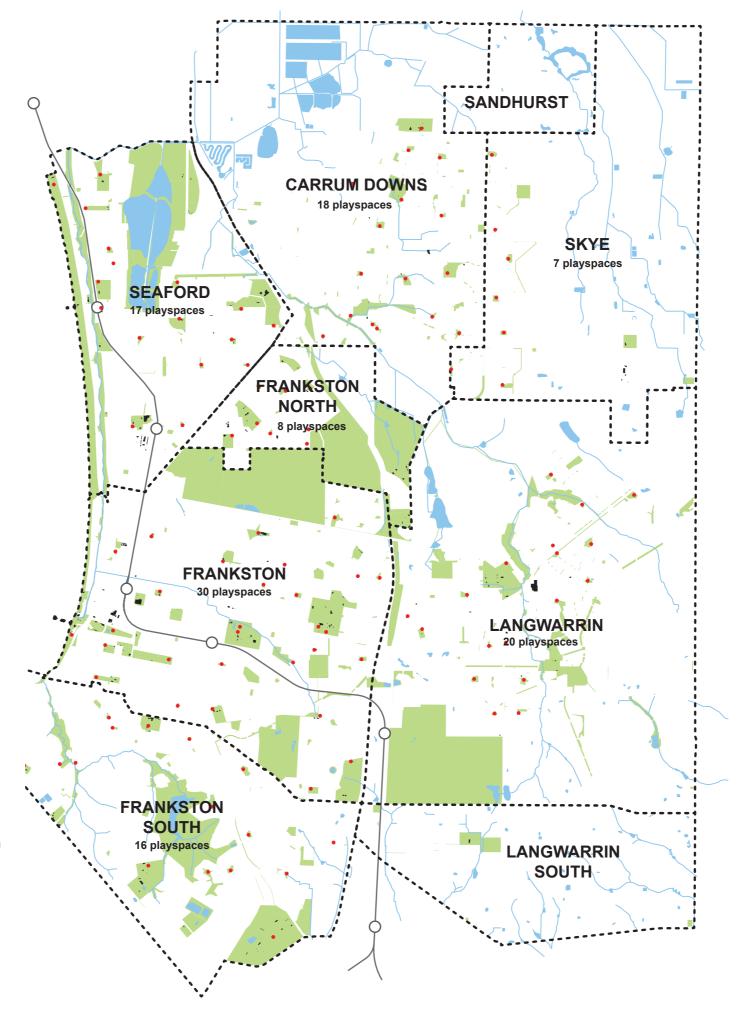
Lets begin by examining where everything is at, playspace-wise in Frankston. This Playspace Strategy 2020-30 will be the third strategic document guiding play that council has developed in 20 years, the first being the Frankston Playground Strategy in 2001, followed by a Playground Strategy Review in 2006.

Council currently has 116 playspaces (shown as red dots on the map opposite), in a small number of cases these are more than one playspace at the same open space location. This does not include BMX, Skate Facilities or Outdoor Gyms / Fitness Equipment, which will also be added to this network during the course of this project.

In July 2019 Council held a 'Play Summit' with staff from key council departments related to playspace planning and delivery. The meeting addressed topics related both to the upcoming development of this Playspace Strategy and current playspace provision and took feedback on performance, issues and aspirations related to maintenance, standards, community engagement for playspace development, roles and responsibility and handover of playspaces.

Key themes emerging from this meeting included:

- The broadening of the provision of play and playspaces to include adults and seniors
- The need to also examine 'play value' in relation to playspaces
- Better more comprehensive costing of project budgets is needed
- Priority Planning needs to structure the delivery of playspace renewal and new playspaces equitably and practically
- Design and Maintenance need to liaise prior to commencement of planning on projects
- · Better thinking around materials used in playspaces is required
- Standards are a critical requirement, but a clear understanding is needed of the difference between council design standards and Australian Standards for playspace design and installation
- An updated condition audit of playspaces is needed to assess the current valuation of playspace assets and will inform an Asset Management Plan for play equipment
- Community engagement needs to occur with the appropriate catchment **before** construction and the community needs to be advised in the early stages of the project
- Initial planning needs to occur before funding is allocated
- A Playspace Advisory Group should be established for both the development of the Playspace Strategy and in an ongoing capacity to oversee the delivery of future projects
- A pre-handover meeting for projects and attendance of PM and Coordinators at handover for discussion would be valuable to establish as a process
- At handover the maintenance team need to receive all manuals, specialist tools and full details of project









Strategic Context

Literature Review

The following council documents have been review for this project in terms of their relevance to and influence on the development of the Playspace Strategy 2020-30.

Frankston City Council Plan 2017-2021 (Year 3 update)

The Council Plan 2017–2021 provides a roadmap of how Council will achieve its vision and objectives. It identifies Council's vision as 'Lifestyle Capital of Victoria'. Its four key pillars are: a Planned City and a Liveable City, supported by a Well Governed City and a Well Managed City. There are no direct references to play spaces in this plan, but rather some objectives that may encompass play:

- Ensure community infrastructure and services match community needs
- Protect the natural and coastal environment whilst maximising the use and enjoyment of the foreshore
- Engage and support Frankston City's local areas and diverse communities to optimise facility usage and enhance equitable access to services
- Enhance equitable access to sport and leisure opportunities

Frankston City Community Plan 2017-2021

This Plan takes information from community engagement activities and incorporates these actions into either the Community Plan or a Local Areas Community Plan. In terms of play spaces, individual Local Area Community Plans noted the following works:

- Frankston South the community said that we need to build a new playground at Baxter Park (no funding allocation made to this project)
- Carrum Downs / Skye / Sandhurst Council's 2017-18 budget included funding for the installation of a new playground in Clifton Grove, Carrum Downs
- Karingal Council's 2017-18 budget included funding for a new playground at Karingal PLACE
- Langwarrin / Langwarrin South Council's 2017-18 budget included funding to commence planning for a new playground at Lawton Reserve.
- Seaford A new play space was planned for the Seaford Community Centre and Council committed funding in its 2017-18 budget for the planning of a new playground at Wisewould Reserve

Frankston City Health and Wellbeing Plan 2017-2021

The purpose of this plan is to guide Council to strategically plan and facilitate liveable local communities, enabling residents to enjoy good health and wellbeing at every stage of life. There are no references to play spaces in this plan, although it does mention the importance of healthy, safe and strong communities and sustainable environments.

Frankston City Council Child and Family Plan 2014-2018

This strategic plan outlines how Council will work over a four-year period to promote positive outcomes for children aged 0-12 years and their families. The vision contained within this plan is: "to work in partnership to ensure that every child in Frankston City enjoys the best start in life by being given the opportunities to learn, develop and grow so they can reach their full potential." The two key outcomes that the plan hopes to achieve are:

- A planned city for children and their families
- · Children and their families have good health and wellbeing

Some specific play space recommendations include:

- Including the voices of children in the development of playgrounds
- Advocating for the building of age-specific play equipment in playgrounds
- Improving access in playgrounds and parks with particular attention to playground surfaces and equipment to better meet the needs of children with a disability.

Frankston City Open Space Strategy 2016-2036 (Parts 1-3)

This strategy uses provides a framework for open space planning, decisions and resource allocations within the municipality to ensure a complete and legible open space network and a diversity of open spaces. The vision is: "To achieve a green, safe, diverse and connected network of resilient open spaces, that contributes to Frankston's identity, biodiversity value and promotes active and healthy lifestyles, now and into the future."

Some key points to note include:

- Frankston City's minimum provision and distribution standards for open space note that accessible play is to be provided in every local community and neighbourhood.
- Some of the emerging trends in open space include nature-based play; wireless spaces and tech play with mobile 'Apps' for outside activities; lifelong activity and play for all ages
- Open spaces will need to provide increasingly flexible and multi-functional infrastructure to cater for flexible and unstructured recreation and outdoor activities such as play
- There is an opportunity to improve the diversity of play spaces for all ages and abilities to encourage interaction with the natural environment, education and adventure play.
- FCC aims to achieve active and healthy 20-minute neighbourhoods.

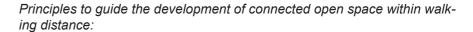
Principles to guide a diverse open space network:

- 1. Healthy, active and multi-purpose
- 2. Well designed and innovative
- 3. Useable and fit for purpose
- 4. Accessible
- 5. Safe and secure
- 6. Well serviced by infrastructure and facilities
- 7. Integrated built form and open space

Principles to guide development of open space for active and healthy com-

munities:

- 1. Places of community, cultural and heritage value
- 2. Socially inclusive
- 3. Community partnerships and engagement
- Play for all ages (diverse range of opportunities within walking distance without the need to cross major infrastructure, nature-based play and education, multi-generational use, compliance with Australian Standards)



- 1. Distributed to provide equitable access for all users
- 2. Connected to a broader neighbourhood network (ensure open space is connected, where practicable, with playgrounds)
- 3. Pedestrian and cycling friendly
- 4. Connected to transport services
- 5. Attractive, legible and well-designed routes

Principles to guide development of green and sustainable environment and ecological network:

- 1. Protected and enhanced natural environment
- 2. Improved landscape values
- 3. Reduced pollution and conserved nature resources
- 4. Water sensitive urban design
- 5. Sustainable transport
- 6. Sustainable building materials

Principles to guide development of open space to support future-proofing activity centres and neighbourhoods:

- 1. Responsive to local needs
- 2. Supporting future population growth
- 3. Resilient assets and services
- 4. Planning, design and management
- 5. Financially sustainable
- 6. Embracing partnerships

Carrum Downs recommendations:

- Investigate new community open space for play, unstructured recreation and leisure to support existing and future populations west of Frankston - Dandenong Road.
- 2. Develop and implement a landscape plan for Birdrock Reserve to support unstructured recreation and play.
- 3. Upgrade Laurel Reserve for unstructured recreation and play.
- 4. Develop and implement a landscape plan for Sherbourne Reserve to support play, unstructured recreation and community needs.
- Expand Wilton Bushland Reserve and implement a master plan to support play, cultural heritage values, social informal uses and low impact nature-based recreation / education. Manage offset vegetation programs in Wilton's Bushland Reserve. Open the park for greater community use
- 6. Develop and implement a landscape plan for Paras Reserve to support play, social informal uses and low impact nature-based recreation.

Skye recommendations:

1. Develop and implement a landscape plan for Rangeview Reserve to





- upgrade play and support social informal use.
- 2. Develop and implement a landscape plan for Heyson Reserve to support play, social informal and unstructured recreation use.
- 3. Develop and implement a landscape plan for Damley Reserve to support play and unstructured recreation within a natural parkland entrance to the Pines Flora and Fauna Reserve.

(Sandhurst - note that this is a privately owned residential and golf community and playgrounds are privately owned and managed). There are no relevant play space recommendations for this location or Langwarrin South.)

Frankston recommendations:

- Investigate new local open space north of Beach Road for unstructured recreation and play to support existing and future populations.
 Liaise with Melbourne Water to upgrade Ebdale Reserve for recreation, WSUD, and connect to Evelyn Street link.
- Undertake land use assessments in Fairway Reserve to support the
 acquisition of better located and 'fit for purpose' open space in gaps
 areas. Review and implement the Orwil Reserve Playground Plan
 (2005) to support unstructured recreation and play, to meet existing
 and forecast population demand.
- 3. Review the Beauty Park Master Plan to incorporate a new war memorial, lighting, connections, WSUD and nature-based play opportunities.
- 4. Implement George Pentland Botanic Gardens Masterplan to support nature-based education and play as a regional destination. Undertake a hydraulic assessment into the George Pentland Lake to improve the lake system.
- Establish a landscape plan to link paths and upgrade unstructured recreation, planting and play in Dalpura, Whistlestop, Rassay and Dunsterville Reserves.
- Implement the master plan for Jubilee Park and upgrade sport, unstructured recreation, play, connections, vegetation, habitat and water management. Improve connections to Lee Reserve and Bunarong Reserve.
- Upgrade Robinsons Reserve and consolidate existing management and design plans and connections between sport, play, unstructured recreation and conservation.

Frankston South recommendations:

- Create a new Sweetwater Creek Reserve Management Plan for Upper and Lower Sweetwater Creek Reserves to support nature-based leisure and play, education, walking, interpretation trails, biodiversity, weed and water management in public open space and the riparian zone.
- Implement the Overport Park Masterplan / Sports Development Plan for Overport Park to support multifunctional use for a diverse range of community user groups. Upgrade and link sporting, unstructured recreation, play, community and conservation zones with appropriate facilities, public art and infrastructure. Improve links, management of the creek corridor, offset vegetation, and eastern landscape interface with surrounding land.
- Create a landscape concept plan in conjunction with a CEPTED review for Alicudi Reserve (Eliza Hastings Reserve) and nearby Abram Reserve to upgrade landscape amenity and offer a diversity of play and recreation opportunities for existing residents.
- Create a landscape plan for Pratt Reserve to maintain and improve vegetation, amenity, play and unstructured recreation for existing residents. Maintain nearby Marama Reserve.
- 5. Maintain and implement the Sycamore Reserve 2009 design plan to

- support play, landscape amenity and unstructured recreation for existing and future residents.
- Investigate co-sharing partnerships with schools. Develop and implement a landscape plan for William Hovell Reserve to improve land-scape amenity, play and unstructured recreation.
- 7. Create a landscape concept plan for Woodside Reserve to improve play, planting and unstructured recreation for existing residents.
- Implement the landscape concept plan and upgrade facilities to provide picnic areas and shade in Escarpment Park Reserve to support play, unstructured recreation and links.
- 9. Continue to implement the Baxter Park Masterplan (2004) and Sports Development Plan in Baxter Park to support a diversity of sporting, vegetation management, WSUD, play, dog walking and unstructured recreation for existing residents. Improve safe path connections for pedestrian and bicycles across roads. Strategically review tennis infrastructure. Review opportunities to reduce conflict and improve safe off leash dog walking areas.

Langwarrin recommendations:

- Investigate new open space opportunities along Quarry Road to support unstructured recreation and play on unused quarry land.
- Upgrade Lloyd Park in accordance with a review of the Master plan, Sports Development Plan and vegetation management programs to support sport, unstructured recreation, play and biodiversity value. Review planning, design and infrastructure required to manage this space as a community destination for a diversity of user groups.
- Investigate new open space partnership opportunities to support biodiversity and nature-based recreation north of Potts Road. Liaise with water authorities to identify opportunities for nature-based leisure, local play and walking trails in open space east of Potts Road.
- 4. Upgrade Northgateway Reserve in accordance with the Landscape Plan (2010) to support unstructured recreation, natural parkland values and play for existing and future residents.
- Upgrade Fernwood Reserve to support improved landscape amenity and play for existing residents. Investigate opportunities to establish a walking network of local open spaces and activity nodes through Melbourne Water pipeline land.
- Implement the North Reserve Master plan to upgrade district sporting open space, unstructured recreation, play and protection for existing conservation values.
- 7. Investigate new community open space south of Cranbourne Frankston Road. Identify opportunities to rationalise small parcels of poorly located open space or open space with limited recreational capacity, to support a larger centrally located open space destination for family activities, play and unstructured recreation.

Seaford recommendations:

- Complete the Keast Park Master plan (2004) and upgrade play facilities within Keast Park to support its district level role as a community coastal destination providing a diversity of activities for all ages.
- Implement the playground design plan and upgrade to support connections, play, WSUD and unstructured recreation in Weatherston Reserve.
- Prepare a landscape concept plan to upgrade landscape amenity, planting, paths, play space and furniture for unstructured recreation in Prince Reserve to support existing community use and future population growth.
- Create a landscape concept plan to improve planting and play facilities within Bruce Aiken Reserve.

5. Implement the landscape concept plan and new play space for Wisewould Reserve to support unstructured recreation for senior residents and new populations.



Play indicators and targets for 2036:

- Indicators Access to local play areas
- Details Opportunities for children and people of all ages and abilities to play outside
- Measures Local playground catchment of 400m safe walking distance from home, without the need to cross major infrastructure. Residents that visited play spaces in the last 3 months. The number of fully accessible playgrounds
- Proposed data source Frankston Playground Strategy and Frankston GIS playground catchment analysis. Frequency: Every 5 years Data Responsibility: Public Space & Leisure. Recreation Community Survey 2008. Frequency: As per survey frequency Data Responsibility: GIS, Public Space & Leisure
- Baseline data 2015 existing playground gaps in accordance with the Frankston Playground Strategy. Recreation Community Survey 2008: 32% visited playgrounds. Develop a new data source to determine current and desired access and participation in play for all ages and abilities
- Targets 2036 Outside space or partnership play opportunities within 400m walking distance of local residents. Visits to playgrounds = > 32%. Set baseline and targets for the number of accessible playgrounds for people of all ages and abilities

Frankston City Council Open Space Asset Management Plan 2017

This plan aims to provide information on current and future funding requirements for open space assets. This in turn will help to ensure successful provision of sustainable open space services. Council's infrastructure assets have a replacement value of \$85,487,091. The estimated funding available is \$166,870,000 or \$16,687,000 on average per year. This represents 100% of the cost to provide the service, with a 0.37% surplus equating to \$61,800 p.a. Forecasts are currently showing a shortfall of \$79K p.a. in operational funding over the next 20 years based on the current operations budget.

There are approximately 150 play spaces. Their replacement value is \$7 million. Some of the planned capital works identified in this strategy include:

- 2016/17 Waterfront Playground Renewal (Current) \$900K
- 2016/17 George Pentland Botanical Gardens Playground Renewal (Current) - \$600K
- 2016/17 Ballam Park Playground Renewal (Current) \$300K
- 2022/23 2023/24 North Reserve New Sportsground and Play Area -\$1.8M

Open space hierarchy:

- Regional open space
- District open space
- Community open space
- Large local open space
- Small local open space





- Linear open space
- Other open space
- Restricted

Service level objectives relating to play:

- Critical failure mode Condition degradation can result in personal injury to playground users which can lead to corporate liability and forced closure due to non-compliance. Entrapment of users is also a significant inherent risk resulting in similar consequences.
- Operations and maintenance activities as per Council's open space service standards: Regulatory playground inspection (annually).
 Playground inspections & maintenance (based on hierarchy). Reactive under-surfacing and equipment maintenance.

The useful life of play equipment at FCC is estimated to be 20 years.

Maintenance work is carried out in accordance with the following Standards and Specifications:

- AS/NZS 4422: 1996 Playground surfacing Specifications, requirements and test methods
- AS/NZS 4486: 1997 Playgrounds and playground equipment Development, installation, inspection, maintenance and operation
- AS 4685.1: 2014 Playground equipment and surfacing General safety requirements and test methods
- AS 4685.2: 2014 Playground equipment and surfacing Additional specific safety requirements and test methods for swings
- AS 4685.3: 2014 Playground equipment and surfacing Additional specific safety requirements and test methods for slides
- AS 4685.4: 2014 Playground equipment and surfacing Additional specific safety requirements and test methods for cableways
- AS 4685.5: 2014 Playground equipment and surfacing Additional specific safety requirements and test methods for carousels
- AS 4685.6: 2014 Playground equipment and surfacing Additional specific safety requirements and test methods for rocking equipment
- AS/NZS ISO 31000:2009 Risk management Principles and guidelines.

The plan also identifies weighted criteria to rate play space priorities against governance, social, economic and environmental factors (page 94).

In terms of inspections, high profile playgrounds are inspected 5 times per week. The response time for an initial assessment ins 1-2 days and rectification of the issue takes 1 week. This is the desired future service levels. Low profile playgrounds are inspected fortnightly. The response time for an initial assessment ins 1-2 days and rectification of the issue takes 1 week. This is the desired future service levels. Playground under-surfacing is inspected annually, and litter is removed weekly.

The projected 10-year capital renewal and replacement works program has allocated an amount of \$35k to playground improvements and demolitions each year from 2017 to 2026.

The projected 10-year upgrade / expansion / new capital works program identifies an amount of \$250k for playground and play space initiatives budget, and then for the remaining five years will allocate the average first five years of open space discretionary CWP.

Frankston City Council Urban Forest Action Plan (UFAP) FAQs

The UFAP sets the framework to guide how Frankston City Council will work to transform the urban forest into a highly valued, well-resourced, thriving asset. Priority areas for tree planting in the municipality have been assigned based on health and wellbeing outcomes, biodiversity outcomes, stormwater reduction outcomes and the need for shade in specific areas such as play spaces.

Frankston's Urban Forest Policy 'Tree Policy'

The aim of this policy is to provide a framework for making structured, consistent and environmentally sound decisions for all trees within the municipality's "Urban Forest".

The vision for urban forests in the municipality is: "Frankston City Council has a resilient, healthy and diverse urban forest providing benefits for the entire community, in the present and for future generations. The City's landscape character is defined by attractive treed streetscapes and open spaces that are well planned and well maintained. The urban forest enhances the liveability of our city and fosters a strong community connection with nature."

The five objectives of the policy are:

- 1. Tree preservation
- 2. Tree removal and replanting
- 3. Tree planting and selection
- 4. Tree asset management
- 5. Community consultation, education and engagement.

Urban Forest Action Plan – Draft for Community Consultation March 2020

This 20-year plan articulates the way in which Frankston City Council will to transform the urban forest into a highly valued, well-resourced, thriving asset that realises its great potential to contribute to the city.

The plan notes:

- Council manages 62,000 trees
- Tree canopy cover over the municipality is measured at 17%
- Seaford, Carrum Downs and Skye have a lower level of canopy cover than Langwarrin and Frankston
- There is an estimated loss of 1% of tree canopy coverage every 4 years – the equivalent of 1.4 square kilometres of tree canopy coverage
- Climate change is creating harsher conditions for trees to survive and thrive in
- Funding and resources do not yet allow for a best practice tree management program
- Development and capital works which see trees removed and not replaced on a continual basis
- One of the priority areas identified in this plan is the development of shade in playgrounds.

Frankston City Sports Development Plan 2013-2019

This plan provides a framework for the development of sporting facilities within the City of Frankston. It incorporates planning principles and facility hierarchies for the sports nominated within the plan. There is no reference to play spaces in this plan.



Frankston City Coastal Management 2016

This plan establishes a framework to manage the Frankston City Foreshore Reserve. It identifies the roles and responsibilities of Frankston City Council as the Committee of Management, key agency stakeholders and the local community.

Some relevant information from this plan:

- One of the activity nodes identified in the plan is recreation. It includes general play / fitness spaces.
- The plan notes that an iconic playground has been built in the Frankston Waterfront area as well as a smaller one.
- The plan also notes that the most popular reasons for visiting the foreshore reserve in summer are to swim, undertake beach activities, walk and for children's play/ playgrounds.
- The only action related to play listed in the plan is to renew the play space at Frankston Waterfront (in 2016/17)

Frankston Street Art Framework 2017

This plan will assist Council and private property owners to implement a precinct-wide program that guides future locations for 'street' art work within the City Centre and fringes' precinct. There is no reference to play spaces in this plan.

Paths Development Plan 2015

The purpose of this plan is to assist Council in identifying and prioritising paths projects in order to program, fund and complete Frankston's pathway network. There is no reference to play spaces in this plan.

Frankston Integrated Transport Strategy Part 3 2013

This strategy provides an understanding of the existing Frankston transport network; identifies existing and future issues; identifies strategies to address issues; and provides a tool to manage the development of the network to meet the needs and demands of the community and the environment. Although the strategy does not specifically mention play spaces, it does make mention of the need to continue to expand the footpath network around pedestrian priority areas which could include play spaces. It also recommends that a pedestrian and cycle plan and a bicycle improvement and implementation plans are developed, which would presumably link to play spaces.





Frankston City Visitor Economy Strategy 2019-2024

This strategy addresses the opportunities which the new visitor economy focus represents, while ensuring that Frankston City continues to plan for long-term destination development to increase its leisure tourism market share. The vision contained within this strategy is: "Frankston City is a year-round destination providing memorable experiences supported by a thriving and sustainable local business community and economy."

The five key pillars are:

- 1. Destination Development (this includes infrastructure development such as play spaces)
- 2. Destination Marketing
- 3. Industry Development
- 4. Resident Engagement
- Visitor Services.

Frankston City Council Economic Development Policy 2011

Council's policy statement around economic development is: "Frankston City Council is committed to facilitating an environment that supports an innovative and resilient business community which provides sustainable economic growth and investment, integrated education and skills development and diverse employment opportunities."

Asset Management Policy 2019

Council's policy statement around asset management is: "Frankston City Council is committed to ensuring that all Council assets are appropriately managed and relevant to community needs."

The vision contained with in the policy is: "As stewards of community assets, Frankston City Council will provide assets that support the provision of best value services. Council assets will be accessible, safe and suitable for community use. The approach to asset management will be sustainable. It will balance competing community, social, environmental and economic needs for the benefit of current and future generations."

The policy is based on a set of guiding principles, which will inform all asset management decisions:

- Ensure assets support the services provided by Council
- Community involvement in decision-making
- Focus on long-term sustainability
- Sustainable investment in capital works
- Continuous improvement in data and asset management systems
- Compliant asset accounting
- Legislative and regulatory compliance
- · Compliance with insurance obligations
- Continuous improvement in risk management
- On-going training and skill development
- Effective performance monitoring and reporting.

Asset Management Strategy 2013-2017

The purpose of this strategy is to guide continuous improvement in Council's asset management practices. The principles are very similar to those listed in the more recent policy. The strategy notes that FCC is custodian of a portfolio of assets valued at more than \$1.3 billion. There is no mention of play spaces in this strategy (however they are mentioned in the Open space asset management plan 2017).

Frankston Metropolitan Activity Centre Structure Plan 2015

This plan is intended to inform all stakeholders about the shared vision for the Frankston Metropolitan Activity Centre (FMAC) and specify how it will be achieved. It assists in the process of allocating resources towards capital works, guiding the determination of planning applications and setting work programs across different departments. Importantly, the Structure Plan also provides certainty for the community, business owners, developers and planning applicants regarding the level of change and type of development that can be expected across the FMAC.

The Structure Plan identifies 12 key priorities to help it achieve the renewal and revitalisation of the FMAC. Of these 12 priorities, the following related to play spaces:

- Incorporate high quality urban design outcomes including engaging public spaces and streetscape works, public art and greening of the town centre
- Improve pedestrian and off-road cycling linkages throughout the FMAC and connect sites including Monash University, Chisholm Institute, Frankston Hospital, Frankston beach and foreshore and the George Pentland Botanic Gardens.
- Promote Frankston as a tourism destination by providing events infrastructure, enhancing the foreshore and increasing opportunities for diverse accommodation options.

Frankston Metropolitan Activity Centre Structure Plan 2015 – Part 2 Action Plan

This Action Plan accompanies the Frankston Metropolitan Activity Centre Structure Plan 2015. Although there are no actions specifically relating to play spaces, some of the actions focus on improving the public realm through public art, additional attractions in the foreshore reserve and improvements to the cycling and walking network.

Climate Change Impacts and Adaptation Plan – Preparing for a changed climate 2011

The purpose of this plan is to provide a framework and guide to:

- 1. Facilitate action by Council in its operations and services to prepare for the impacts of climate change.
- 2. Provide information and assistance to the community to reduce their vulnerability and facilitate an adaptive response to climate change

impacts.

The plan contains seven key themes, many with relevance to play spaces in terms of infrastructure and management:



- 1. Safeguarding community health and safety heatwave planning; shade; preparing for fire weather
- 2. Managing our assets
- 3. Protecting our natural environment
- 4. Keep on playing investigating more alternative water sources for watering sports grounds; managing ground hardness and wetness
- 5. Using our water responsibly integrating water sensitive urban design into new developments
- Planning for our future use the Planning Scheme to guide appropriate urban expansion encouraging open space and on-site water retention; encouraging Water Sensitive Urban Design in new development
- 7. Ensuring corporate continuity.

Greening our Future – Frankston City's Environment Strategy 2014-2024

This strategy supports Frankston City Council to achieve an innovative and environmentally sustainable future and to be a leader in environmental management. It aims to action Council's Sustainability Policy and Environmental Sustainability Policy.

Some of the key themes contained within this strategy include:

- 1. Protecting and enhancing natural assets
- 2. Wise us of natural resources
- 3. Minimising environmental impacts
- 4. Educating and engaging the community.

Towards Zero Emissions Plan 2019-2023

This plan sets out Council's priorities over 2019 to 2023 to decrease greenhouse gas emissions and lay the foundation for Council to become carbon neutral (zero net emissions) by 2025.

The guiding principles contained within this plan include:

- Return on investment (payback)
- Future proofing
- Co-benefits
- Leadership by example
- Collaboration.





Current Trends in Play & Recreation

Introduction

Every child has the right to rest, leisure, play, recreational activity and free and full participation in cultural and artistic life. Play is defined as a process that is freely chosen, personally directed and intrinsically motivated. That means play is determined and controlled by the content and intent of those playing. This involves following instincts, ideas and intents, in their own way for their own reasons. (Article 31).

The role of physical, cognitive, emotional and social development through play cannot be understated. Play also provides the opportunity for people of all ages to interact with others, explore their local neighborhood environment, build skills, challenge themselves and most importantly have fun.

The term 'playspace' is increasingly used in place of 'playground' as it recognises the whole area or broader environment used for play rather than just designated pieces of equipment.

This section outlines the key current trends for playspace provision:

Nature based play

Play spaces that encourage children to enjoy and explore their natural environment. Feature items such as rocks, logs, water, grass, trees, plants, sand and loose materials (twigs, leaves, stones, etc) that can be manipulated to create cubby houses or be used in games.



Top: Russell Brown Adventure Park, WA (Mosman Park Men's Shed)Bottom L-R: Bloomdale Ave Reserve, Melton / Kardinya Park Playspace, Perth WA (Nature Play Solutions)

Sensory Play

Play that engages children's senses. Includes items such as outdoor musical instruments, sensory gardens inviting children to touch and smell plants, water features, equipment that spins or rotates





L-R: Sensory Garden (dg2 Design) / Musical Marimba (Kompan)

Intergenerational / All Ages Play

Play spaces and equipment that are designed to be used by people of all ages including parents, grandparents and carers, as well as adults with disabilities. These spaces may incorporate equipment that can be used by people of all sizes, or incorporate complementary activities next to a play space, e.g. outdoor fitness equipment.



L-R: Expressions Swing (Playground Centre) / Community Table Chess

All Abilities Play

Play spaces that enable people of all abilities to play alongside one another or to play by themselves if they desire. In order to achieve accessible play spaces there needs to be accessible paths from car parks / paths, all the way to and around equipment, as well as equipment and spaces that are suitable for children of all abilities. Examples of spaces and equipment include quiet and cozy spaces for children with autism, birds nest swings that enable a group of children and adults of all abilities to swing together and trampolines for wheelchairs.







Top L-R: Cosy Space for a child with Autism (Playworld) / Wheelchair In-Ground Trampolines (Playground Centre) Bottom: Participating in all play

Technology

Play spaces that integrate technology and physical activity in various games and activities. These spaces use lights, sounds and sequences that promote social play. They also encourage the use of fine and gross motor skills.



L-R: Interactive Sound System (Yalp) / Interactive Game (Yalp)





Water Play / Splash Parks

An area featuring a non-slip surface and a variety of water play features including sprays, mists, shooting streams of water and tipping buckets. Water is collected quickly, filtered, sanitised and re-circulated; hence the depth of the water on the play surface is minimal.



Top L-R: Incidental water play in surface treament / Pumps, Trays & Sluices at Royal Park Playspace Bottom: Splash Pad (Vortex)

Adventurous play / Risk Benefit Assessment

Equipment and opportunities that create a sense of adventure or risk but are still designed to meet safety standards. Examples of equipment include flying foxes, giant slides, multi-level forts, ninja warrior equipment and wobbly bridges





Opposite: Massive play tower at Oatley Park Playspace, NSW Above: Challenging skill building in climbing and skating can be applied at all ages

Destination play spaces

Play spaces that are designed to attract people from both within and outside the municipality Families will generally visit these play spaces for several hours at a time. These play spaces typically include supporting infrastructure such as toilets, BBQs, picnic areas, drinking fountains and car parking. These are usually highly customised, bespoke spaces and sometimes feature a specific theme.



Pod Playspace at the National Aboreteum, Canberra (Taylor Cullity Leathlean with Benjamin Gilbert)

Ninja Courses / Parkour

Some of the newest forms of recreational play for older children and adults include design for Parkour and constructed Ninja Courses, both designed for building agility skills and some quite challenging.

Parkour is a form of sport or recreation involving fluid urban movement. It includes such techniques as the tic-tac (wall step/run); kong (a form of vault); and precision (two-foot to two-foot jump) among myriad others and utlises existing structural forms as its platform.

Ninja Courses or Ninja Obstacle Parks are complex structured settings for children or adults (or both) in parks designed with ropes, climbing crawling and balnce features for usually practising upper-body strength and agility. These parks feature obstacle courses that challenge your balance, upper body strength, co-ordination and determination.





L-R: Parkour design at Croydon X&Y Space (Playce) / Ninja Obstacle Park for Kids, Cockburn Park WA (Nature Play Solutions)

Play Streets

Starting as a small revolutionary parent-led action in 2007 in Bristol,UK to an international movement, Play Streets has grown to encompass projects is larger cities all around the world in recent years. Lead by the premise of greater community connection, this has ignited child-friendly urban planning discussion and debate globally.



A VicHealth Iniative in Inner-City Melbourne run by Co-Design and the City of Melbourne

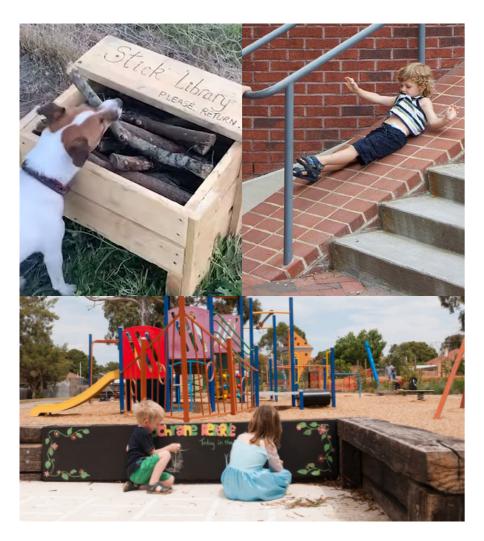
Incidental Play

Communities in local neighbourhoods are becoming more increasingly empowered to shaping their public space to create better connection. This may sometimes be in the form of a street library, help yourself herb garden or storytelling board. These small interventions can be very powerful in





encouraging local communities to be 'more playful' in their everyday life.



Top L-R: Dog Stick Box at local Dog Park / Paved ramp in city fabric becomes a Slide Bottom: Local stories being collected at Cochrane Reserve Playspace on chalkboards (Lindy DeWin & City of Darebin)

Bike Play / Bike Skills Course

Promoting sustainable travel has become a recent focus for many councils and with decreasing backyard area to practise a new type of playspace has recently emerged where children can practice their developing bike skills in a playful way.





Opposite Page L-R: Jubes Mountain Bike Park in Wahronga NSW / Bike Skills Track at Shepherds Bush Reserve, Kingsley WA Above: Bike Training Area, Marie Wallace Reserve (Bayswater Park), City of Knox







Precedent Study

Measures for Success - The 12 Playspace Pillars

The Playground Advisory Group (PAG) made up of members from key council areas involved in the planning, delivery and maintenance of playspaces met to discuss key measures of success based on working, local knowledge in regards to playspaces, aiming to capture a broad range criteria and values, based on recent work undertaken by council.

It is important to note that good design is not all that is needed to make a successful playspace and that a good understanding understanding of both local community need and play value is paramount to ensure that a playspace not only becomes a successful local feature that is well maintained, but is activated accordingly as well. This ensures that a play benefit lifecycle for a Local Play Network is acheived. This is discussed further on page 18 of this report.

The following summarises these 12 Playspace Pillars which are used as a lens for the precedent study for this project and will form the criteria for assessment during upcoming playspace site audits.

- 1. Good organisation & flow of space
- 2. Good wider local neighbourhood connection physically & socially
- 3. Complementary play to the local playspace network
- 4. Good Integration with surrounding open space
- 5. Refects local character or history
- 6. Inclusive design for people of all ages and abilities present
- 7. Physically accessible in its design (universal design principles)
- 8. Diverse and valuable range of play experiences present
- 9. Design allows for different ages to develop skills
- 10. Balances both open-ended and prescriptive play well
- 11. Consideration of sustainability and durability in material choice
- 12. Good quality of amenity / facilities present and suitably placed



















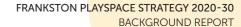












Examples of Successful Frankston Playspaces

Regional Level

Three Regional Level Playspaces were assessed as part of this study. They included the **Frankston Forshore Playspace** and the **Junior &** Senior Playspaces at Ballam Park. Regional Playspaces have a high level of expectation from the community around play opportunity and value, accessibility, inclusion and amenity.

Regional Playspaces should also be very inclusive spaces that offer alot of opportunity for many different ages, abilities and backgrounds through play and support this play with suitably designed and placed facilities.



- Open ended treatment, excellent flow and connection
- True intergenerational participation



Great accessible flow and connection between spaces and facilities

District Level

Five District Level Playspaces were assessed as part of this study. They included George Pentland Botanic Gardens, Seaford North Reserve Playspace, Jubilee Park Playspace, Bayport Reserve Playspace, and Southgateway Reserve Playspace.

District Playspaces, like Regional Playspaces are also considered for longer stay visitation by the community and often associated with other key community facilities (such as sports and recreation, community and

George Pentland Botanic Gardens Playspace, Frankston

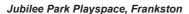


- Whimsically connected to its natural environment
- Thoughfully sited, with facilities for all to feel welcome





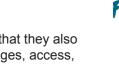
- Good age diversity for a smaller playspace
- · Nicely integrated, with thoughtfully considered placement of amenity to provide shade and shelter





- Nice use of art elements to encourage open-ended play
- Good complexity or levels and features for play in the structure

educational centres). Therefore community expectation is that they also have a reasonable level and diversity of play for different ages, access, inclusion and amenity.



Bayport Reserve Playspace, Langwarrin



- Great connection to local footpath network, encouraging walking and
- Lovely use of natural materials for nature play to connect to park





- Lovely natural theme connecting playspace to landscape
- Engaging play elements







Local Level

Nine Local Level Playspaces were assessed as part of this study. They included Bruce Park Playspace, Keast Park Playspace, Darnley Reserve Playspace, Yamala Park Playspace, Wisewold Reserve, O'Grady Reserve Playspace, Wattlewoods Senior Adult Play & Fitness, Montague Park Playspace and Teleopea Park Playspace.

Local Playspaces form the majority of council's playspaces across the Bruce Park Playspace, Frankston



- Valuable community asset encouraging more active and vibrant use of the park by locals
- Nicely integrated with shelter and easy local access

Keast Park Playspace, Seaford



- Beautifully and seamlessly integrated with the coastal landscape
- Open-ended play embedded in the landscape

Darnley Reserve Playspace, Skye



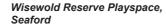
- Imaginative take on play structure
- Nice balance of activity

municipality. They are considered by the community to be playspaces within walking distance from home and should be varied in terms of age and play value and have some access and amenity. Community expectation is that they are for regular, short-stay visitation.

Yamala Park Playspace, Frankston South



- A genuinely true intergenerational space
- Packed with layers of play





- Thoughtfully articulated accessibility
- Themed imaginative play that is engaging in many different ways

Fitness, Carrum Downs

Wattlewoods Senior Play &

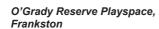


- Spot on in terms of responding to local communith need and local play network
- Value add for open space

Montague Park Playspace, Frankston



- Ahead of its time in terms of thinking about community hub and access
- Nice balance of activity





- Clever, incidental play moments whilst walking through
- Sculptural and recreational combined





- Truly attempts to engage play with the landscape context
- Really interesting spaces creating interesting open-ended play



Design Review

Overview

As part of the research undertaken for the initial stages of this Playspace Strategy, current design projects from the City of Frankston were reviewed. This process involved examining recent concept design plans and sometimes documentation drawings to appraise different aspects of design for play and their success or issue. The intention of this process is to provide feedback to council for future consideration when preparing design project briefs for future playspace projects.

The following aspects were considered and are further detailed following:

- Spatial Organisation continuity & flow
- Range and Balance of Activity
- Placement of Activity
- Design for Accessibility
- Consideration of Comfort, Supervision and Engagement

Spatial Organisation

It is important with any playspace that a/ circulation to and around playspace has a particular logic and b/ movement and flow within also has a particular logic. The logic of a/ relates to easy and accessible transition where movement to the playspace and associated facilities is unimpeded. The logic of b/ is much more complex and involves the arrangement of said play elements to form a continuous flow of movement from one to the next without conflict of form or activity. A good example of this would be the flow that occurs onto and through a play structure from climbing up to sliding down.



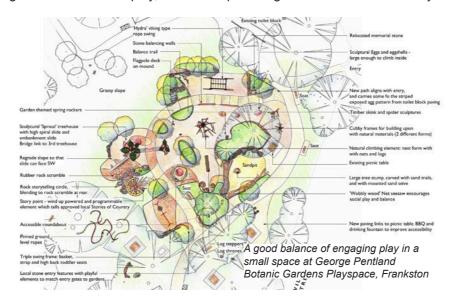
Range and Balance of Activity

Range and balance of activity is imperative to successful engagement within a playspace. Too much of the same type of movement or activity or not enough activity at all then interest will quickly wane or won't appeal at all.

The aim is to get not only a good balance of different types of physical activity (i.e. climbing, sliding, rocking, hanging, balancing, crawling,

spinning and agility), but also a balance between more boisterous and quieter, more concentrated activity and across ages so that skills can be developed over time. A larger playspace will of course have more opportunity for this, than a smaller one.

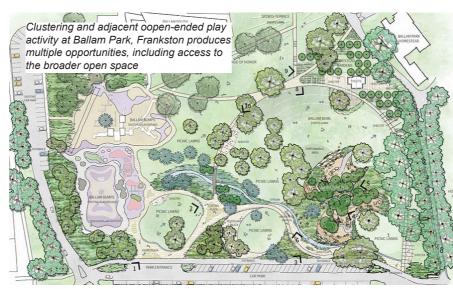
Open-ended and prescriptive play should also be balanced to provide greater extension of play, whilst also providing clear scaffolds for activity.



Placement of Activity

Placement of activity is more complex than initially meets the eye in a playspace. Adjacent activities provide additional opportunities for different types of play beyond themselves (i.e. a log steppers and a cubby or boat provide the impetus for an imaginative game). Clusters of activity are important, if equipment is individually set and then spread too far apart because of fall zone requirements this may be lost.

Fencing playspaces around equipment is also problematic in this way as it isolates the playspace from other opportunities for play in the broader park landscape. If possible a broader area should be fenced or the entire reserve if fencing is necessary. This will ensure that valuable additional opportunities for play will not be lost.



Design for Accessibility

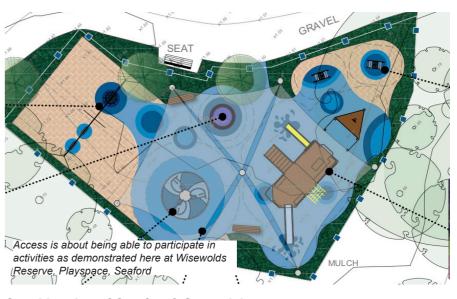
Design for access and inclusion is a whole document in itself, but there

are two important principles to remember here. The first is that access to the playspace is critical to begin with and this needs to be from the nearest local footpath or accessible car park, the second principle is that if you are going to make access 'to' a playspace, you also need to make access 'within' a playspace and make it meaningful. By that I mean providing activities and facilities that a child or adult with a disability can participate in and use.



Another key factor to remember is that physical mobility is only one aspect of disability, you also need to consider other types of disability including; vision impairment, hearing impairment, ambulant disabilities, cognitive and emotional disabilities. All of these have particularities some of which can come into conflict with the other. Some of which involve simple solutions.

A final point to make around disability is that although the 'Universal Design Principles' discuss low effort etc. a playspace is a place for challenge and skill development - and that includes children, young people or adults with a disability. They get just as much of a kick out of trying to master something new as anyone else!



Consideration of Comfort & Supervision

These are broader design, placement and context considerations that involve thinking about visual sightlines and proximity of furniture such as seating and tables. Think about parents and grandparents trying to supervise a fast moving pre-schooler or assist a child with an activity. Seating needs to be close by where parents can sit at an easy distance to allow a child to play, whilst still being there to help if needed.

Materials need to be thought through in terms of use and volume of activity, also where they are suitably located (i.e. rubber surfacing gets very hot in full sun). Planting also needs to be considered in terms of height and form to create a sense of sensory delight and also enclosure and privacy sometimes, whilst also allowing for adults to have a clear view.

Designing for Engagement

If a playspace looks complex and interesting, or if it can be unfolded and discovered through different aspects and intricacies, it will engaging. A playspace doesn't need to be large or colourful to be interesting, it just needs to have a sense of curiousity about it - like you can't quite read it all from one particular veiwpoint.







Other Playspace Projects

As well as studying Frankston's playspaces, we have also sought out exemplary tested projects from further afield that can provide additional insight into what makes a successful playspace and the diversity of playspace type. All projects are Australian based, with most located in Victoria and Melbourne.

Booran Reserve Playspace, Glen Huntly (City of Glen Eira)

This playspace is a great example of what is needed for a destination playspace. Complex activity for all ages and amenity for an all day stay.



Croydon X & Y Space, Croydon (City of Maroondah)

This playspace is an example of providing alternative challenging play for young people successfully and activating a space.



Valley Reserve Playspace, Mount Waverley (City of Monash)

This playspace is an example of responding to a natural bushland setting with more challenging and risky play for older children.



Harmony Park Playspace, Coburg (City of Moreland)

This playspace successfully reflects the local character and welcomes all members of the community inclusively.

Bricolage design



This playspace does water play well. A much loved community space it not only provides fun and exciting play but opens up to the broader park for play as well.

These spaces have been very

successful in 'activating'

promote a sense in the

neighbourhoods.

marginal public spaces to

community of comfort in their

A staffed facility, there is alot

of learning in this playspace

around engagement in play

and the value of loose parts

and open-ended play.

Not so much a

traditional playspace, this

in a fun and safe way.

course enables imaginatiive

play on a grand scale - whilst

also promoting bike education

Level Crossing Node Parks, Clayton & Carnegie (Victorian Goverment)



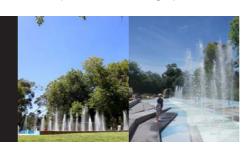
Skinners Adventure Playground, South Melbourne (City of Port Phillip)



Junior Bike Park - Bayswater Park, Bayswater (City of Knox)



Seville Water Play Park, Seville (Shire of Yarra Ranges)



Royal Park Playspace, Flemington (City of Melbourne)

A high-profile playspace,

interprets the environment

and urban context, whilst

challenging and imaginative

A great example of a really

active playspace packed

with beautifully interpreted

elements to challenge kids

A difficult central urban area,

transformed by some key

interventions (such as the

play and community

connection

climbing wall) for recreation,

physically.

which successfully

value adding lots of



Heywood Park Playspace, Heywood SA (City of Unley)



Jewell Of The North, Brunswick (City of Moreland)



Fawkner Park Toddler Playspace, Fawkner (City Of Melbourne)







Play Benefit Lifecycle

The intent of this section is to look beyond the capital costs spent on playspace development, to what the benefits from that playspace development are by definition, per age group. It is important to note that the average lifecycle of a playspace is 10-15 years, which may encompass multiple age group benefits for an individual from one space.

	PHYSICAL	SOCIAL	EMOTIONAL	COGNITIVE	SENSORY	NEIGHBOURHOOD	EXPERIENCE	ENVIRONMENT	COMMUNITY
Toddler & Pre-School	Phyiscal Benefits: Play close to home is important for testing our environment & skill development	Social / Emotional Benefits: Play close to home is important for us to learn to play with others	Emotional Benefits: Play close to home introduces us to independence	Cognitive Benefits: Play close to home begins to teach us about the world	Sensory Benefits: Play close to home helps us experience the physical world	Neighbourhood Benefits: Play close to home teaches us about who is in our local neighbourhood	Experience Benefits: Play close to home is important to broaden our world	Environment Benefits: Play close to home lets us explore our environment first hand	Community Benefits: Play close to home intoduces to the people in our community
Primary	Phyiscal Benefits: Play close to home allows for letting off steam and challenge our skills	Social / Emotional Benefits: Play close to home allows us to play games with friends	Emotional Benefits: Play close to home allows us to express our creativity	Cognitive Benefits: Play close to home allows us to develop rituals and collaborate	Sensory Benefits: Play close to home allows us to enjoy and involve the senses in our games	Neighbourhood Benefits: Play close to home helps us navigate around our local neighbourhood	Experience Benefits: Play close to home connects our experiences	Environment Benefits: Play close to home lets us understand our environment better	Community Benefits: Play close to home shows us how we are also part of our community
Secondary / Young Adult	Phyiscal Benefits: Play close to home may be to exercise or play sport	Social Benefits: Play close to home allows us to hang and socialise with friends	Emotional Benefits: Play close to home helps us to form relationships and identity	Cognitive Benefits: Play close to home allows us to learn from others and test our boundaries	Sensory Benefits: Play close to home can be a time to explore the senses	Neighbourhood Benefits: Play close to home connects us with groups and interests	Experience Benefits: Play close to home gives us greater freedom to experience	Enviroment Benefits: Play close to home helps us connect with and advocate for our environment	Community Benefits: Play close to home gives us a role sometimes in our community
Adulthood	Phyiscal Benefits: Play close to home is a chance for us to excercise with our families or friends	Social Benefits: Play close to home helps us connect with other adults and families	Emotional Benefits: Play close to home offers us a respite and the opportunity to find support	Cognitive Benefits: Play close to home helps us to inform and learn from others	Sensory Benefits: Play close to home gives us space and time to just enjoy the outdoor experience	Neighbourhood Benefits: Play close to home connects us with services and other people	Experience Benefits: Play close to home helps us apply our experiences	Environment Benefits: Play close to home helps us connect with and advocate for our environment	Community Benefits: Play close to home helps us shape the dynamics of our community
Seniors	Phyiscal Benefits: Play close to home is the chance for us to keep fit and help our body retain skills	Social Benefits: Play close to home is the chance for us to keep in touch and be encouraged by others	Emotional Benefits: Play close to home helps us to feel we are recognised	Cognitive Benefits: Play close to home helps us keep our minds stimulated	Sensory Benefits: Play close to home is theraputic	Neighbourhood Benefits: Play close to home gives us a voice in the community	Experience Benefits: Play close to home lets us renew our experience with the world	Environment Benefits: Play close to home lets the environment help our wellbeing	Community Benefits: Play close to home helps us share our experience with the community





Key Learnings

Future Planning

In this Background Report we have examined the council context and state of play in Frankston and also looked at what other trends and practices in play are happening outside of the Frankston municipality.

Not everything can be provided everywhere within a municipality, so diversity of play experience and providing the opportunity for the community to access different playspaces is always valuable for a council to try and achieve, where possible.

We call this developing a good **local play network** and is equally important as developing quality play experiences at individual locations.

Learnings from this research for council to utilise as a Strategic Planning Framework for successful future local play network development are listed below:

- Plan strategically for different, yet complementary play in local areas
- Plan to have a range of short-stay and long-stay playspaces in each local area
- Priority planning and delivery of new playspaces and renewal needs to be equitable across the community
- Planning and design needs to respond better to the local context
- Planning and design needs to respond better to the local
- environment
- Planning and design needs to involve the community more to respond to current needs and projected changes in community profile
- Involvement of community in planning and design promotes a sense of community 'ownership' of the playspace and naturally greater care of the playspace should follow
- Access and inclusion should be present at all playspaces, however different degrees and types of accessible participation can be developed and it should be assumed that all larger, high-profile playspaces will have a high level of accessibility
- Providing intergenerational spaces genuinely is more complex than it seems. Sometimes activity will need to be sensibly co-located, rather than integrated and the inclusion of open-ended elements may help with different types of use by different ages

Summary

The examples of recent playspace developments studied in the Precedent Study accompanying this report show that council is well on its way towards achieving many of the points listed above.

Further refining of methods and processes as part of this Playspace Strategy should seek to define and institute future practices with an aligned budget, which should make these become standard acheivements for future playspace development.

