

An aerial photograph of Frankston, Victoria, Australia. The image shows a mix of urban development, including residential houses, commercial buildings, and a large modern glass-fronted building. In the foreground, there is a sandy beach with waves breaking on the shore. A prominent building with a blue roof and glass facade is situated near the beach. The background shows a dense forested area.

Frankston Metropolitan Activity Centre Structure Plan Emerging Ideas Paper



APRIL 2022





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“Frankston City 2040 is the place on the bay to learn, live, work and play in a vibrant, safe and culturally inclusive community. Our City is clean, green and environmentally sustainable”

— Frankston Community Vision 2040

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Quality Assurance

Draft Emerging Ideas Discussion Paper

Prepared for
Frankston City Council

Project Number
321-0731-00-U-04 RP04

Issue	Date	Description	Prepared By	Reviewed By	Project Principal
00	28/02/2022	Draft Emerging Ideas Paper	MN	TS	MN
01	16/03/2022	Draft Emerging Ideas Paper	MN	TS	MN
02	28/03/2022	Emerging Ideas Paper for community engagement	MN	TS	MN

This project would not be possible without expert services provided by:

Tract

Institute for Sensible Transport

SGS Economics and Planning

Acknowledgement of Country

Frankston City Council acknowledges the Bunurong people of the Kulin Nation as the Traditional Custodians of the lands and waters in and around Frankston City, and value and recognise local Aboriginal and Torres Strait Islander cultures, heritage and connection to land as a proud part of a shared identity for Frankston City.

Council pays respect to Elders past and present and recognises their importance in maintaining knowledge, traditions and culture in our community.

Council also respectfully acknowledges the Bunurong Land Council as the Registered Aboriginal Party responsible for managing the Aboriginal cultural heritage of the land and waters where Frankston City Council is situated.

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Setting the Scene

1.1 Project Background

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1.1 Project Background

As a designated Metropolitan Activity Centre, Frankston is emerging as one of Melbourne's most important commercial precincts, transforming itself into a vibrant new 'city away from the city.'

The Frankston city centre represents a unique and strategic asset for Melbourne, with the opportunity to establish itself as the key economic and social hub within the south east. The centre's waterfront location combined with existing transport, education, health, retail and recreational infrastructure underpins Frankston's potential to facilitate not only its own economic growth, but also the broader Mornington Peninsula and surrounding residential areas.

The refreshed Structure Plan will set out a framework to guide land use and development within the FMAC providing clear direction on housing, population, urban design, employment, retail and commercial activity, environment, social and physical infrastructure, movement and accessibility.

1.2 Why are we refreshing the Structure Plan?

The Frankston Metropolitan Activity Centre Structure Plan was adopted in 2015. Since then, additional work has been undertaken by Council within and surrounding the FMAC, which provide further guidance on development and infrastructure.

A number of key state government projects and policy changes have also arisen since 2015 including, the Suburban Rail Loop Project, level crossing removals on the Frankston line, finalisation of Plan Melbourne and a greater focus on the provision of affordable housing, particularly in locations which are well serviced by infrastructure.

The 2015 Structure Plan provided a range of built form recommendations, however these were never completely implemented into the planning scheme. The peripheral precincts along Cranbourne Road and Nepean Highway had planning controls applied however the city centre precincts did not have any planning controls put in place.

Council is experiencing a number of development applications within the FMAC. Without clear planning controls or guidelines in place it is difficult for

Council to achieve exemplar quality outcomes that would be expected in a place like Frankston. In addition, there is less certainty for investment without clear direction and planning guidance.

With consideration of the above, Frankston City Council are undertaking a review or 'refresh' of the adopted Frankston MAC Structure Plan.

1.3 The Emerging Ideas Paper

The Emerging Ideas Paper outlines a number of preliminary thoughts and ideas for how the FMAC could be planned into the future.

The ideas have been informed by the technical analysis undertaken by the project team to identify key issues and opportunities, community and stakeholder consultation, Council feedback and site visits.



This paper will be used to gain feedback and test ideas with the community and stakeholders, that will then help in developing a draft structure plan for the FMAC.

The key components of this paper include:

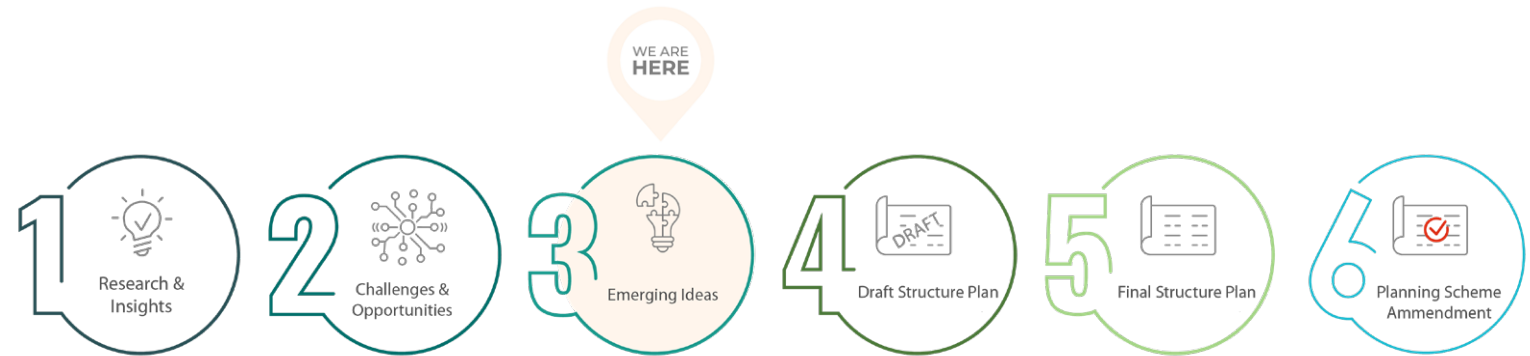
- **Setting the Scene** - Provides an overview of the project, the FMAC context and outlines key issues and opportunities to be considered in planning the future of the FMAC
- **Vision and Key Directions** - Identifies the intention for how the FMAC should look, function and feel in the future.
- **Emerging Ideas** - A range of preliminary ideas that aim to achieve the 13 Key Directions.



1.4 Key Project Stages

The Structure Plan Refresh is being developed across six key stages as outlined in the diagram opposite.

The Emerging Ideas stage marks an important milestone in the project. It provides the community with an opportunity to have their say on preliminary ideas that have been developed for the FMAC. This feedback will be used to guide the development of more detailed recommendations in the Draft Structure Plan.

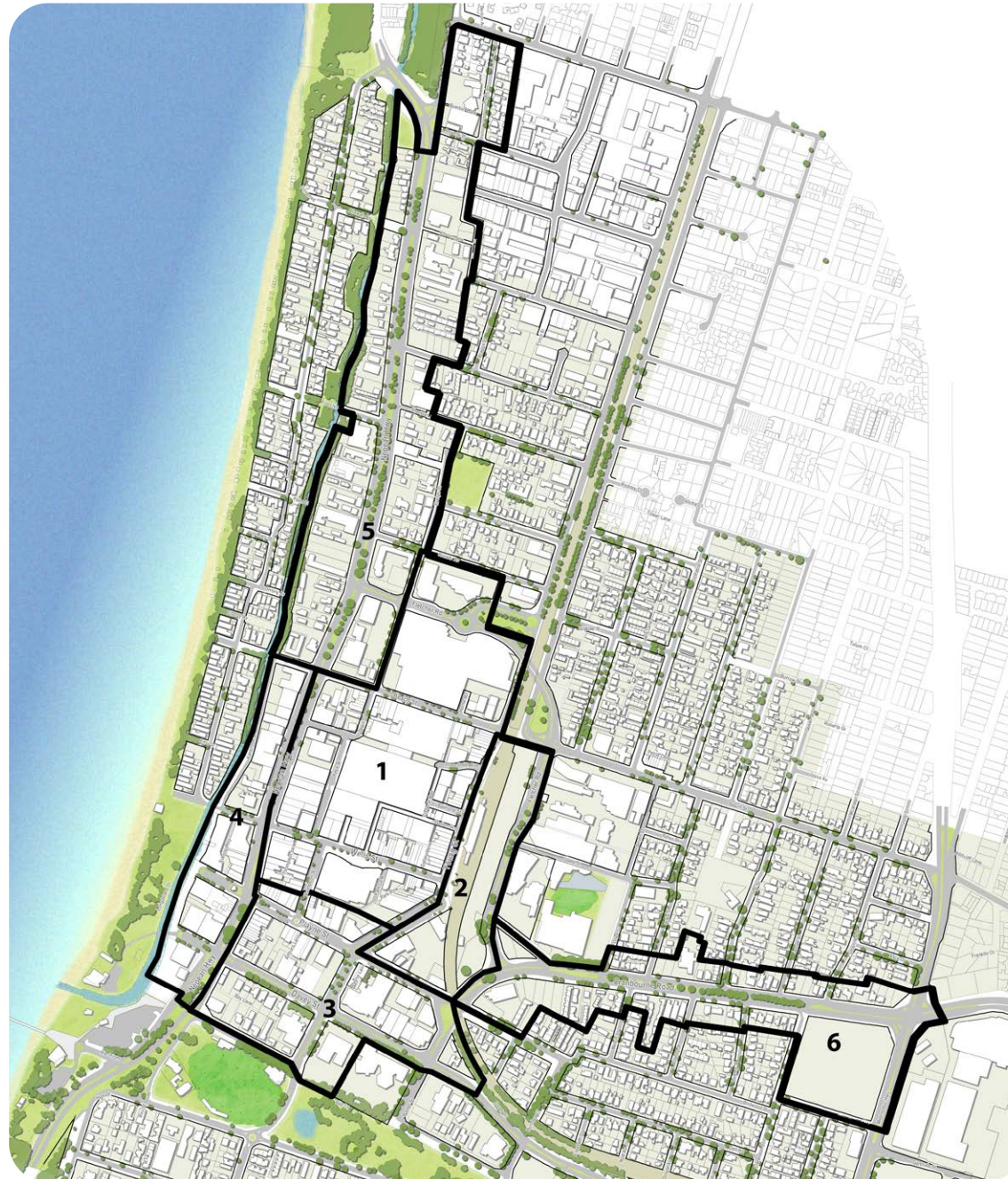


1.5 The Study Area and Precincts

The Study Area encompasses the retail and commercial areas of the FMAC as well as the peripheral precincts of Nepean Highway and Cranbourne Road.

Six Precincts have been identified within the FMAC which are broadly defined by land uses, road and rail infrastructure. These precincts are similar to the Precincts identified in 2015 Structure Plan. One key difference is the creation of Precinct 4, which encompasses properties fronting the Kananook Creek.

The Emerging Ideas Paper focuses on directions and ideas that apply across the entire FMAC area. More detailed recommendations for each of the Precincts will be provided through the Draft Structure Plan in the next stage of the project.



FMAC Precincts

1. City Centre
2. Frankston Station
3. Arts Entertainment and Government Services
4. Waterfront
5. Nepean Highway Gateway
6. Cranbourne Road Gateway

1.6 Metropolitan Setting

Frankston is identified as one of nine Metropolitan Activity Centre's in Plan Melbourne. It is located approximately 40km south east of the Melbourne CBD and positioned adjacent to Port Phillip at the northern end of the Mornington Peninsula. The FMAC is unique among the MACs in metropolitan Melbourne because of its bayside location and lifestyle opportunities.

Frankston is a major health and education hub for the south east metropolitan region and the Mornington Peninsula, anchored by the Frankston Hospital, Monash University and Chisholm Frankston. It is also one of the largest retail centres outside the Melbourne CBD.

Frankston's service catchment extends north to include suburbs such as Seaford, east to include Cranbourne and south to include the Mornington Peninsula.

Frankston is recognised as a regional public transport node. The Frankston Station Precinct provides rail and bus access to the Melbourne CBD

and surrounding employment areas. The planned Suburban Rail Loop and potential electrification of the railway line to Baxter will further increase accessibility.

The centre is very well served by road infrastructure with EastLink, the Frankston Freeway, Moorooduc Highway, Peninsula Link and the Nepean Highway connecting the centre within metropolitan Melbourne and the Mornington Peninsula.

- Existing and future urban areas within the Urban Growth Boundary
- Employment Areas
- Metropolitan Activity Centres
- Driving catchment from Frankston
- Metropolitan rail network
- Proposed Frankston to Baxter Electrification
- Proposed Suburban Rail Loop

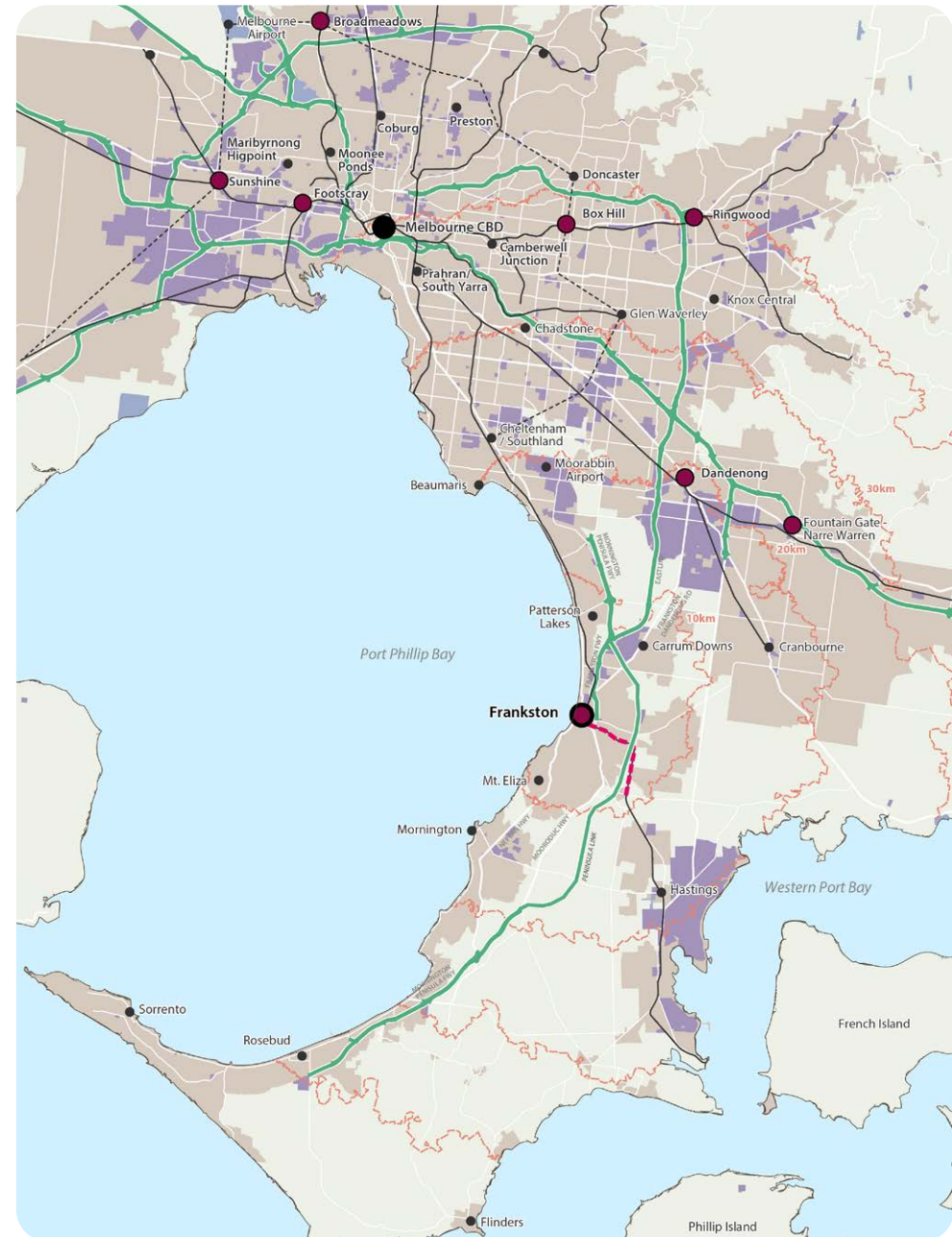


Figure 1. Metropolitan Context Plan

1.7 Local Setting

Frankston includes a number of distinctive natural features which defines its identity. The most significant natural feature is the foreshore, which is recognised for its natural beauty. It is the jewel in the crown for the FMAC. Kananook Creek is another major natural asset however it is currently underutilised and is yet to reach its full potential.

Major open space areas including Beauty Park, Frankston Oval and the Botanical Gardens form a strong green edge to the south of the city centre connecting down to the foreshore. The topography rises up to Olivers Hill providing spectacular views across the bay and back to the Melbourne CBD.

The Bayside Shopping Centre provides the focus for retail uses and has had a major physical impact on the original grid street network and urban grain of Frankston. Street based retail is focused on Wells Street, Station Street Mall and Shannon Street Mall. Restaurant, cafe and entertainment uses are emerging across the FMAC. These uses tend to be focused around Playne Street, Nepean Highway and some sections of Wells Street.

Other streets within the city centre accommodate a mix of secondary retail uses, service business and offices.

Chisholm Institute, Monash University and Frankston Hospital are major institutions that serve both Frankston and the wider region. The Frankston Civic Centre, library, Frankston Arts Centre and Peninsula Aquatic Recreation Centre (PARC) also provide important community facilities within and adjoining the FMAC.

Public transport plays an important role in getting people into the city centre and provides access to other major employment areas. The rail station and bus interchange are both centrally located to the city centre, Chisholm Institute and surrounding residential areas.

LEGEND

- FMAC Study Area
- Rail Line and Station
- Walking distances from railway station
- Retail / Hospitality / Residential
- Commercial / Industrial / Office / Bulky Goods / Residential
- Mixed Use
- Education
- Civic / Health
- Open Space



1.8 The Frankston Community

The following provides a snapshot of the community with the Frankston Central geographic area as identified in the Frankston City Community Profile¹. This area is larger than the Structure Plan Boundary encompassing additional residential areas to the north, east and south.

- The Census usual resident population of Frankston Central in 2016 was 10,307, living in 5,767 dwellings with an average household size of 1.97. The population was adjusted to 11,106 for a 2020 estimate.
- In terms of dwelling structure, the majority of dwellings are medium density (attached dwellings like townhouses and 2 storey apartments) comprising 48.1% of total private dwellings. This is significantly higher than Greater Melbourne at 22.9%. Separate house makes the second largest dwelling type with 47.9%. High density dwellings (apartments in building of three or more storeys) make up only 3.1% of total dwellings which is lower than Greater Melbourne at 10.1%.
- In 2016, 38.5% of households in Frankston were occupied by a lone person, which is substantially higher than Greater Melbourne at 22.0%. Couples without children was the second highest group at 16.9%, closely followed by couples with children at 15.3% and one parent families at 12.4%.
- The largest service age group within Frankston Central was the parents and homebuilders (35 to 49) making up 21% of the population. Young workforce (25 to 34) were the second largest service age group making up 16.4% of the population followed by older workers and pre-retirees (50 to 59) comprising 13.4% of the population.
- 22.7% of the Frankston Central's population was aged 60 and over which is higher than Greater Melbourne at 19%.
- The three largest ancestries within Frankston Central were English (36.0%), Australian (24.0%) and Irish (9.1%). Each of these proportions is substantially higher than Greater Melbourne.
- Health Care and Social Assistance made up the greatest industry sector of employment for people living within Frankston Central comprising 18% of the total workforce. Retail Trade is the second largest industry with 10.9% and construction is the third highest at 9.9%.
- Household income is lower than Greater Melbourne. 9.2% of households in Frankston Central earned an income of \$2,500 or more per week in compared to Greater Melbourne at 22.9%. 45.1% of households earned an income of less than \$1,000 per week, compared to 26.7% of households in Greater Melbourne.
- On Census Day 2016 in Frankston Central, 69.1% of people travelled to work in a private car, 9.6% took public transport and 5.5% rode a bike or walked. 3.2% worked at home.
- Housing prices in Frankston rose sharply in 2021, after being relatively static from 2017 – 2020 (this is reflective of trends seen in most parts of Greater Melbourne). Both house and unit prices have risen.
- Units are more affordable than houses in Frankston, with a 2021 median price of \$495,000 vs \$750,000 for houses. As house prices rise, it becomes even more important to provide a wide range of housing to provide more affordable price points for those who cannot afford a separate house.

¹ Source: <https://profile.id.com.au/frankston/>

1.9 Influencing Projects

There are a number of major projects that currently have, or upon completion will have, a key impact on the role and function of the FMAC. Future planning will need to consider the integration of these projects in order to capitalise on investment and future opportunities. Projects that have recently been completed or are underway include:

Frankston Hospital Redevelopment

The Frankston Hospital is currently undergoing a \$605 million redevelopment and expansion. It will provide for an additional 120 additional beds, new operating theatres and dedicated areas for enhanced mental health and oncology services.

This will further strengthen the hospital as a major employment anchor in Frankston and could result in additional medical related uses occurring within areas surrounding the hospital.

Chisholm Frankston Expansion

The second stage of Chisholm Frankston expansion is currently underway. The development will provide for a new three storey learning facility on the south east corner of the campus which will connect with the Stage 1 Learning and Innovation Precinct that was opened in 2019.

The redevelopment will strengthen the FMAC's education offerings and bring more students into the Centre.

Frankston Railway Line Level Crossing Removals

There are three level crossings currently being removed along the Frankston railway line. Although these crossings are located outside of the FMAC boundary, their removal will improve access to Centre.

Suburban Rail Loop

The proposal will create an underground passenger railway route traversing through middle and outer suburbs of Melbourne connecting to many of the existing radial above-ground railway lines.

The first stage will connect the between Cheltenham and Box Hill providing people on the Frankston Rail Line with access to health, education, retail and employment precincts in Melbourne's south east and east.

This improved access would make places like Frankston more attractive as a housing choice.

Frankston to Baxter Rail Electrification

The project will provide for the duplication and electrification of the railway line between Frankston and Baxter.

New stations would be constructed at Frankston East, Langwarrin, and Baxter, and five level crossings would be removed as part of the project.

The Federal Government has committed \$225 million to the electrification project, however it would require additional funding to be delivered. The State Government hasn't made any funding commitments to the project.

If the project proceeds, it is likely to increase accessibility to the FMAC from parts of the Mornington Peninsula Shire. It would also enabling more train stabling to occur at Baxter which would free up land around the existing Frankston Station.

Key Developments

Horizon Apartments - A nine storey, 79 apartment development located on Plowman Place. Site preparation is in progress and construction will commence in 2022.

12 Balmoral Walk - An eight storey mixed use commercial hub development, with approximately 14,000-square metres of office space. It is located centrally in the FMAC alongside the Bayside Shopping Centre with planned improvements to public space and pedestrian links. This project has planning approval and an extension of time has been granted to develop the design further.

Commuter Car Park - Federal and State funded multi-deck commuter car park to deliver up to 500 spaces. The project is expected to increase the capacity of the park and ride facilities at Frankston Railway Station. This project is expected to start construction in late 2022 and be finished construction by late 2023.



Frankston Hospital Design Concept



12 Balmoral Walk Design Concept - Vicinity Centres

1.10 Summary of key issues and opportunities

The Structure Plan Refresh is being informed by a number of technical studies that have identified and assessed a range of key issues and opportunities facing the future planning and development of the FMAC. The preliminary findings from these studies are summarised as follows:



Frankston Metropolitan Activity Centre

Population and Housing

- Baseline housing demand modelling has been conducted based on the current demographic, property market and housing preference trends. Under this baseline calculation, 6,334 additional dwellings would be needed between 2021-41 across the Frankston LGA, of which high density apartments would make up only 269 and attached dwellings like townhouses 6,346. The low demand for high density would mean very limited development within the FMAC.
- Baseline forecasts estimate that the population of the FMAC will grow by an additional 3,000 people between 2021-2041, a 63% increase (+ 2.5% per year). These forecasts have not been informed by detailed modelling as part of this project, and are a deviation from recent growth trends. Nonetheless they illustrate the potential for the FMAC to accommodate an increased share of the LGA's population, becoming a more vibrant and active centre.
- If Frankston is anticipated to grow by around 3,000 people, around 1,200 additional dwellings will be needed. A significant shift in housing preferences towards high density housing would be needed for this to occur. Shifts towards high density housing will require a maturation in the development market (which may happen over time). This would be aided by increased amenity, making Frankston a more attractive place to live.
- Frankston LGA's population is forecast to age over the next twenty years, with much higher population growth rates for groups aged 70+ than under 65. As they age, most people stay in their current dwelling or downsize into a smaller single storey townhouse (one of the most common housing choices for older people). However, there may also be opportunities to cater to some downsizers with apartments in a high-amenity Frankston centre.
- The anticipated residential growth in the FMAC will require that the appropriate infrastructure is in place to support access to required services.

Economic Development

- Frankston currently serves as a major retail and service centre for the surrounding population catchment. The largest industries in the Frankston centre are the population-serving industries of retail trade, public administration and safety, and health care and social assistance. The other population serving industries of accommodation and food services and education and training are also relatively large.
- Frankston does not serve as a major centre for commercial offices, or higher-order knowledge-intensive industries like financial services, media and professional services. Recent employment growth has favoured services like restaurants, health and education over traditional retail, as well as major tenants like South East Water and health and education.
- Baseline employment forecasts show employment in Frankston growing by around 3,400 between 2021-41 (+35% or 1.5% per year on average) however these forecasts have not been subject to bespoke analysis or

confirmation as part of this project. The baseline forecasts predict the greatest employment growth to be in the service sectors of retail trade and accommodation and food services, public administration and safety, and health care and social assistance. Professional services and education and training are also predicted to experience moderate growth.

Civic, Arts, Entertainment and culture

- The existing Civic Centre is located at the periphery of the FMAC with limited integration to the city centre and ageing facilities. If a new Civic Centre is required, it would be beneficial to locate it in the city centre on one of the Council owned car parks such as the Sherlock and Hayes site. This could form part of a new civic and community heart for the FMAC integrated with a new city park and connections across the rail corridor to the Chisholm Institute and adjoining VicTrack land.
- The Frankston Arts Centre (and Library) is a regional destination for the municipality however is not well integrated with the city centre and station area. There are opportunities to enhance the facility with improved forecourts and better connections. Playne Street could also be upgraded with additional greening, public art and increased space for outdoor dining to support hospitality and entertainment uses. This would help to create an arts and entertainment precinct anchored by the Arts Centre.
- Frankston has a number of successful events across the year provided within the foreshore reserve, and the streets and laneways of the city centre. There is an opportunity to provide additional events showcasing the arts, natural and cultural features of the FMAC. The FMAC would benefit from additional events spaces to be created such as along Kananook Creek and Wells Street.

Development Activity

- There has been limited construction activity within the FMAC since the 2015 Structure Plan. The ten storey South East Water building opened in the same year and two five storey buildings in Playne Street and Balmoral Street have since been constructed. The Horizon Apartment development in Plowman place is due to commence construction this year.
- Recent planning permit application activity has focused along Kananook Creek between Beach Street and Wells Street, and on Davey Street and Plowman Place. These areas have a higher level of amenity due to

the potential for bay views and the proximity to the foreshore reserve and Kananook Creek.

- There are large number of strategic redevelopment sites within the FMAC that have the potential to catalyse further investment and activity within if redeveloped. Many of these sites are Council or State Government owned and focused around Young Street and the Station Precinct. Other large sites include the Bayside Shopping Centre and a number of land holdings along Kananook Creek.



South East Water building

Built Form

- The built form recommendations of the 2015 Structure Plan were only partially implemented into the planning scheme through Design and Development Overlays along Nepean Highway north and Cranbourne Road. There are no planning controls in place across the majority of the FMAC. This provides Council, developers and the community with limited guidance on appropriate building heights and other development outcomes that should be delivered.
- The Kananook Creek Boulevard frontage opposite the Long Island Residential area is a particularly sensitive location for built form and was a focus for submissions through the planning panel to implement the 2015 Structure Plan. A balanced approach will be required in this area which seeks to protect the amenity of the creek, open space and residential neighbourhood whilst recognising that the precinct is located within a Metropolitan Activity Centre and is expected to accommodate additional development.
- There are a number of visually sensitive locations within the FMAC including sites visible from Kananook Creek and the foreshore reserve, and elevated sites on Davey Street and Plowman Place. Development in these locations will need careful consideration to ensure views are not dominated by built form and development makes a positive contribution to the city skyline.
- There are a number of key city centre streets, parks, waterways and shared trails that play a key role for supporting retail and hospitality activity, recreation and social gathering. It is important that these streets and public spaces provide the highest level of amenity for people by maximising sunlight. This will require development to be designed with appropriate building heights and setbacks to maintain sunlight to footpaths, trails and open space at key times of the year.
- There are many streets with inactive building frontages and 'back of house' areas that limit vibrancy within the street. There are opportunities to ensure new development activates adjoining streets when redeveloped.

Streetscapes and Open Space

- There is a lack of centrally located 'green' open space within the city centre with the closest park over 600m from the railway station. There is a major opportunity to provide a new space or multiple spaces within the heart of the FMAC through the redevelopment of Council owned car parks or re-purposing of existing road space. These spaces would provide a place for the community to come together and also link the precincts across the FMAC.
- Kananook Creek presents a significant opportunity for revitalisation. The creek environment is degraded in some areas, buildings turn their back on the creek, and Kananook Creek Boulevard is a car dominated environment. It has

the potential to become a major destination for the FMAC allowing people to promenade from Beach Street through to the foreshore reserve, engaging with the water and experiencing a range of public spaces, entertainment and hospitality activities.

- A number of the streets in the FMAC including Playne Street, Young Street and Nepean Highway, have a disproportionate amount of space allocated to motor vehicles relative to their traffic role. There is an opportunity to re-balance these streets to create greener streets and a more pedestrian friendly environment that stimulates economic activity for adjoining businesses.



Kananook Creek



Nepean Highway

- Nepean Highway plays an important role in the FMAC not only as a key traffic arterial but also in connecting people from the city centre into Kananook Creek and the foreshore. It is also the front door to the FMAC. It currently presents as a car dominated environment, which diminishes the public realm and its potential as a place for retail and hospitality activity. There is a significant opportunity to transform Nepean Highway into a green boulevard with a reconfigured road space providing more space for pedestrians, cyclists and street tree planting.
- The Bayside Shopping Centre occupies a substantial footprint within the FMAC and impacts on the look and feel of many city centre streets. The centre has provided additional activation and some entrances however there are opportunities for additional activation if the centre is redeveloped. This would also include providing additional open air pedestrian links through the shopping centre to create more options for people to walk through the FMAC.

Movement and Transport

- There is an opportunity to provide a higher level of priority for pedestrians across the city centre streets to create a more vibrant FMAC. This would focus on allocating more road space to people and landscaping and increasing priority for people to move through the city centre streets.
- The city centre has a good level of permeability within the internal streets however it could be improved through additional mid-block links that enhance east west and north south movement through the City Centre. In addition improving pedestrian and cycle access across the peripheral barriers including the railway line, Nepean Highway and Fletcher Road would make it easier for people access the FMAC.
- The City of Frankston has several high-quality off-road shared paths throughout the municipality, several of which come close to the city centre. There is an opportunity to better connect these trails into the city centre through an extension of the shared trail network or the provision of safe bike lanes.

- Several corridors of traffic 'rat running' were identified through site inspections including a large amount of through-traffic along Young Street as well as Thompson / Keys Streets. The internal roads permit through traffic through the Centre. This undermines the ring road as the preferred traffic route and results in excessive traffic volumes on several internal streets. An effective traffic circulation plan would restrict through traffic and facilitate those movements to use the ring road instead.
- Parking is owned by a variety of parties, which has led to a disjointed parking fee and time restriction environment. A strategic approach to managing all parking within the



City Centre would improve the visitor experience, reduce traffic looking for a space, and ensure parking restrictions best match how long people wish to visit.

- While public transport in central Frankston is currently quite good, there are areas for improvement. To be easy to use, public transport must be legible, meaning that it is easy to navigate. There is currently no conspicuous signage at or around the railway station directing passengers to buses, or showing a map of all bus options. Public transport coverage could be improved with more bus stops within the Frankston central area and an additional entrance/exit for Frankston station at the north.



Thompson Street

LEGEND

-  FMAC Study Area
-  Existing Open Space
-  Streets with high pedestrian activity
-  Existing trails / shared paths
-  Potential new / improved pedestrian links
-  Kananook Creek & Nepean Hwy Revitalisation Opportunity
-  Streets with potential to provide more space for pedestrians
-  Opportunity for new park within the heart of the FMAC
-  Opportunity to strengthen the Arts Precinct
-  Strategic redevelopment sites
-  Developments with planning permit approval
-  Visually sensitive areas
-  Sensitive residential interface
-  Opportunity to strengthen the role of the Ring Road

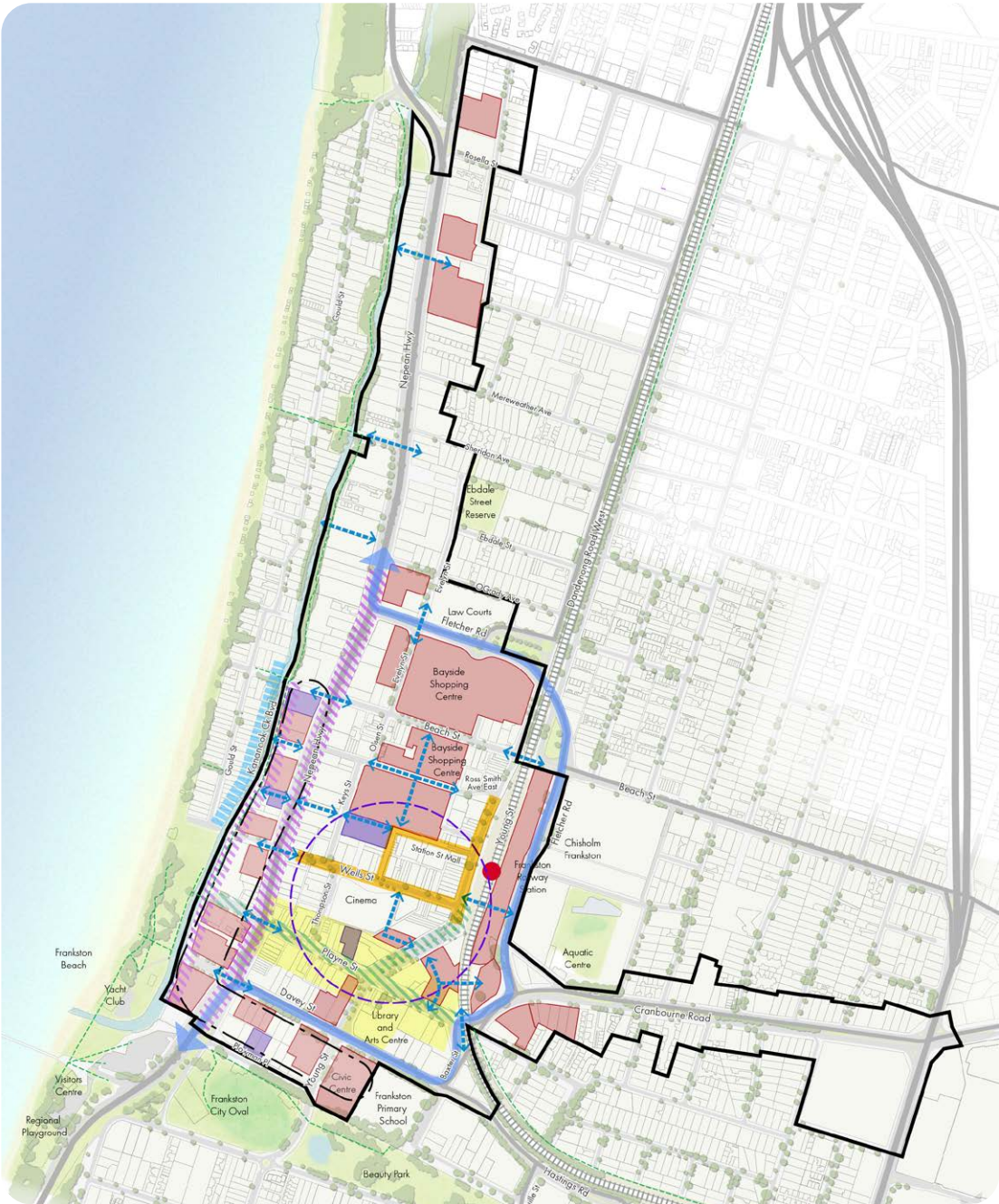


Figure 2. Key Issues and Opportunities Plan







Vision & Key Directions

2.1 Vision & Key Directions

2.1 Vision & Key Directions

The Vision outlined opposite provides a statement for the preferred future of the FMAC up until 2040.

The Vision is consistent with the 2015 Structure Plan as the aspirations remain relevant. However the 'Components of the Shared Vision' have been replaced with 14 Key Directions.

The Key Directions identify the key areas of focus for the refreshed Structure Plan. They have been arranged under the themes of Activities and Land Use, Built Form, Public Realm and Movement and Access.

Emerging Ideas for each Key Direction are outlined in Chapter 3 of this report.

The FMAC in 2040...

“Frankston is the capital of the Mornington Peninsula - a vibrant and diverse city centre boasting a strong beachside character.

It is a place where all residents and visitors can take part in a range of learning, employment and recreational opportunities, and cultural experiences that are unsurpassed in the region.

The lifestyle qualities of Frankston are enriched by a strong connection to the waterfront and Kananook Creek.

There is a strong sense of pride in the streets and public spaces. The city centre is a people-oriented, thriving place for business and an inspiring place to be in due to the quality of landscaping, public art and architecture. Everyone is welcome to engage in public events and to socialise in the streets.

Frankston is a great place to live, with a range of housing choices that are close to everything. Residents benefit from opportunities for walking, cycling or using public transport to access their daily needs.”

Key Direction 1

Encourage economic investment

Key Direction 2

Provide a diversity of housing to support evolving population needs



Key Direction 3

Strengthen arts, entertainment and culture



Activities & Land use

Built Form



Key Direction 4

Strengthen the built form character



Key Direction 5

Provide more parks, plazas and gathering spaces



Key Direction 6

Provide people focused streets

Key Direction 7

Create a thriving Kananook Creek promenade



Key Direction 8

Transform the Nepean Highway into an iconic boulevard

Public Realm

Key Direction 9

Prioritise pedestrian movement

Key Direction 10

Create a safe and convenient cycling network



Key Direction 11

Increase the use of the Ring Road and reduce traffic on city centre streets

Key Direction 12

Provide car parking that is easy to locate and access

Key Direction 13

Enhance public transport to make it an attractive and logical choice

Movement & Access





Emerging Ideas

3.1 Land Use & Activities

3.2 Built Form

3.3 Public Realm

3.4 Movement & Access

3.1 Land Use & Activities

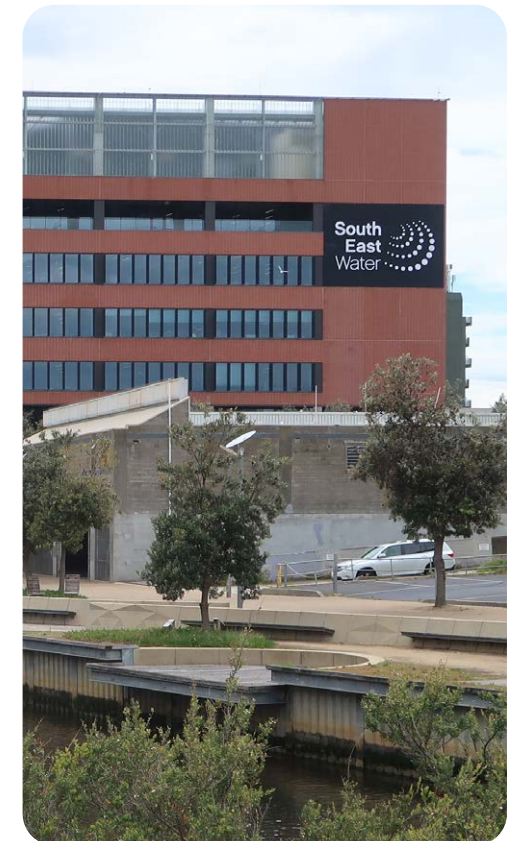
Key Direction 1 Encourage Economic Investment

Overview

Melbourne's economy is undergoing significant structural change linked to globalisation, technology, and demographic shifts. This is resulting in an economy becoming increasingly reliant on services-based employment (including both large firms and small/micro businesses/start-ups). This includes both consumer services (such as retail, hospitality, health and education) and business services which are driving economic growth (such as engineers, (data) scientists, financial and other professionals). This expanding services economy has quite different drivers to industrial based jobs of the past. They are attracted, and gain productivity benefits, from highly connected, diverse and high amenity locations.

The COVID-19 pandemic has heavily impacted the economy over the last two years. This has not been homogeneous with some locations (such as the Melbourne CBD) and sectors (such as retail, hospitality and the arts) being disproportionately impacted. Looking forward, it is still uncertain how and when the economy will fully recover and what lasting impacts will remain. However, it is clear this global event has accelerated many shifts already in train, including:

- Growth in online retailing has essentially skipped forward 2-5 years, while small and large businesses alike have managed to rapidly build capabilities to benefit from this trend and expand their consumer catchments online.
- Office workers have become decoupled from their 9 to 5, Monday to Friday, single office working arrangements. Hybrid and more diverse working models will likely become the norm. This is not to say workers will never return to an office, rather the vast majority will, but in a more for a specific purpose – an important meeting, collaboratively addressing a complex/abstract problem, a desire to be in a quality and social environment.



South East Water is a major employer within the FMAC

While COVID has impacted Frankston's economy in the short run, these long running economic changes present a real opportunity for Frankston as a highly connected, Metropolitan Activity Centre and economic gateway to the peninsula, south-east growth corridor and broader metropolis.

To achieve its full potential, Frankston will need to evolve into a more economically diverse, high amenity and integrated centre, which connects and leverages its key anchors and assets.

- **Retail and hospitality** will still grow, but will need to become a smaller share of the overall centre economy. That which remains, will need to be increasingly innovative, unique and experienced focused to align with changing trends and consumer expectations. High quality interconnected urban spaces, events

and branding will be critical to supporting this sector

- Frankston should strive to be a regional hub for the growing office-based employment sector both for small and large businesses alike. This will create a more vibrant and activated centre and provide increase local employment opportunities for residents. The draw of the Melbourne CBD has been weakened through COVID-19 and with a locally growing skilled workforce (via both the Peninsula and South-East growth corridor), strong transport, institutional and natural amenity assets, it has the key ingredients for success. High quality office space, local urban amenity and business attraction focused on both micro and key anchor tenants will be critical.

- **The health and education** sectors combined represent around 50 per cent of all new jobs and include much more than just those located in schools, tertiary institutions and hospitals. This diverse and rapidly expanding sector presents a key economic development opportunity for the FMAC, particularly driven by its proximity to the Hospital, Chisholm Institute and Monash University.
- **Public administration and other government services** also present a key employment and economic activation opportunity for the centre. Their ongoing presence should be seen as critical to the local economy and employment (beyond just their service function) and their assets should increasingly be used as place making and economic catalysts providing clear signals to the market.

Emerging Ideas

Idea 1.1 **Rebuild and support the continued evolution of the local retail and hospitality sector**

Create more high quality interconnected urban spaces, events and local branding. Help local businesses expand their markets through increased local residential development (Key Direction 2), increased local employment and online marketing and sales.

Idea 1.2 **Support development for small scale/co-working office employment**

Target investment within key high amenity precincts to create an identifiable commercial core. This will help to unlock employment growth opportunities in the business services sector.

Idea 1.3 **Advocate/attract major new head office or government departments**

Seek to attract major head office or government departments within the city centre. This will help to catalyse investment in new high quality office space and establishment of a commercial core.

Idea 1.4 **Leverage the broader employment opportunities from Health and Education**

Work with key local institutions to understand, plan and unlock broader economic opportunities and increase local business connections to support the growing sector. Provide greater connectivity with enhanced pedestrian and cycle links from the Universities and Hospital sites to the FMAC.

Idea 1.5 **Continue to grow and consolidate public service functions within the FMAC**

Potential to relocate the Civic Centre to a new facility within the heart of the FMAC. The Sherlock and Hayes car park site is a suitable location given its proximity to the station and potential to deliver additional civic benefits on the site such as open space and improved connections.



High quality office buildings supported by active ground level uses



Opportunity for civic uses with adjoining park in the heart of the FMAC

Key Direction 2

Provide a diversity of housing to support evolving population needs

Overview

As Frankston and the surroundings region's population continues to grow there will be ongoing demand for new housing and a greater diversity of housing products. Increased high quality, small scale and higher density housing development in the FMAC will also be critical to supporting a more vibrant, sustainable and economically strong centre.

While COVID-19 has impacted the inner city small apartment market and provided growth opportunities for high amenity regional centres proximate to major cities, it is unlikely to have dramatically altered long running trends driving demand for greater housing diversity.

An ageing population and changes in the formation of households has resulted in a smaller share of traditional 'couple family with children' households. Lone person households, couples without children and share household are all seeing strong growth in Frankston. This household formation trend, combined with growing preferences for more cosmopolitan living and affordability pressures has created increased demand for a greater diversity of housing types within the local community.

Importantly, this will not result in a dramatic shift from large detached houses (common in the surrounding suburbs and growth areas) to small high-rise apartments. Rather, it will drive demand for a wide range of products including townhouses, low-rise and bigger apartments and across a range of price points.

In addition to providing a greater diversity of housing within the private market, there will be a growing need to support those most vulnerable in the community through increased Social and Affordable Housing. As the success of the centre grows, the need to support and stimulate the affordable and social housing sector will also grow.

Ensuring Social and Affordable housing is integrated with the broader community and located in areas of higher economic opportunity also maximises its ability positively impact residents. As Frankston grows, it should ensure future development provides for greater social housing.

Emerging Ideas

Idea 2.1 High density housing within the city centre

Encourage good quality high density housing within the central core of the FMAC. Seek to improve the amenity and lifestyle qualities and provide facilitative planning controls to support higher density housing. It will be important to ensure residential development does not crowd out employment, particularly at the ground floor level.

Idea 2.2 Mid-scale housing surrounding the city centre

Increase capacity and encourage development for mid-scale housing (townhouses, larger apartments) surrounding the city centre.

Idea 2.3 Provide more affordable housing

Establish affordable housing contribution scheme and other mechanism to encourage greater provision of social and affordable housing. There is also an opportunity for Council to provide affordable housing through the redevelopment of Council owned sites within the FMAC.



The Horizon apartment complex - Urban DC



Affordable Development – Napier St Social Housing Redevelopment by Unison Housing

Key Direction 3

Strengthen Arts, Entertainment and Culture

Overview

Frankston has a rich arts culture anchored by the Frankston Arts Centre on Davey Street. This facility attracts 160,000 visitors annually, with 50% of visitors from outside the Frankston municipality.

A significant opportunity exists to build on the existing Arts Centre and create an iconic 'heart' for the arts and entertainment along Davey and Playne Streets.

Playne Street will play a key role in achieving this direction. Like many streets in the FMAC, it is car-centric and offers limited space and amenity for pedestrians. There are opportunities to enhance the streetscape providing a greater amount of footpath and outdoor dining space, providing additional greening and providing a strong presence public art along the street. The precinct should seek to attract entertainment, hospitality, creative industries and arts

land uses to complement the vision for the precinct.

The arts precinct would also benefit from better integration with the railway station and shopping precincts. This could be achieved through a future pedestrian link through the Sherlock and Hayes site which is supported by an enhanced forecourt to the Arts Centre and Library on Playne Street.

Frankston currently provides a range of successful events across the year which bring the community together and strengthen the sense of pride in the City. These events provide the opportunity for locals and visitors immerse themselves in Frankston's history, natural and constructed assets, and connect with each other. As well as the social benefits, there are also significant economic benefits, providing a boost to local businesses and broader recognition of Frankston as a regional destination.

The Waterfront festival hosted on the foreshore is the most significant annual event providing food, music, arts and kids entertainment across a two-day period. The Big Picture Fest draws people into the laneways and streets of the City Centre showcasing local street art along with music and food trucks. There is an opportunity to expand on the success of these events with additional events and festivals across the year to establish the FMAC as a place where something is always happening.

In terms of events spaces, the Foreshore Reserve is a significant and iconic asset. Kananook Creek could also become a significant asset connected to the foreshore reserve, however it needs further revitalisation and activation. Other key events spaces include the streets of the City Centre which could be temporarily closed to host key events. Wells Street presents a good

opportunity given its central location and its connection between the station and the foreshore.

The Draft Revitalisation Action Plan focuses on establishing a range of projects and events that will support the ongoing revitalisation of Frankston. At its core, is the opportunity to provide a stronger recognition of Frankston's Aboriginal histories and cultural practices and embed this into events and places across the City.

Emerging Ideas

Idea 3.1 Strengthen the arts and entertainment precinct

Upgrade Playne Street to create a high quality and people focused public realm from the Arts Centre down to Kananook Creek. Upgrades should seek to increase pedestrian priority, increase footpath widths to support outdoor dining, increase greenery and provide creative public art to integrate with the arts precinct theme. The connection between the Arts Centre and the railway station should also be enhanced

Idea 3.2 Additional events and festivals within the FMAC

Provide additional events and festivals across the year recognising and celebrating the Frankston's arts, culture, history, natural and constructed assets.

Idea 3.3 Enhance Kananook Creek as an events space

Revitalise and reconfigure the east side of Kananook Creek to create a continuous events space connected to the Foreshore Reserve. Provide for events within the creek corridor which celebrates the iconic waterway and provide additional opportunities for recreation, sport, tourism and business opportunities long the creek.

Idea 3.4 Wells Street Events

Utilise Wells Street as a key events space through temporary closure of the street. Consider relocating the weekly market to Wells Street to bring people into the heart of the FMAC.



Frankston Waterfront Festival



The block Party , Frankston City Laneways

3.2 Built Form

Key Direction 4

Strengthen the built form character

Overview

The built form character of the FMAC has changed marginally since the Structure Plan was adopted by Council in 2015. The ten storey South East Water building opened in 2015 and two five storey buildings in Playne Street and Balmoral Street have since been constructed.

Although there has been limited construction activity, development interest in the has increased substantially in recent times. There have been two development approvals with building heights of 8 storeys to 10 storeys and several live planning permit applications ranging from 10 storeys to 35 storeys. The majority of development activity has been focused around Davey Street / Plowman Place and the Kananook Creek frontage between Beach Street and Wells Street, where properties have good access to the water views and the waterfront.

New development should be encouraged across the FMAC to revitalise the streets and public spaces. High quality built form will enhance the skyline, better activate streetscapes and increase social and economic activity by providing opportunities for more people to live within the heart of the FMAC.

The 2015 Structure Plan provided comprehensive recommendations for building heights, setbacks and other built form controls across the FMAC however these were only partially implemented into the planning scheme. Without built form controls in place, there is limited guidance for developers and the community in terms of the types of development outcomes that should be delivered in the FMAC.

The 2015 Structure Plan established a number of built form Principles to ensure high quality development that protects and enhances the streets, public spaces

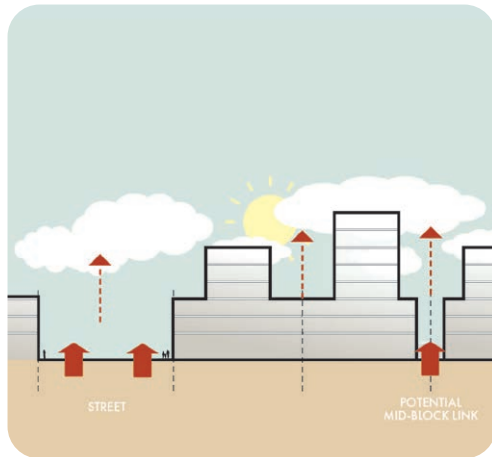
and natural assets of the FMAC. These principles remain relevant and should be largely adopted for the Structure Plan Refresh. A review of these principles has been provided opposite.

Figure 6 - Built Form Ideas Plan applies the principles to determine a preliminary approach to building heights and other built form recommendations across the FMAC. This plan will be tested and refined further through the development of the Structure Plan.

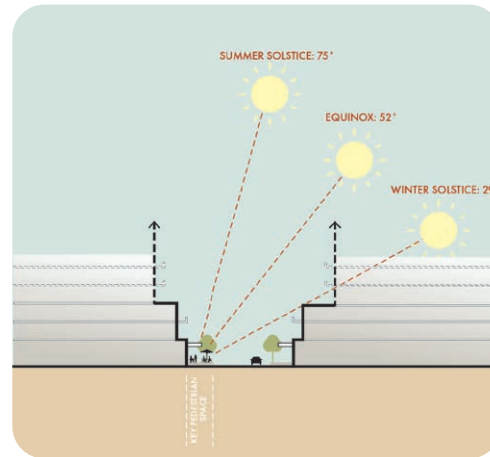
Review of the 2015 Structure Plan Built Form Principles

2015 Structure Plan Built Form Principle	Review
Principle 1 – Design excellence Ensure all development provides excellence in the standard of architecture and ESD and contributes to the creation of exciting and inspiring streets in Frankston	<i>This Principle remains relevant. It will be important for the Structure Plan to define what constitutes design excellence so that is clear for developers, the community and Council.</i>
Principle 2 - Strengthen the connection to the water New development should reflect the bayside location and protect long distance views to the water	<p><i>This principle is relevant however it should be expanded to include physical links to the bay and Kananook Creek. Establishing these connections through mid-block links will be critical between Wells Street and Beach Street.</i></p> <p><i>In addition, visual breaks between buildings along Kananook Creek will be important. This will allow for glimpses to the sky and water from surrounding areas and also reduce the visual bulk of buildings when looking back from the foreshore and Kananook Creek.</i></p>
Principle 3 - Reinforce the ‘human scale’ of key city centre streets New development should avoid visually dominant building forms adjacent to city centre streets and public spaces	<i>Lower scale buildings at the street edge are important to ensure built form does not overwhelm key streetscapes particularly in areas with high pedestrian activity. However there may be opportunities on some streets for a taller street wall where there is less pedestrian activity or a different character is sought.</i>
Principle 4 - Retain solar access to key streets and public spaces New development should maintain sunlight to footpaths on the opposite side of the street and adjacent public spaces	<i>This is a particularly important principle to strengthen the role of streetscapes in supporting street life and economic activity. It will be important to define which streets and public spaces should be protected with consideration of both the existing and potential future role of the spaces.</i>
Principle 5 - Emphasise landmark sites New development should reflect the status of Frankston as a Metropolitan Activity Centre on key landmark sites	<i>This principle remains relevant to create high quality gateways into the FMAC. However it could be combined with the design excellence principle.</i>

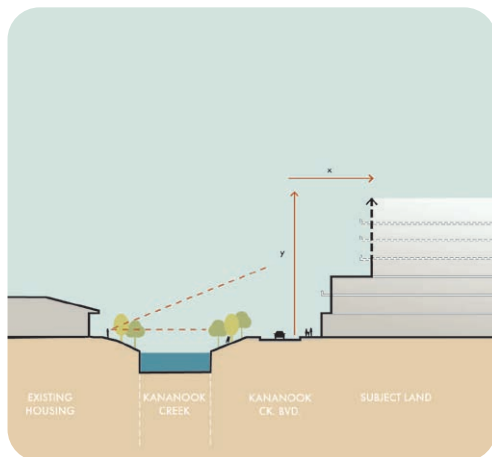
2015 Structure Plan Built Form Principle	Review
<p>Principle 6 - Define a clear edge to the city centre</p> <p>New development should reinforce the Ring Road as the green edge of the city centre and provide a clear delineation between development in the city centre and development in surrounding areas</p>	<p><i>This principle remains largely relevant to ensure the primary commercial areas of the FMAC retain their built form prominence.</i></p>
<p>Principle 7 - Reinforce a network of active frontages</p> <p>New development should integrate with and contribute positively to the public realm through the provision of active frontages</p>	<p><i>Providing for greater activation of the FMAC's streets is key to its ongoing revitalisation. This will be particularly important around the Bayside Shopping Centre which occupies such a large footprint in the FMAC however it has many inactive frontages.</i></p>
<p>Principle 8 - Enhance sensitive interfaces</p> <p>New development should respond appropriately to sensitive residential, open space and creek interfaces</p>	<p><i>This principle remains relevant particularly for protecting sensitive areas such as Kananook Creek, the foreshore, existing parks and the amenity of the Long Island residential area.</i></p>
<p>Principle 9 - Enhance views to the Frankston City Centre</p> <p>New development should consider the impact of new development on the city centre skyline from surrounding viewpoints</p>	<p><i>This principle will ensure the city skyline reads in a considered way and reinforces the core of the FMAC. Islands of substantially taller development away from the core should be avoided.</i></p>
<p>Principle 10 - Limit the impact on the amenity of surrounding land uses</p> <p>New development should avoid overshadowing and overlooking of surrounding land uses and provide equitable access to views</p>	<p><i>This principle is particularly important to ensure the FMAC remains an attractive destination for housing.</i></p> <p><i>Future building heights, setbacks and massing should aim to ensure existing and approved dwellings are not unreasonably impacted new development in terms of overshadowing and overlooking. It is also important for new development to consider impact on the amenity of future development.</i></p>
<p>Principle 11 - Ensure buildings provide wind and weather protection</p> <p>New development should provide weather protection that reduces the impacts of wind and rain and ensures adequate shade for pedestrians</p>	<p><i>Providing continual protection from the weather through building awnings will be key to maximise retail and outdoor dining opportunities and provide for pleasant journey from the City Centre to the waterfront.</i></p> <p><i>Providing buildings with upper level setbacks to the street and awnings will minimise the downward draft impacts of wind on the streetscape.</i></p>
<p>Principle 12 - Ensure development can be adequately serviced from existing roads</p> <p>New development should provide access and servicing from existing roads, with minimal impact on public spaces</p>	<p><i>This principle remains relevant however it could be expanded to focus vehicle and servicing access in locations where there will be less of an impact on pedestrian movement and activity. This is particularly important for corner sites and sites with dual road frontages.</i></p>



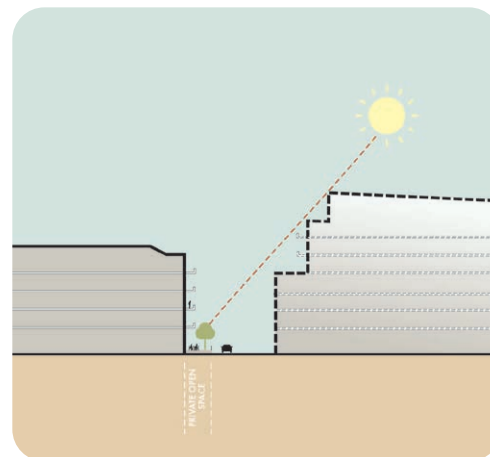
Principle 2 - Strengthen the connection to the water



Principle 4 - Retain solar access to key streets and public spaces



Principle 8 - Enhance sensitive interfaces



Principle 10 - Limit the impact on the amenity of surrounding land uses

Figure 3. Built Form Principle Diagrams

Emerging Ideas









Idea 4.1 Develop clear built form controls to implement the built form principles

Figure 6 identifies preliminary building height ranges, key streets and public spaces to protect from overshadowing, sensitive interfaces requiring further protection, and locations for new mid-block links and public realm widening. These proposals will be further tested and refined in the next stages of the project to develop detailed built form controls suitable for implementation into the planning scheme.

The building height ranges outlined in Figure 6 have been developed by applying the built form principles. The general approach is to focus building height around the city core where there are fewer constraints and there is optimal access to public transport and retail. Building heights scale down to respond to sensitive interfaces along Kananook

Creek and the foreshore, and in visually prominent locations such as the elevated areas of Davey Street and Plowman Place. The peripheral precincts along Nepean Highway north and Cranbourne Road will largely retain their existing built form controls which were gazetted into the planning scheme in 2019.

LEGEND

-  FMAC Study Area
-  Building heights reflect existing DDO5 & DDO13 planning controls
-  Public Realm expansion - Provide ground level setbacks to achieve expanded public realm
-  Mid-block links - Provide ground level setbacks to achieve future pedestrian link
-  Key Pedestrian Streets - Maintain sunlight to southern, eastern and western footpaths at key times of the year
-  Kananook Creek / Long Island Residential Area Interface - Maintain sunlight to existing shared path at key times of the year and minimise visual bulk of development when viewed from Long Island residential area
-  Kananook Creek / Foreshore Reserve Interface - Maintain sunlight to existing / future Kananook Creek promenade and open space at key times of the year, and minimise visual bulk of development when viewed from the Foreshore Reserve
-  Frankston Park / Beauty Park Interface - Maintain sunlight to open space at key times of the year

Preliminary building height ranges to be tested

-  3 3 Storeys (12m)
-  4-6 4-6 Storeys (16m-22m)
-  7 7 Storeys (26m)
-  8-12 8-12 Storeys (28m-41 m)
-  10-12 10-12 Storeys (35m-41 m)
-  10-14 10-14 Storeys (35m - 48m)
-  10-16 10-16 Storeys (35m - 54m)



Figure 4. Built Form Ideas Plan

The built form recommendations developed over the next stage of the project will consider the following for the Built Form Areas identified in Figure 6:

City Centre, Station & Periphery

- Maintaining solar access to key city centre streets and public spaces.
- Maximising building heights within the core of this area where there will be minimal impacts on the public realm and scaling building heights down towards the peripheral areas to emphasise the core.
- Establishing mid-block links to improve pedestrian permeability. This will require ground level setbacks to some side boundaries.
- Acknowledging constructed and approved building heights within the area.
- Strengthening the fine-grain built form character
- Improving the interface of the Bayside Shopping Centre with adjoining streets.

Kananook Creek Frontage

- Maintaining solar access to the public realm and Kananook Creek including the existing shared path between Beach Street and Wells Street.
- Minimising the visual impact of buildings when viewed from the foreshore, Kananook Creek and the Long Island residential area. This will consider future building heights, upper level setbacks and measures to break-up longer building forms.
- Establishing mid-block links to improve pedestrian permeability. This will require ground level setbacks to some side boundaries.
- Widening Kananook Creek Boulevard to provide an enhanced public realm. This will require ground level setbacks onto the boulevard.
- Establishing a continuous public promenade through the Cheeky Squire site. This will require ground level setbacks to Kananook Creek.
- Acknowledging constructed and approved building heights within the area.

Davey Street / Plowman Place

- Maintaining solar access to Frankston Oval and Beauty Park
- Minimising the visual impact of buildings when viewed from the foreshore, Frankston Oval and Beauty Park, key city centre streets and surrounding residential areas. This will consider future building heights, upper level setbacks and measures to break-up longer building forms.
- Acknowledging approved building heights within the area.

Nepean Highway North and Cranbourne Road

- Retaining built form controls outlined in the existing Design and Development Overlays, which were gazetted into the planning scheme in 2019.
- Considering opportunities for additional height on strategic redevelopment sites closer to the city centre.

3.3 Public Realm

Key Direction 5

Provide more parks, plazas and gathering spaces

Overview

The FMAC has great open space assets in it surrounds however it lacks parks and gathering spaces within the heart of the FMAC. Analysis has demonstrated that some parts of the city centre are beyond 400m walk from open space, which is a benchmark used in open space planning. Additional public space within the heart of the FMAC would provide new spaces for residents, workers, students and visitors to relax, socialise and participate in community events. These types of spaces will also strengthen the identity of the FMAC.

The opportunities for new spaces vary across the FMAC. On Council-owned land such as the at-grade car parks, there may be opportunities to create public spaces as part of their redevelopment. Council could also seek to acquire land to provide open space that is optimally located.

Another way to provide additional spaces is through redesigning key streets to provide wider footpaths, gathering spaces and additional greenery. Young Street south of Wells Street and Playne Street provide good opportunities for this because of their substantial amount of space allocated to vehicle movements.

The ideas suggested below look to create a range of parks and plazas across the FMAC. It is unlikely that all of them will be implemented in the shorter term however even if a small number of these projects are realised it will result in significant benefit to the FMAC.

Emerging Ideas

Idea 5.1 Wells Street Central Plaza

Wells Street between Thompson Street and Young Street is a focus for pedestrian activity within the FMAC and would be an ideal location for a new plaza or town square. This could be achieved by:

- Acquisition of private land in close proximity to Shannon Mall. Redevelopment should seek to activate the edges of the new space.
- Potential closure of Wells Street to vehicle traffic between Park Lane and Thompson Street to create a pedestrianised plaza space. This could be trialled on a temporary basis to assess its success.

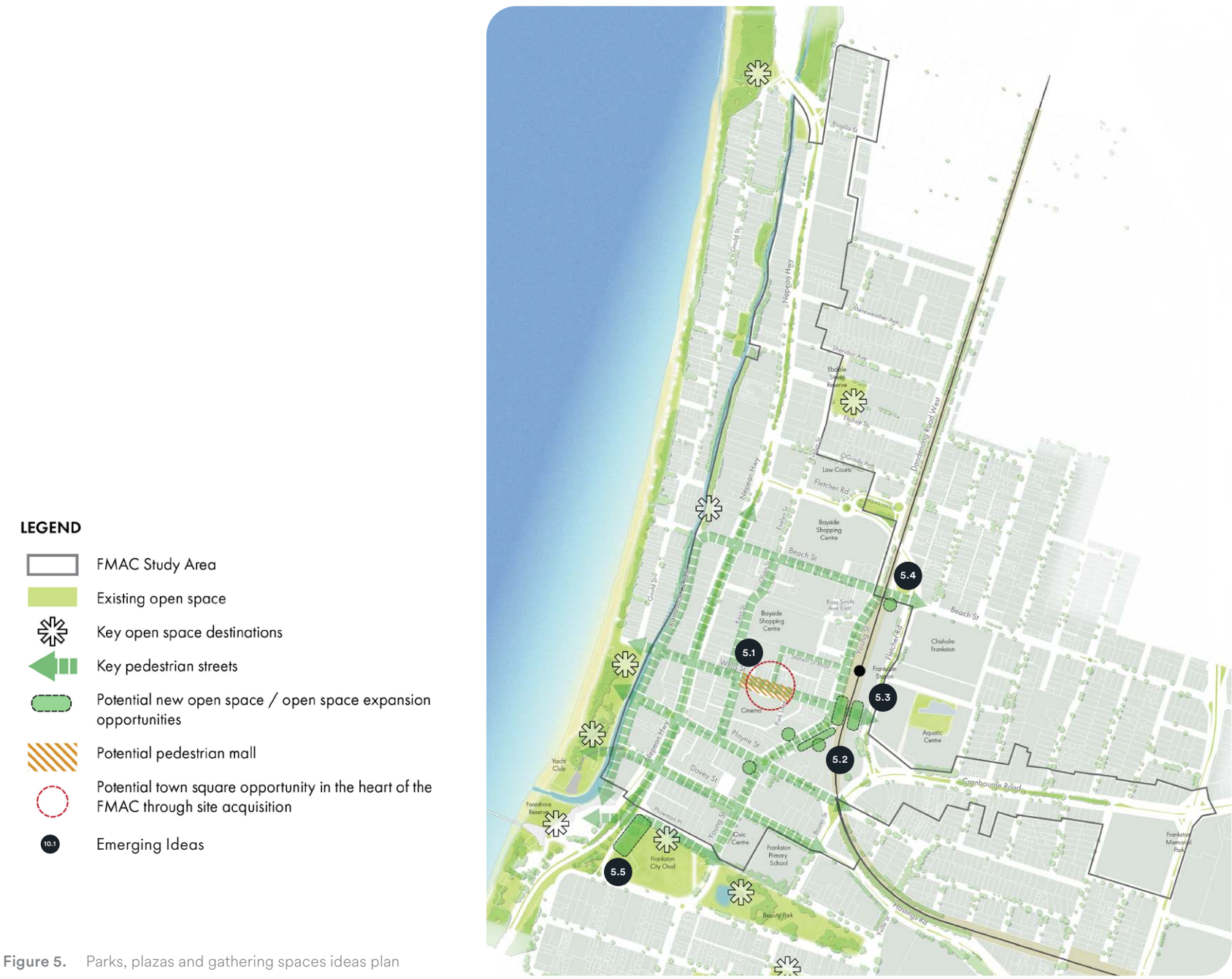


Figure 5. Parks, plazas and gathering spaces ideas plan

Idea 5.2 Sherlock and Hayes Park

The Sherlock and Hayes car park site is Council owned and well located between the Arts Centre and the railway station. There is an opportunity to create a north facing park on the site as part of its redevelopment. This park could be multi-level and integrated with a pedestrian bridge across the railway line. It could also be expanded into Young Street through reconfiguration of the road space

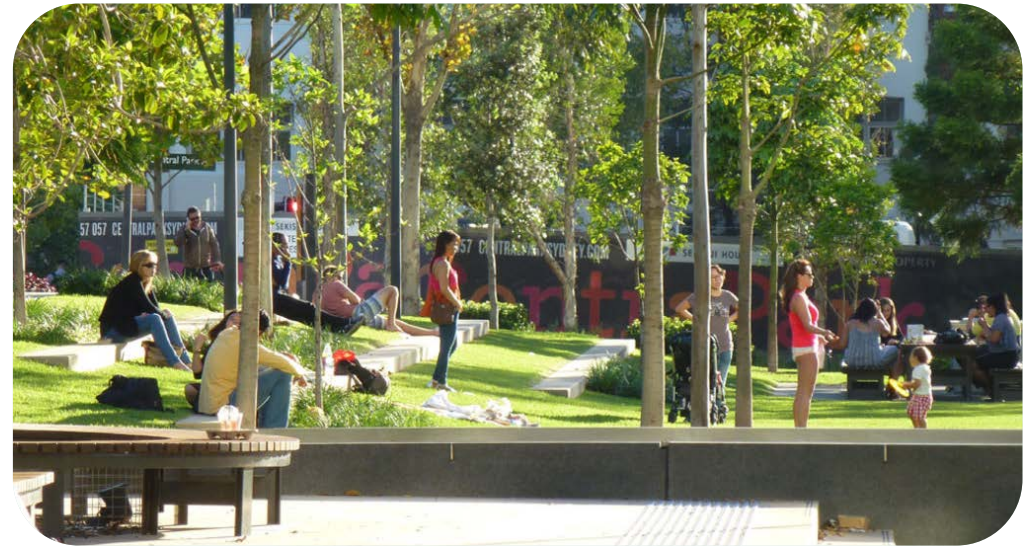
Idea 5.3 Young Street Car Parks - 170 Young Street and 122-124 Young Street

The two car parks on Young Street are Council owned and could potentially provide additional public space as part of their redevelopment. The car park at 122-124 could seek to enhance the connection through to Park Lane.

Idea 5.4 City Park Extension

The existing City Park space at the junction of Young Street and Wells Street could expand into the underutilised land within the railway reserve. This space would be an extension to the existing City Park, creating a welcoming space for locals and visitors and a safer and more desirable underpass entry. It could be temporarily activated with food and coffee carts.

A similar space could be provided on the east side of the railway line which could enhance the station underpass and ultimately be activated by future development.



Communal green spaces in Sydney's Central Park



Opportunity to expand the existing city park

- 5.3 Emerging Ideas
- Existing Council owned land
- Existing public plaza
- Future open space options within public land
- Opportunity for town square within the heart of the FMAC achieved through site acquisition
- Future open space options through street re-configuration
- Existing links
- Future potential links

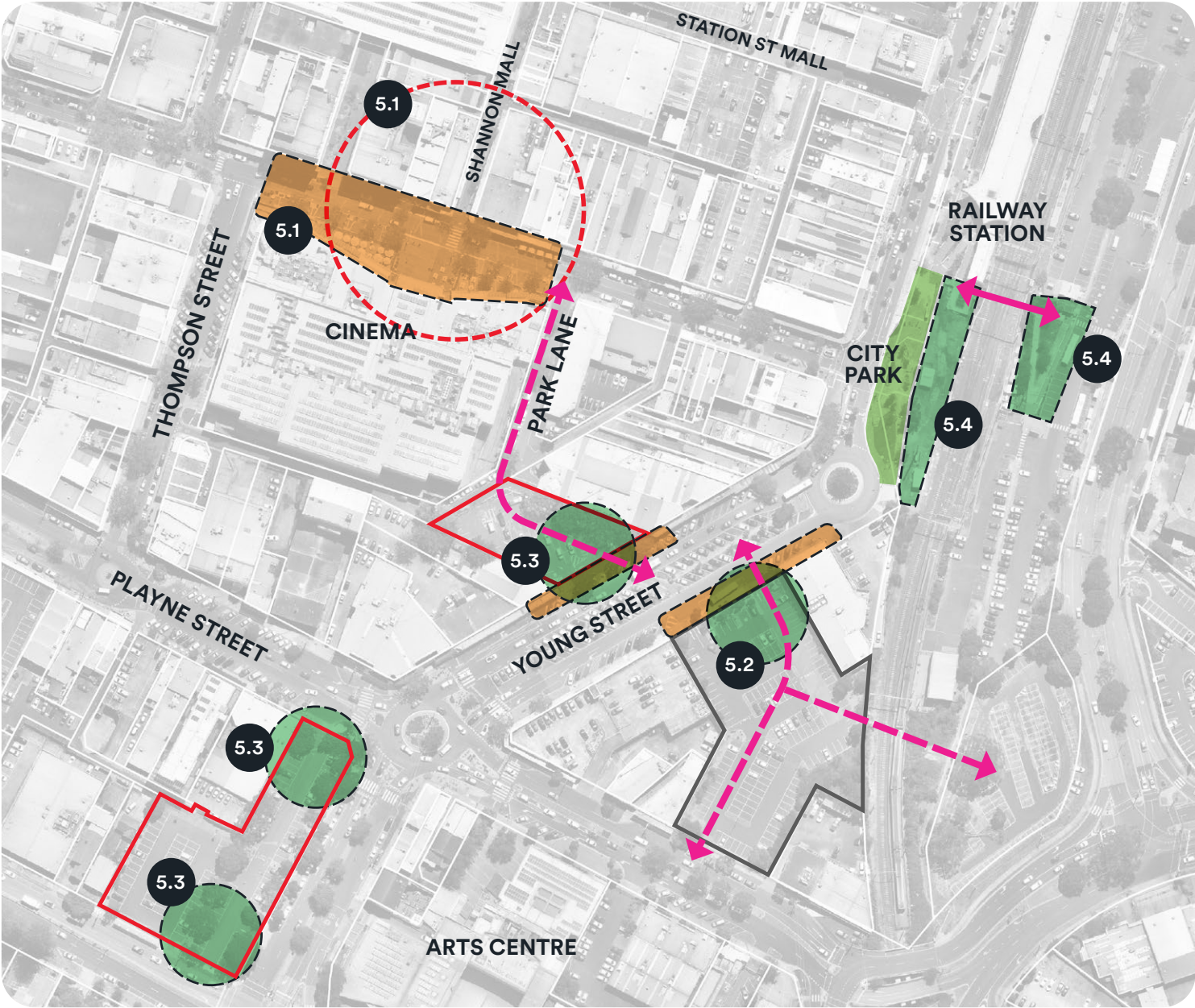


Figure 6. Parks, plazas and gathering spaces ideas detail plan

Idea 5.5 Beach Street Signal Box Park

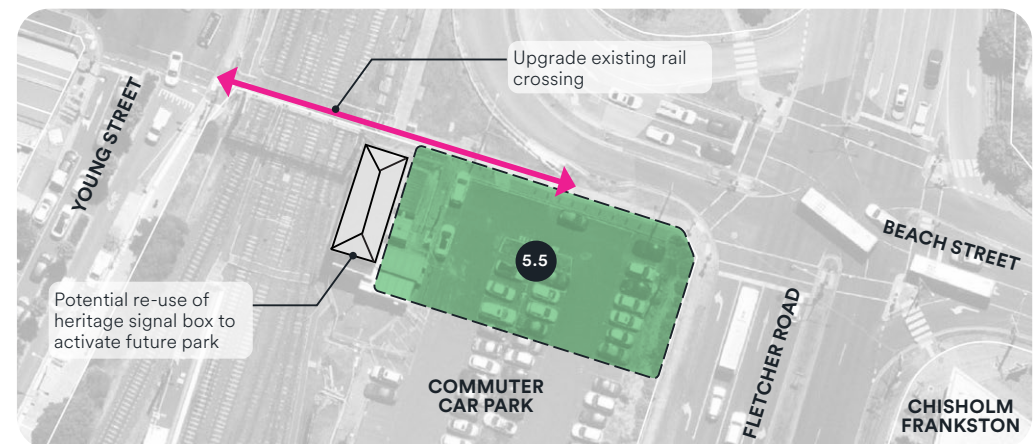
This site is strategically located on the east side of the railway line in close proximity to Chisholm Institute and would provide an accessible park on the east side of the railway line for residents and students. There is an opportunity to create a small park adjacent to the Beach Street signal box. The heritage protected signal box could potentially be re-purposed to activate the space.

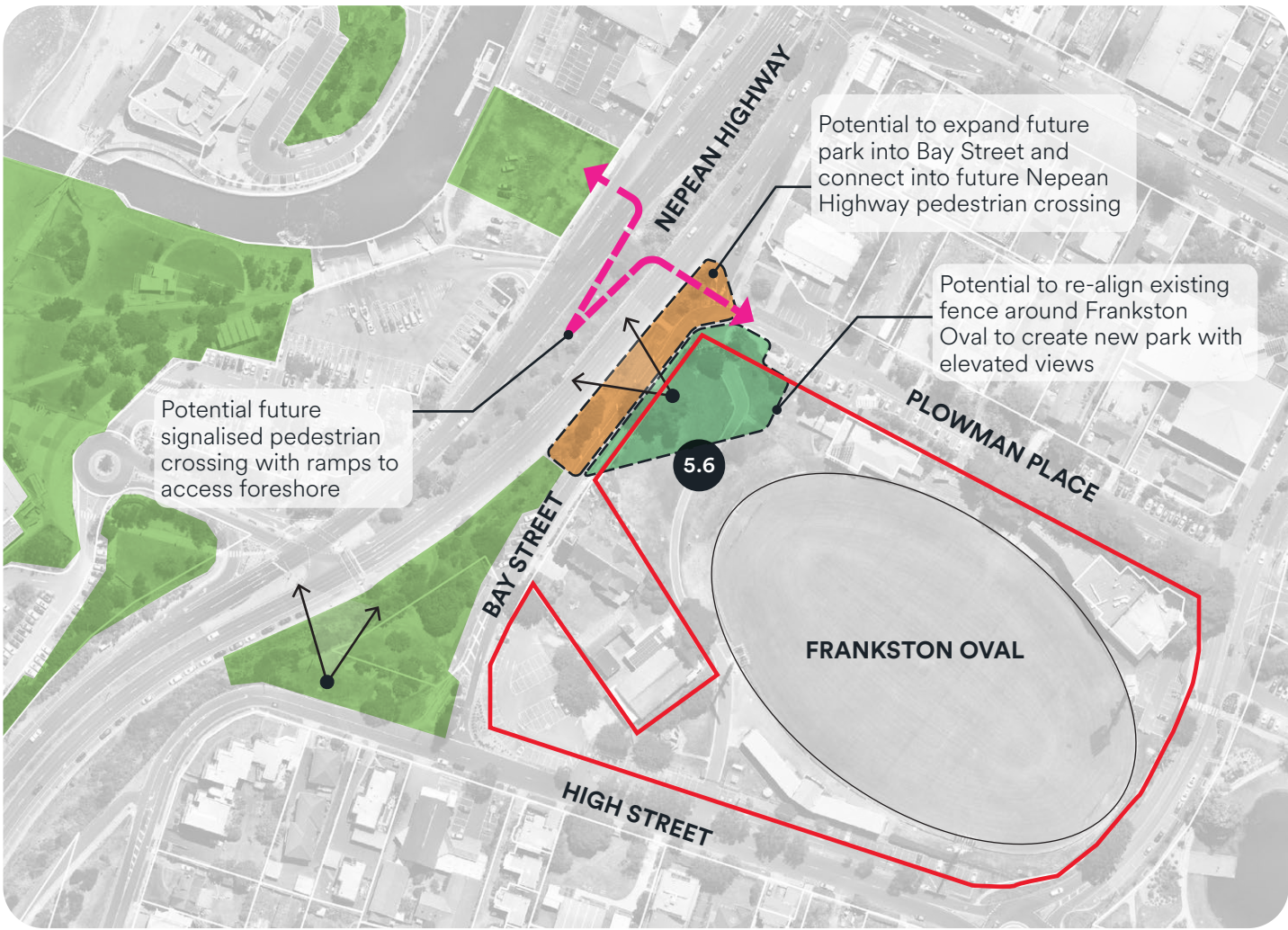
Idea 5.6 Frankston Park

The western edge of Frankston Park includes a small section of parkland which is currently enclosed with cyclone fencing. Although public access is available through the existing gate, it could be made to feel more open and provide unhindered views to the water. There is an opportunity to re-align fencing around the park so that it better aligns with the oval. This will create a publicly accessible park that captures elevated view across the Bay. This could be integrated with a new Nepean Highway crossing and pedestrian ramps connecting to the foreshore reserve. The park could be expanded further through the potential closure of Bay Street slip road. This would require southbound traffic to utilise Davey Street and Young Street to access residential areas south of High Street.



Small Urban linear parks and greening existing routes





- 5.3 Emerging Ideas
- Existing Council owned land
- Existing public plaza
- Future open space options
- Future open space options through street re-configuration
- Existing links
- Future potential links

Key Direction 6

Provide people focused streets

Overview

With limited open space within the heart of the FMAC, the streets play an important role in providing space for people to not only walk but also gather, socialise and enjoy the outdoors.

The streets within the FMAC are currently dominated by vehicles, with a excessive number of vehicle lanes in some locations, substantial areas of car parking and large roundabouts. This makes the streets less attractive, less comfortable and reduces the ability to move freely across the FMAC.

There are opportunities to re-balance the streets and provide more space for people, cyclists and landscaping. This could include footpath widenings in some locations to create more gathering spaces or outdoor dining opportunities, providing shared streets where pedestrians, cyclists and slow speed motor vehicles can all use the street simultaneously, and providing additional street tree planting.

There are also opportunities to enhance the environmental performance of the FMAC's streets. This could be achieved through increasing tree canopy cover, providing for passive irrigation of plants and utilising Water Sensitive Urban Design treatments to catch and filter stormwater runoff.

In addition, making it easier for people to walk through the city streets will also create more life and activity in the FMAC. These opportunities are discussed within Key Direction 9, which focuses on providing a higher level of priority for pedestrian movement through new linkages and crossing opportunities.

Emerging Ideas

Idea 6.1 Playne Street Upgrades

Playne street will play an important role in creating an arts precinct anchored around the Arts Centre. There are opportunities to reconfigure Playne Street to provide wider footpaths, bike lanes, additional street tree planting and WSUD treatments. This would be achieved through a reduction in the substantial vehicle lane widths and reconfiguration of car parking. The library forecourt could be extended and upgraded to integrate with revitalised streetscape.

Opportunities for activating the Comfort Station at the western end of Playne Street should also be explored.

Idea 6.2 Thompson Street Upgrades

Thompson Street provides an important convenience retail role in the FMAC. It would benefit from a streetscape upgrade to enhance the connection between Wells and Playne Street. Future upgrades should seek to widen the western footpath to support fine grain retail and hospitality uses, provide additional tree planting and provide shared bike and traffic lanes in each direction. This would be achieved through a reduction in vehicle lane width and reconfiguring car parking.

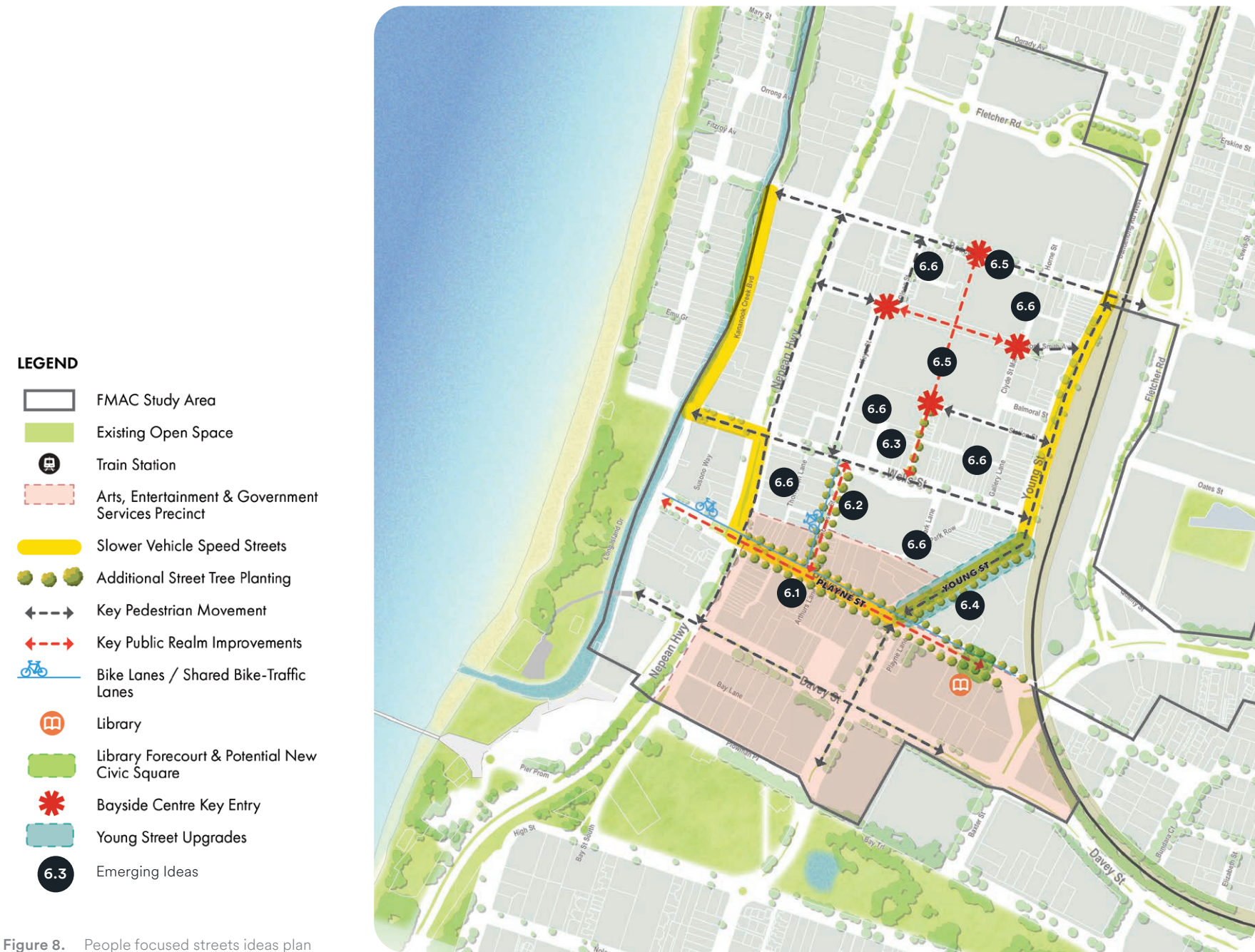


Figure 8. People focused streets ideas plan

Idea 6.3 Shannon Mall Upgrades

Shannon Mall is one of the most heavily used pedestrian links in the FMAC providing a key link between Wells Street and the Bayside Shopping Centre. It would benefit from resurfacing with high quality materials, pedestrian scale lighting, and additional street trees to reinforce its important role.

Idea 6.4 Young Street Upgrades (between Playne and Wells Street)

This section of Young Street has a width of 40m and 75% of the road space is dedicated to parking or traffic lanes. It provides an important connection between the Arts precinct and the station. There is an opportunity to re-balance the road space to create additional greenery and wider footpaths. Additional space could be provided on the southern side of the street to integrate with a potential future open space on the Sherlock and Hayes site.

Idea 6.5 Bayside Shopping Centre and Surrounds

There is a significant opportunity improve the connections through the Centre and the relationship of the activities within the site to the surroundings. Key projects could include:

- Create new arrival / welcome area at Beach street
- Work with management to determine status of loading docks and carpark access to possible free up space for outdoor use at edges
- Create a safe pedestrian route through the centre independent of Shopping Centre / Balmoral Walk opening times, and improve physical safety and quality of public realm in laneways and access ways surrounding the centre.
- Continue to expand city mural programme to enliven external facing walls.

Idea 6.6 Laneway Activation

There are opportunities to transform service lanes across the FMAC into vibrant, pedestrian-friendly commercial laneways. This could be achieved through:

- Encouraging businesses to activate the laneway through re-purposing / renovating the rear sections of buildings or using existing at-grade parking / loading areas for outdoor dining / courtyard spaces.
- Encouraging businesses to screen bins and loading areas
- Allowing for the location of removable furniture within the laneway whilst maintaining a clear path for access
- Providing for the cleaning of laneways and resurfacing where appropriate.
- Continuing to provide artwork across the laneway network on walls and ground surfaces.

- Utilising lighting to shape the character and experience of the space while providing a safe environment at all hours.
- Limiting access for loading and deliveries to early morning where pedestrian activity is lower



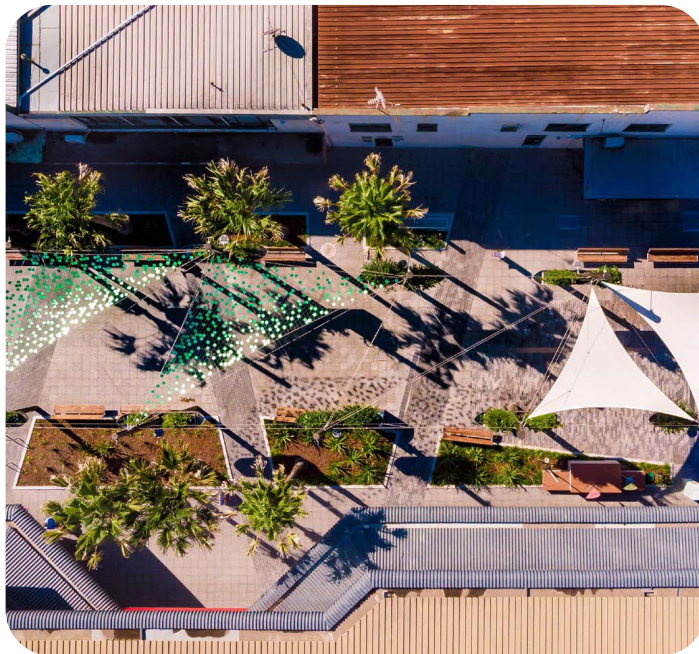
Activated and pedestrian focused laneways
-Pitt Street Mall



A clear sense of arrival
-High point Shopping Centre, Maribyrnong, Victoria



Activated laneways and streets
-Victoria on the River, New Zealand



Redman Rd Plaza, Dee Why

Key Direction 7

Create a thriving Kananook Creek promenade

Overview

The foreshore and its adjoining reserve are rightfully recognised as the jewel in the crown in Frankston. They are heavily used destinations full of natural beauty and offering something all year round.

Kananook Creek is another one of Frankston's major assets, however it currently presents as a degraded environment that does not fulfil its potential. It lacks consistent landscaping, has limited natural qualities, buildings turn their back on the creek, and Kananook Creek Boulevard is a car dominated environment with limited space for people. It does, however benefit from a 7.5km recreational trail that connects the foreshore to Carrum.

Kananook Creek has the potential to become a major destination for the FMAC providing day and night time activity through a range of entertainment and hospitality uses and a range of public spaces for people to enjoy. It's transformation will require Council,

Melbourne Water, land owners and the broader community to embrace a shared vision for the corridor.

A public realm framework will need to be established that identifies the types of public spaces along the corridor, the configuration of streets and promenades and any natural restoration that may be required. A clear built form framework will be required to protect key public spaces from overshadowing, minimise the visual impact of buildings when viewed from the surrounds, provide ground level setbacks to widen public realm where required and to ensure buildings activate the adjoining footpaths with ground level uses.

These frameworks should be supported by an activation strategy that seeks to attract key land uses and establish a schedule of events to activate the corridor.



Kananook Creek existing public realm.



Boat hire uses along Kananook Creek

Emerging Ideas

Idea 7.1 Kananook Creek Boulevard

The boulevard will be transformed over time partly through development on private land and also through re-configuration of the road space to create a pedestrian focused environment that better supports hospitality and retail uses. Upgrades should provide:

- Wider footpaths to support outdoor dining and clear pedestrian movement.
- Additional tree planting on both sides of the Boulevard.
- Integration of a water sensitive urban design treatment on the west side of the boulevard.
- A shared pedestrian and vehicle pavement that enables easy movement across the boulevard.
- Retention of the shared path in its current location.
- Creation of activity and landscape nodes along the corridor at key access points.

- New development should be designed to actively engage with the promenade with appropriate uses and floor levels.

Idea 7.2 Cheeky Squire and Melbourne Water Site

The Kananook Creek promenade currently finishes at the Cheeky Squire site. The promenade should be continued through this site through the Melbourne Water site and into the foreshore precinct. The promenade width should be consistent with the existing promenade between Wells Street and Davey Street. New development should be designed to actively engage with the promenade with appropriate uses and floor levels.

Idea 7.3 Improve connections between Kananook Creek and the City Centre

Enhancing connections from the city centre will draw more people to Kananook Creek. Additional mid-block links as identified in Figure 6 and Figure 15 will provide more options for walking to the creek. These links would be have 24 hour access and open to the air. The links would need to be delivered through ground level building setbacks on private land.

Providing additional crossings along the Nepean Highway and improving pedestrian crossing waiting times will enhance access as will providing additional wayfinding between the city centre, Kananook Creek and the foreshore.

Idea 7.4 Provide better engagement with the creek

There are opportunities to better engage with the creek through additional on-water activities such as boating and kayaking in strategic locations and allowing people to get closer to the creek to view and experience the water. This could be provided through enlarged public spaces in key areas providing lookouts and steps to access the water.

Existing**Proposed**

Figure 9. An artists impression of Kananook Creek Boulevard

The sketch above provides an impression of how Kananook Creek Boulevard could be transformed. Key elements of the sketch include widened footpaths supporting outdoor dining, a shared vehicle and pedestrian space allowing people to move comfortably across the road and additional street tree planting and a water sensitive urban design zone. The shared path remains in its current location.



Activated Creek edge create a destination for activities, kayak/SUP launching for active creek uses - Victoria on the River, Hamilton City, NZ



Provide opportunities to better activate the Creek edge with continuous and open creek paths and small parkettes offering a desirable and safe destination.



Well integrated and Creek facing street activation with cafes/bars -Victoria on the River, Hamilton City, NZ



Improve Creek access for on-water activities.

Potential Kananook Creek Interface through 438 - 444 Nepean Highway

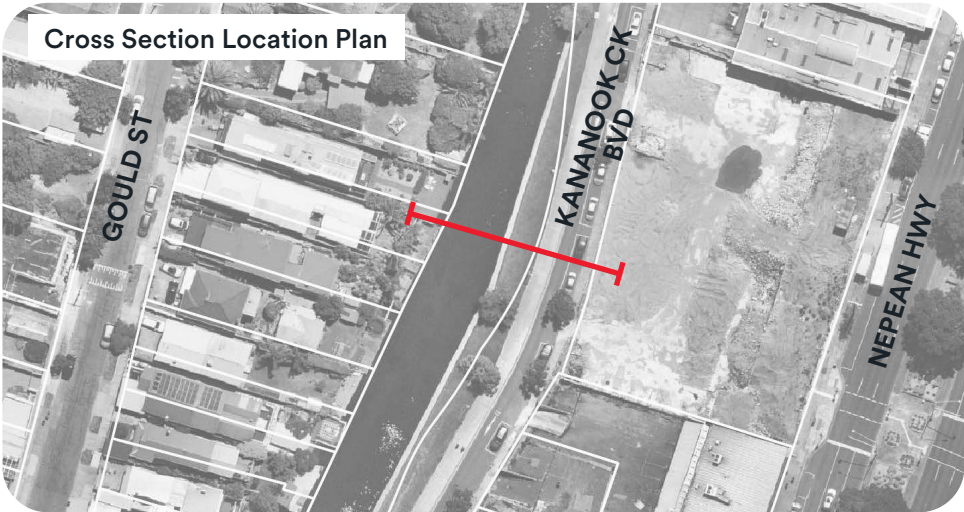
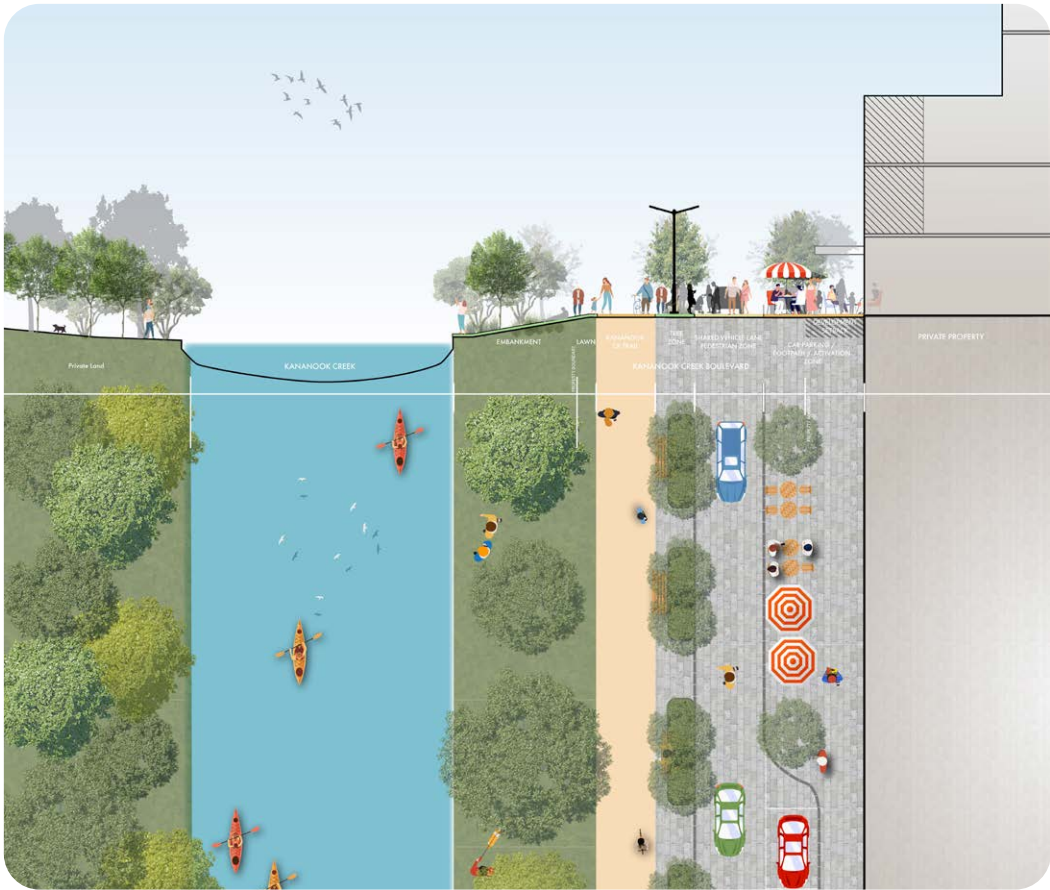
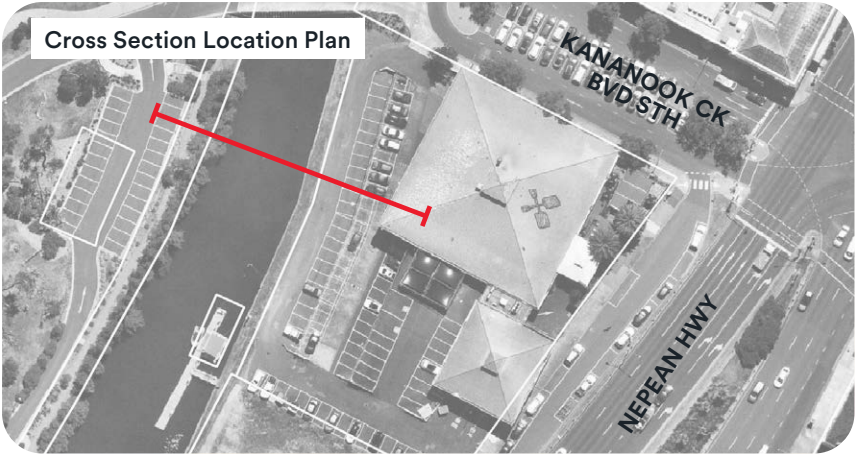
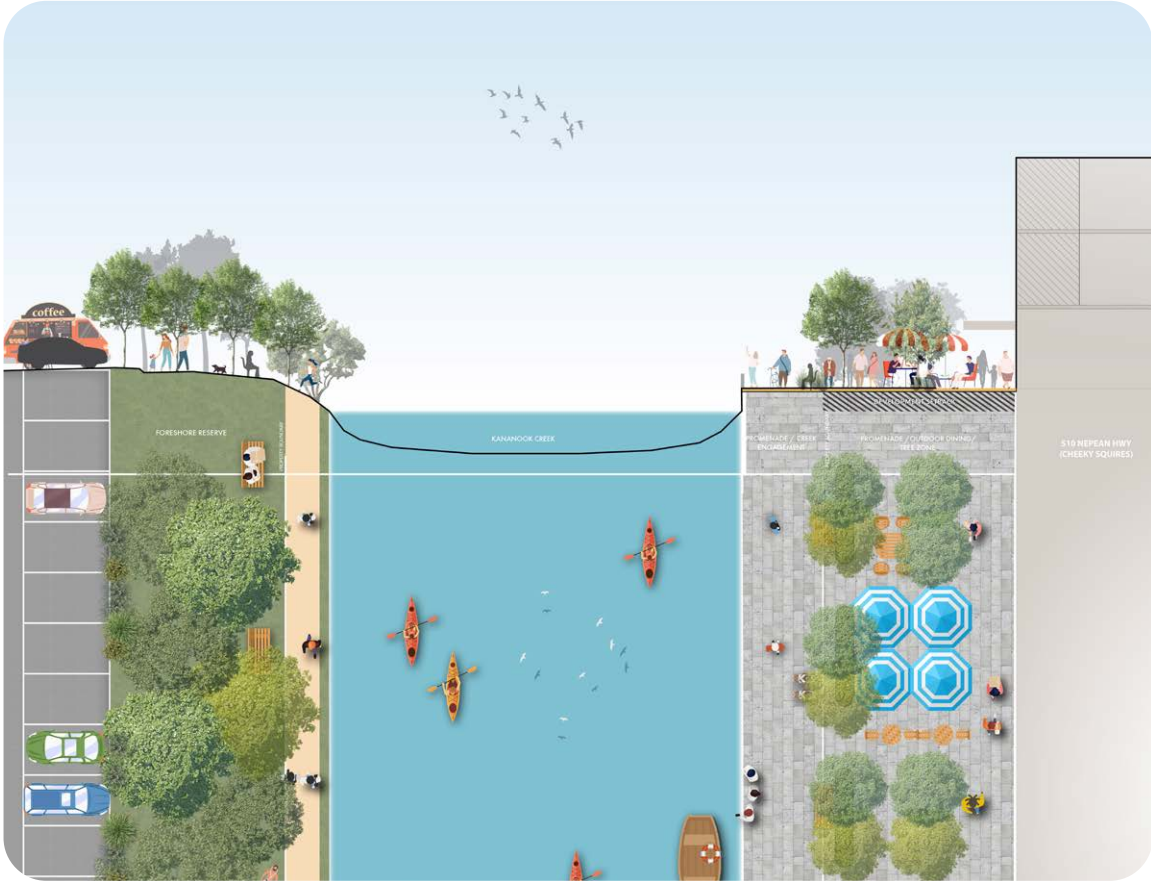


Figure 10. Example plans and cross sections showing how Kananook Creek could be enhanced

Potential Kananook Creek interface through 510 Nepean Highway (Cheeky Squire Site)



Cross Section Location Plan

Key Direction 8

Transform the Nepean Highway into an Iconic Boulevard

Overview

Nepean Highway has traditionally served an important transport role connecting people between the bayside suburbs of Melbourne and the Mornington Peninsula. This is reflected in its physical design with an overall road width of up to 40m comprising of three traffic lanes in each direction, turning lanes in some locations, parallel parking lanes and comparatively limited space for pedestrians with footpaths of varying widths. The large Fig and Cypress trees located in the generous central median are iconic elements however are not present in some sections because of vehicle turning lanes.

Business activity along the Highway is mixed. There is a concentration of hospitality and entertainment uses focused around Wells Street and Playne Street, while elsewhere there is a mix of secondary retail, business services and many vacant shopfronts. The lack of activity and poor quality buildings and streetscapes create an undesirable environment in some sections.

There is an opportunity to revisit the role and configuration of Nepean Highway and transform it into an iconic tree lined boulevard. It could become a high quality destination for pedestrians, businesses and housing, and create an inspiring 'front door' for the FMAC.

Future enhancements to the highway should seek to make it a better environment for pedestrians and businesses. Wider footpaths will provide more space for outdoor dining and additional street trees will beautify the streetscape and provide much needed shade. In addition, reducing traffic speeds along the Highway through the core of the FMAC will make people feel safer and more comfortable using the footpaths.

Identifying ways to reduce the Highway as a physical barrier between the City Centre and foreshore should also be a key focus. This could be achieved through a reduction in traffic lanes, providing additional places for people to cross and reducing waiting times at existing signalised pedestrian crossings.

There is also an opportunity to provide much needed bicycle infrastructure along the highway to provide a north-south cycling route for commuters. This should be a key consideration for future streetscape design.

The future, role, design and configuration of Nepean Highway will require additional technical analysis which will occur separately to the Structure Plan Refresh. This work will provide for a Movement and Place Assessment of the Highway, which will assess the traffic and transport role of the road against its role in as a place for activity. A range of configuration scenarios will be tested to determine the optimal configuration of the Highway.

Emerging Ideas

Idea 8.1 Nepean Highway Upgrade

Develop and test a range of options that seek to create a more people focused environment along the Nepean Highway. The options should seek to:

- Increase pedestrian footpath space and upgrade surfaces with consistent treatments
- Provide additional canopy tree planting and WSUD treatments to improve environmental performance of the highway
- Provide bike lanes in each direction
- Reduce vehicle speed limits along the Highway
- Provide additional crossing opportunities and reduce pedestrian crossing waiting times at intersections.



The large fig trees are iconic elements of the streetscape that should be retained.



Opportunities to improve and green the public realm, creating shading and lighting, with improved and continuous cycleways to promote active movement.

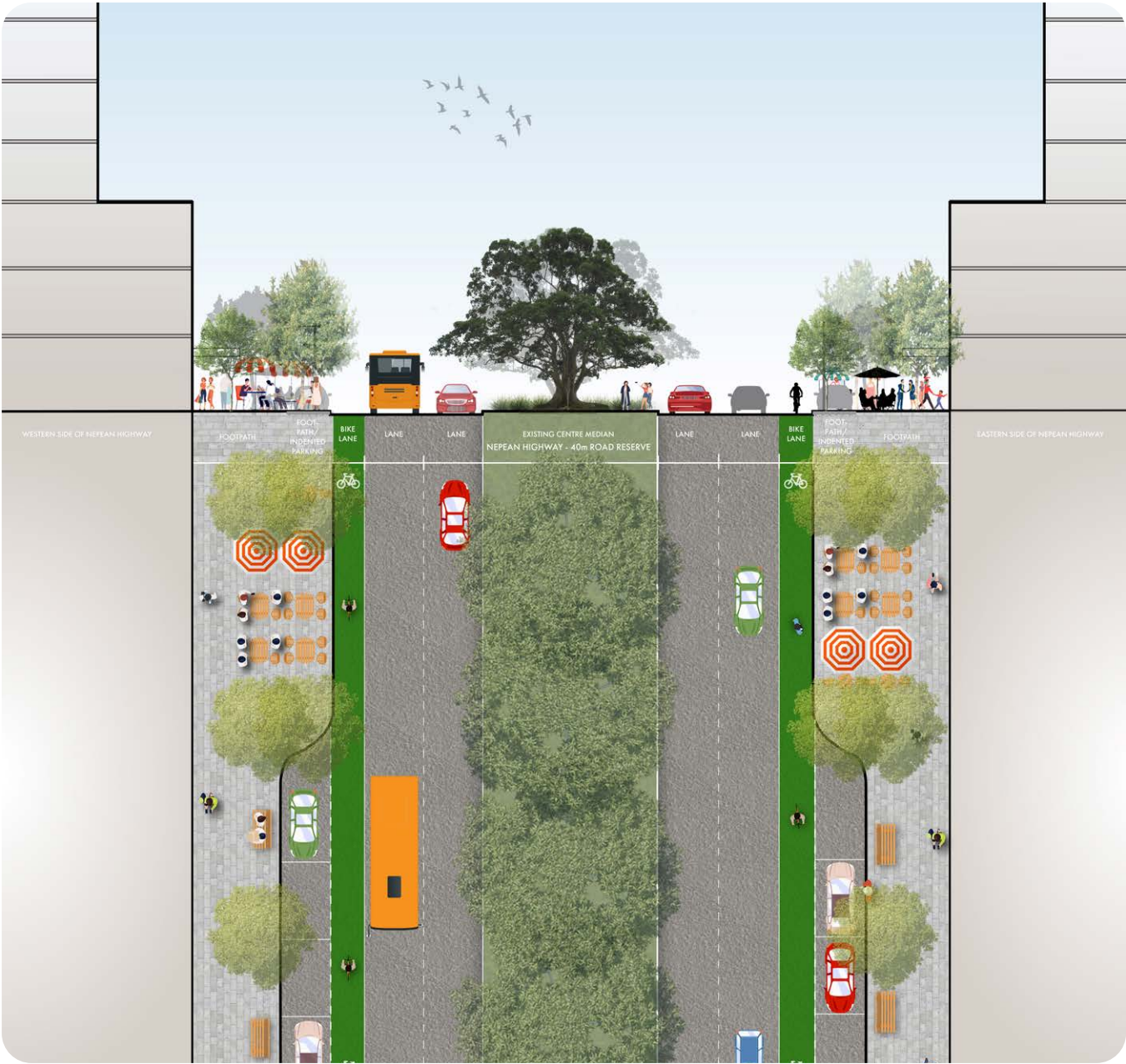
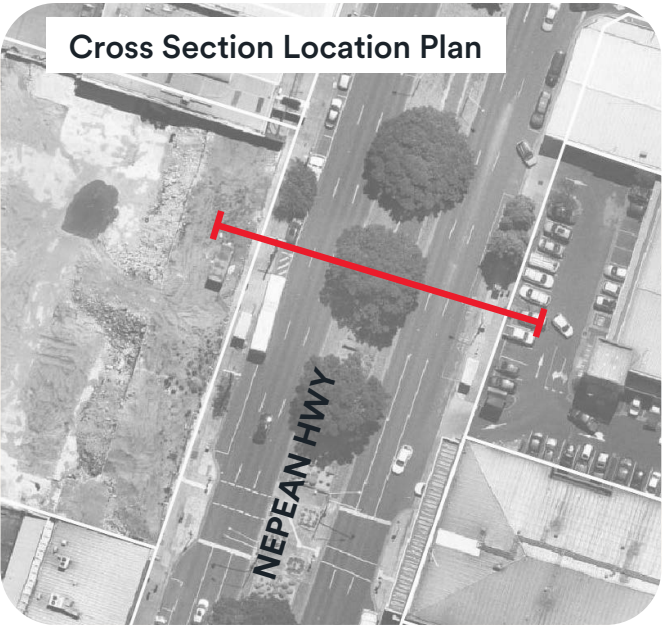


Figure 12. Example plan and cross section showing how Nepean Highway could be transformed

Existing



The sketch opposite provides an impression of how Nepean Highway could be transformed. Key elements of the sketch include widened footpaths supporting outdoor dining, additional street tree planting, water sensitive urban design treatments and bike lanes. The median and existing fig trees remain in their current location.

Proposed



Figure 13. An artists impression of the Nepean Highway Boulevard

3.4 Movement & Access

Key Direction 9

Prioritise pedestrian movement

Overview

The FMAC has some excellent walkways, such as the Shannon Street Mall and Station Street Mall in the city centre, and the Kananook Trail along the foreshore. These spaces offer a high-quality walking environment, with interesting things to experience, safely separated from major arterial roads.

However, these high-quality walking environments are mostly disconnected from each other. Car-dominated spaces disconnect these walking spaces from each other. This includes Nepean Highway, Davey Street, Playne Street and at-grade car parking lots. A lack of crossing opportunities means that the railway line splits Frankston in two. These barriers fragment the walking environment, and reduces the attractiveness of the city centre.

Creating new paths through the centre, making the internal street network shared zones, improving pedestrian priority at key intersections, and improving access over the railway line will all help transform the heart of Frankston into a world-class shopping and civic centre.

Emerging Ideas

Idea 9.1 Provide new mid-block links to create a permeable walking network

The current pedestrian pathways through FMAC are often indirect and obstructed; laneways don't connect to each other, long stretches of buildings make it hard to walk around to the other side, and crossings do not line up with peoples' desire lines. Creating new paths through the built environment will make it easier for people to access shops and services within FMAC and create new experiences.

Idea 9.2 Create shared pedestrian, cyclist and motor vehicle spaces

The design of streets within the centre prioritise the car, even where pedestrian movements are highest. Redesigning these streets, such as Wells Street, Balmoral walk, and Ross Smith Avenue East, will make it easier and more inviting for people to access shops and services. Design changes could include changing from bitumen to pavers, eliminating the kerb, and lowering the speed limit to allow pedestrians and motorists to share the space safely.



Slow shared streets
-The 15 minute City initiative, Copenhagen



People first street design.
-Clementis Street redesign - Dover, Kohl & Partners



Shared space - Gawler Place, Adelaide



Activated laneways and streets
-Victoria on the River, New Zealand

Idea 9.3 Enhance pedestrian priority and safety at key intersections

Intersections are often the most dangerous parts of the transport network for pedestrians. In FMAC, only 11% of all road users are pedestrians or cyclists, yet they are involved in 47% of all crashes. Providing longer crossing times, installing zebra crossings, and reducing crossing distances will all help make it safer to cross the street.

Key ideas for improving pedestrian priority and safety at intersections include:

- Removing Thompson Street and Playne Street roundabout or providing improved pedestrian priority i.e. Young Street and Playne Street Roundabout
- Upgrading the intersection of Evelyn and Fletcher to improve pedestrian access across Fletcher Road

- Improving pedestrian access from the Baxter Trail into the city centre at the intersection of Playne Street / Baxter / Cranbourne Rd - Getting from trail to north.
- Additional pedestrian crossings along Nepean Highway

Idea 9.4 Make it safer and easier to cross the rail line

- The Frankston Railway Line is a major barrier between the eastern and western halves of FMAC. Improving the existing underpass could reduce the walking distance and make the space feel safer. Providing an overpass from the proposed multi-deck car path near Beach Street, with a new northern station entrance, would eliminate the existing at-grade rail crossing, one of the longest in Melbourne.

Idea 9.5 Make streets safer for people

A pedestrian has a 50% chance of dying when hit by a car at 40km/h. This reduces to 10% at 30km/h. Lowering speed limits will make FMAC a safer and more inviting space for people.

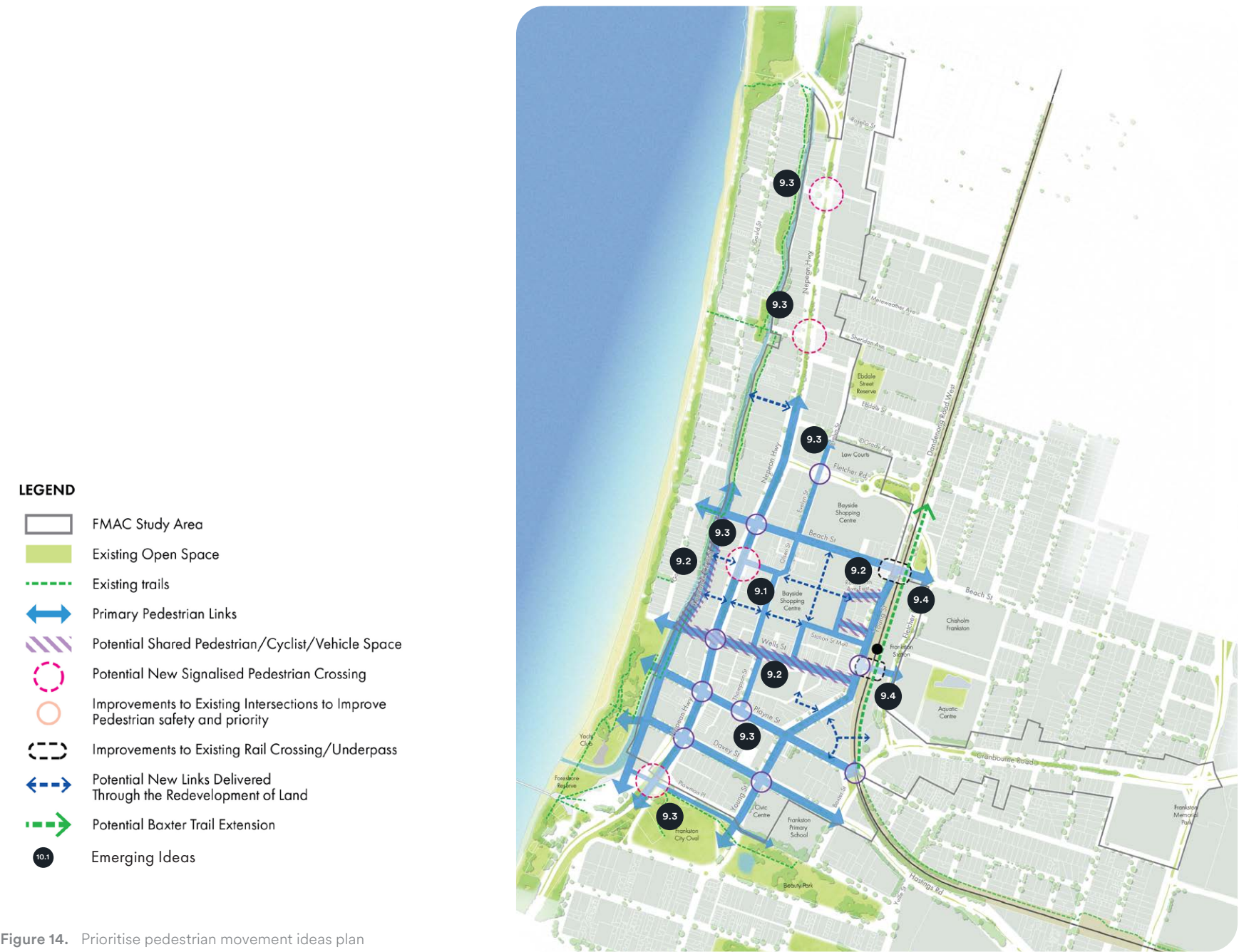


Figure 14. Prioritise pedestrian movement ideas plan

Key Direction 10

Create a safe and convenient cycling network

Overview

Frankston is a popular cycling destination, with many fitness and recreational cyclists taking to key cycling corridors, such as the Nepean Highway, on the weekend. In contrast, cycling for everyday transport trips is much less popular. Recent research has found that up to 75% of the Melbourne population are interested in cycling for transport trips but are put off by a lack of safe cycling infrastructure.

Creating a safe and connected cycling network provides choice for people to make everyday trips without getting in the car. Every person that takes a cycling trip in Frankston means one less car on the road or in the car park.

A safe cycling network can also support the growth in micro-mobility, such as e-scooters and shared e-bikes. Frankston is already trialling this new technology, with shared e-bikes now available for hire.

Emerging Ideas

Idea 10.1 Playne Street bike lanes

Providing separated bike lanes along Playne Street will help connect the Frankston-Baxter Trail to the foreshore and into the city centre.

Idea 10.2 Nepean Hwy bike lanes

Nepean Highway is one of Frankston's busiest bike corridors. It's also a busy road for through traffic. Providing separated bike lanes along Nepean Highway will improve cycling safety and comfort, particularly those who currently do not feel comfortable riding on the road. It will also improve the interface between the shops and roadway, buffering pedestrians from the busy traffic.

Idea 10.3 Beach street bike lanes

Beach Street is an important east-west street that connects to FMAC and the railway station. Installing separated bike lanes from Cranbourne Road to the railway line, and over it to Kananook Creek, would provide a safe cycling option for residents in the north-east of FMAC to access shops and services, and the foreshore.



Shared paths, rest stops and plentiful bicycle parking locations. -Indianapolis Cultural Trail



Connect missing links in the existing well used bike trails. -Peninsula Link Bike Trail

Idea 10.4 Baxter Trail

The Frankston-Baxter Trail currently terminates at Playne Street and Cranbourne Road, forcing pedestrians and cyclists to navigate a complex road environment to reach the railway station or city centre. Connecting the trail through to the station and up to the Dandenong Road East shared path will make it easier and safer for people to ride to the railway station or further afield.

Idea 10.5 Dandenong Rd West

There is an existing shared path along Dandenong Road East that currently stops at Cricklewood Avenue. There is a proposed extension to the railway station. This extension will improve access for those living in the residential area to the east of this path. Installing a shared path along Dandenong Road West would provide access to the industrial and business precinct north of FMAC and to the west of the railway line










-  FMAC Study Area
-  Existing Open Space
-  Existing On Road Cycling Lane
-  Existing Off Road Cycling Path
-  Existing Other Walking/Cycling Paths
-  Potential On Road Cycling Lane
-  Potential Off Road Cycling Path
-  Potential Intersection Improvement for Cyclists
-  Emerging Ideas



Figure 15. Safe and convenient cycling network ideas plan

Key Direction 11

Increase the use of the Ring Road and reduce traffic on city centre streets

Overview

FMAC has a well-defined ring road network that helps circulate traffic around the activity centre and out onto the arterial road network. The ring road currently underperforms in its role. Many drivers prefer to drive through the centre of FMAC rather than use the ring road. This creates congestion and causing conflicts with buses, pedestrians, and cyclists.

Encouraging drivers to use the ring road will improve local traffic and make the city centre more vibrant by removing unnecessary through traffic form the city centre.

Emerging Ideas

Idea 11.1 Nepean Highway / Playne Street modification

The right-turn from Nepean Highway onto Playne Street (northbound to eastbound) is important for buses travelling to the railway station and bus interchange. These buses are often held-up by cars using the turn-lane. Making this a bus only turn will improve running times without reducing access for drivers, who have two turn lanes available onto Davey Street.

Idea 11.2 Reduce the traffic role of Playne Street

Playne Street currently operates as the main access point for cars into FMAC from Cranbourne Road. Reducing the traffic role of Playne Street will help reinforce the traffic role of the ring road and improve Playne Street’s amenity. Reducing travel lanes down to one in each direction will create more space for trees, on-street dining, and other activities.

Idea 11.3 Remove through traffic on Young Street

Up until the 2000s, Young Street was closed to through traffic but buses were permitted to drive through. This provided faster speeds for buses than is currently possible, due to the large amount of through traffic along Young Street. Closing Young Street to cars between Balmoral Street and Ross Smith Avenue East would return Young Street to its former layout. This would restrict rat-running that clogs up the buses while maintaining full access to all the car park access points.

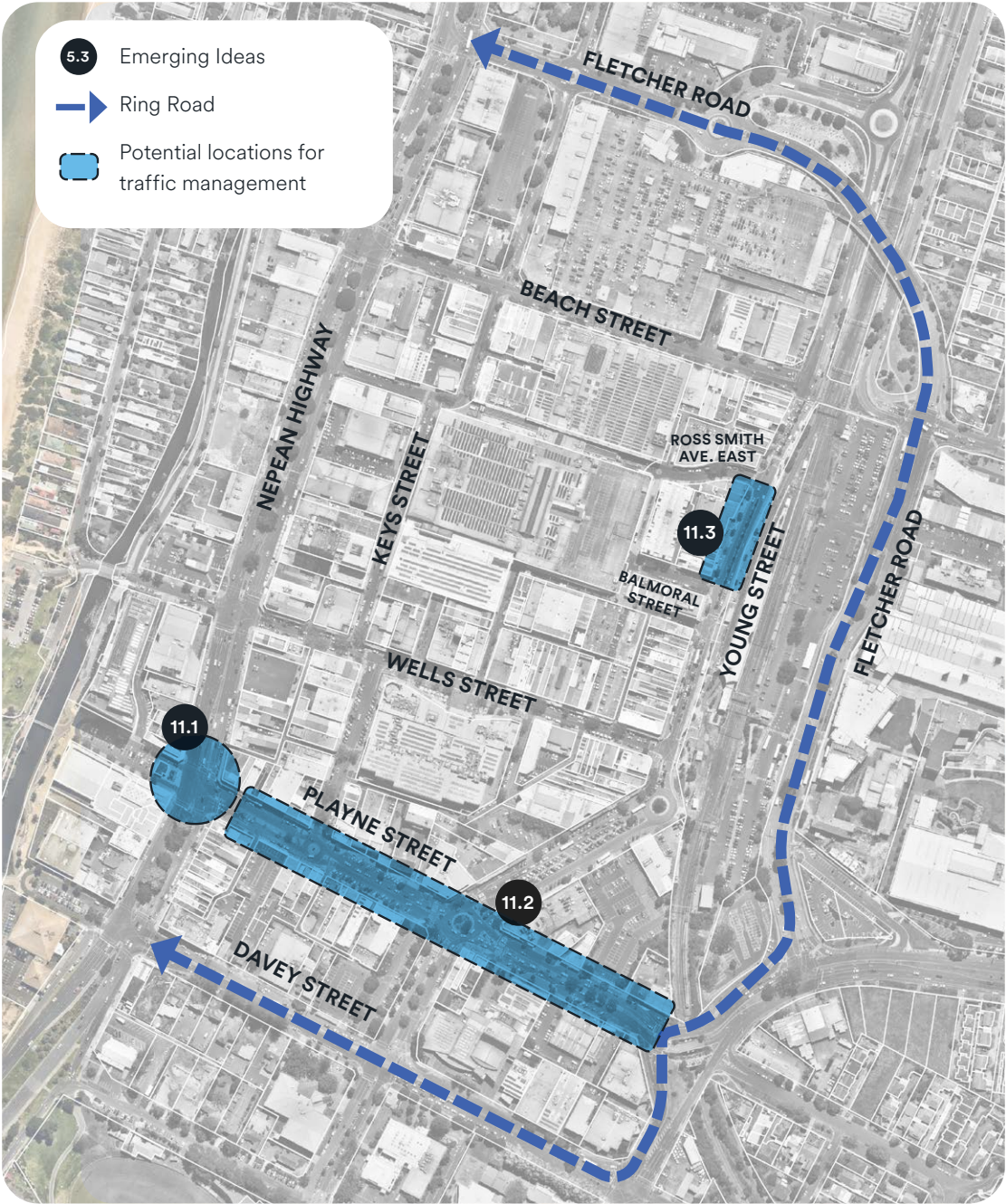


Figure 16. Traffic management ideas plan

Key Direction 12

Provide car parking that is easy to locate and access

Overview

Car parking is a dominant land use in FMAC, with over 8,000 parking bays within the city centre. Surveys have revealed that parking is only 65% full at peak times. Much of the car parking is also located in the heart of the city centre, drawing thousands of cars into the core each day. The planned increase of parking at the railway station will allow more commuters to park-and-ride; however, an unintended consequence could be increases in local congestion.

Parking rates and time restrictions vary across the FMAC, encouraging people to drive around searching for the best parking conditions.

Creating a consistent framework for parking across FMAC will make it easier for people who need to drive to find a park. Incorporating new technology, such as real-time display signage, would help lead drivers to available parking bays that may not be viewable from the car park entrance. Locating parking facilities

at the periphery of the centre would improve access to parking lots from the ring road while reducing the number of cars moving through high-pedestrian areas.

Emerging Ideas

Idea 12.1 Locate car parking facilities at the edge of the FMAC

Locating parking facilities at the periphery of the centre would improve access to parking lots from the ring road while reducing the number of cars moving through high-pedestrian areas.

Idea 12.2 Provide real time signage for car parking

Some real-time display parking is currently provided in FMAC, notable at the underground parking at the Arts Centre. Increasing the number of lots with real-time signage, and having the signage more visible from the ring road, will help direct people to available parking bays. This will reduce unnecessary vehicle movements and reduce visitor frustration finding a park.

Idea 12.3 Provide a consistent approach to parking time limits and costs

The amount you pay for parking and the length of time you can stay may vary significantly depending on where you park in FMAC. Creating a more consistent framework, where all visitor parking has the same parking conditions will reduce the need for people to circulate for the best deal. Parking requirements differ depending on the reason for driving to Frankston. For example, workers and train users will require all day parking, while shoppers may only need one to two hours. Identifying areas for particular uses will help people find the parking they need.

Key Direction 13

Make public transport an attractive and logical choice

Overview

Frankston is an important public transport interchange for the broader region. It has 22 bus routes that connect with the railway station, which has 128 daily services into the city, in addition to the Stony Point diesel service.

Bus services are often stuck behind private cars, particularly at key intersections into FMAC, and along Young Street. The interchange is difficult to navigate for casual bus users and may take some people time to find the correct bus stop.

Emerging Ideas

Idea 13.1 Improve bus priority along key city centre streets

Initiatives identified in Key Direction 12 will help to improve bus movement on key city centre streets including Young Street and Playne Street

Idea 13.2 Improve the bus interchange

The bus interchange along Young Street could be improved with better wayfinding signage to help people get to their bus stop.

Idea 13.3 Baxter Electrification

Electrifying the railway line to Baxter will open up significant opportunities for FMAC. This includes a redesign of the station platforms and reclaiming extra open space through a decommission of the stations current western platform.



Smart Bus stops, with waiting times and live updates.
- Adelaide Metro



Modern bus interchange with weather protection over waiting areas - Curtin University, WA