

2.1 Policy Context

Strategic background

The context of the Lighting Frankston Plan 2020 is provided by the strategic framework of policy, actions and strategies of Frankston City Council.

The initial process of dissecting this information was to undertake a review and summary of background, strategic and policy documents to get an overview of project purpose, aims and objectives now and into the future. These documents identify key points for consideration within the development of The Plan, with relevant content from the background, strategic and policy documents relating to lighting collated in this document. For further information, refer to Section 7.0 Appendices

The following provides a snapshot of key background context relevant to The Plan at the time of its development.

Plans

- Climate Change Impacts and Adaptation Plan – Preparing for a changed climate. FCC, May 2011
- Frankston Metropolitan Activity Centre Streetscape Plan. FCC, 2016
- Frankston City Council Coastal Management Plan. FCC, June 2016
- FMAC – Structure Plan. FCC, May 2015
- FMAC – Structure Plan, Part 2 Action Plan. FCC, May 2015
- Towards Zero Emissions Plan 2019-2023, Frankston City Council, 2019
- Frankston City Health and Wellbeing Plan 2017-2021. FCC, 2016
- Frankston City Council Plan 2017-2021. FCC, 2016

The review of background, strategic and policy documents provided by Frankston City Council has revealed a context of strategic frameworks for its natural and built environment, and progressive ideas to contribute to engaging and active public spaces for resilient growth of the City. The consideration of lighting in the City focuses on creative ways to harness light to reveal and celebrate the City's night experiences and captures the desire to do this through low-impact interventions that complement the strategies for coastal environments, zero emissions and connected open space. **The 'liveable city' is supported within an innovative and sustainable agenda to deliver positive outcomes for the community and the City now and into the future.**

Strategies

- Frankston Gateways Strategy – Guiding Document (Draft). FCC, May 2016
- Frankston City – Economic Development Strategy 2016-2022. FCC
- Greening Our Future – Frankston City's Environment Strategy 2014-2024. FCC
- Frankston City Open Space Strategy 2016-2036: Part 1-3 , FCC, June 2016

Guidelines

- Frankston Metropolitan Activity Centre Streetscape Palette. Prepared by Hansen partnership for FCC, June 2016
- 2020 State of the Community Report: Frankston City Demographic Profile. FCC March 2020
- State of the Community- Service Planning 2020
- Draft Child, Youth and Family Plan 2019-2021 Demographic and Statistical Profile. FCC, March 2019

Adapting to context

The preparation of a lighting Plan for the City will integrate the strategic direction of these background documents to strengthen its basis and deliver a framework for lighting that supports the important characteristics of the City and its community.

Key strategies and objectives are to:

- Support climate action to contribute to a ‘greener’ and more sustainable future by considering impact, net zero emissions, waste, climate positive and renewable energy.
- Support the quality of open space environments, public domain and the lifestyle of the community that attracts and is characteristic of the municipality.
- Support a coastal environment that is vibrant, protected and allows for access and enjoyment into the future.
- Support the strategy for building a vibrant City that is economically viable and attractive to visitors and business investment.
- Supports high-quality public space, streetscapes and icons for community pride and belonging.
- Values qualities of open space and natural environments, and seeks to protect and facilitate improvement and growth into the future.

The approach of the Plan is to provide further principles, guidelines and design standards for lighting and human-centric experiences that support and contribute positively to these key strategies and objectives.

Alongside the corporate context of Frankston City Council, the Plan is subject to a regulatory framework of standards and guidance from relevant Authorities and stakeholder input for further detailed design, development and support of lighting to be achieved in public spaces.

Refer to Section 4.3 *The Basics of Lighting* for further detail of relevant standards, Authorities and stakeholders.

Future Policy

As a lighting framework for spatial planning, the Lighting Frankston Plan is the initial step within a public domain framework for the municipality. This document outlines the purpose, approach, functionality aesthetic requirements, expectations, and environmental impacts to consider in the implementation and use of public lighting.

The next steps will be to develop the following complementary policies and planning projects, including, but are not limited to:

- Trial Program for Public Lighting. Establish a trial program for demonstration projects to test and implement clever, creative, robust and sustainable lighting technology across a range of demonstration projects.
- Public Domain Design Code for Lighting. An outline of expected lighting technology at a detailed level with recommended product specifications to assist in future lighting project implementation.
- Creative Lighting Program. Develop project briefs for creative lighting opportunities across the municipality in a diversity of areas and scales, to explore and support the lighting experiences proposed within this document for a distinctive and vibrant City.
- Safety on the Streets Program. Establish a series of trial projects for sites identified for improved pedestrian lighting to facilitate safer experience, navigation and access needs.
- Impacts of Sports Lighting. Research of the ecological and environmental impacts on flora and fauna in abutting natural habitat and conservation areas.
- Lighting on the Community. Research and investigation of human-centric experience and response to public lighting within the municipality.

Refer to Section 6.1 *Implementation Plan* and the Action Plan for further detail.



Current State of FCC Lighting

3.0



3.1Community Profile of Frankston City

People and place

The community that makes up Frankston City is diverse

Frankston

Population: (2019)

Area: 130 square km

Frankston City Council is situated approximately 40km south of Melbourne on the eastern shores of Port Phillip Bay. (Provide Municipal Context map). Occupying an area of about 131 square km, it shares it's municipal boundaries with Kingston, Greater Dandenong, Casey and the Mornington Peninsula Shire Councils. The western boundary of the municipality is formed by 10km of Port Philip Bay coastline.

Frankston City is one of nine designated Metropolitan Activity centres in Metropolitan Melbourne, identified as a place that can perform a capital city role for the Mornington Peninsula and south-east bayside municipalities. Once considered a regional centre, Frankston City is strategically placed as an activity hub for the Mornington Peninsula and nearby south east growth corridor of outer Metro Melbourne. Currently, Frankston City provides regional shopping, education, health, community service, financial, recreation and leisure and entertainment facilities for a population catchment far greater than its municipal boundaries.

Residential / Local Neighbourhood Areas

Frankston City comprises the following residential suburbs:

- Carrum Downs
- Frankston
- Frankston North
- Frankston South
- Langwarrin
- Langwarrin South
- Sandhurst
- Seaford
- Skye

The most densely populated residential areas are Frankston, Seaford, Karingal and Frankston South while the least densely populated area is Langwarrin South. The suburbs of Carrum Downs, Langwarrin and Skye, and the new suburb of Sandhurst are experiencing the highest rate of growth.

Perception of Safety

Most residents in Frankston City (87.2%) say that they feel safe walking alone during the day, this is significantly less than the Victorian estimate (92.5%). Just 46.1% say that they feel safe walking alone in their local area after dark, which is significantly less than the Victorian estimate (55.1%).



3.2 FCC Lighting landscapes, by Night

Exploration after dark

**Stepping into the dark to
determine the current lighting
approach and perspective**

The element of light

The Frankston municipality displays a diversity in approaches to lighting and experiences. The key public projects and spaces that were visited as part of the analysis phase of this project demonstrate the progressive change in lighting technology and techniques over time. A number of current lighting design proposals are focused on prominent public spaces along the foreshore precincts as part of upgrades to support night-time experiences, place-making and building on the identity of the City, however the implementation of these projects will be guided by the development of a lighting Plan for the City. With a momentum for implementing lighting opportunities across the City, the necessity for framework, guidelines and principles to light the way forward will rationalize the value and role of lighting in the public domain.

The future of lighting

The potential for lighting integrates the best parts of the existing lighting concepts and strengthening these with opportunities to contribute to a brighter future for the night-time environment of the City. As we look ahead, we draw upon the existing strategic documents and their vision for the future of the City, to complement their aims and guidance. We propose to encourage a more active city, a human-scale and human-centric experience, developing a sense of safety and comfort in public spaces to see and be seen, promoting sustainable interventions and lifecycles, commitment to environmentally responsible lighting and innovation in a connected, community-focused and resilient future.

The vision and focus of the lighting Plan are about illuminating the City in a positive, creative, inclusive, sustainable, safe and resilient way. The way forward will improve and increase opportunities for light throughout the municipality with a framework to complement and elevate the night-time experiences and add to the narrative and navigation within the natural and built environments. Lighting should support and create a stronger identity for the municipality, and reinforce Frankston City as the 'Lifestyle Capital of Victoria' in day to night experiences of the natural and physical environment.

Methodology

A review of the existing lighting projects and lighting applications was undertaken with Council officers and the project team to discover, learn and reflect. The approach was to determine a broad spectrum of lighting projects to understand existing and recent public lighting projects and spaces that are affected by nighttime lighting. A series of onsite investigations were completed and informed the development of this Plan as a precursor to relating light to place, sustainable priorities and the future of the municipality.

The outcome of these site visits from daytime through to night-time was a series of analysis and comparative documentation which has been provided within the Appendices of this document. The documentation process was undertaken in a collaborative and consultative process with Council officers to compare attributes, features, spatial qualities, and known and perceived experiences to determine an overall palette of existing conditions and assessment of poor through to high-quality lighting outcomes. *It was evident that within the lighting landscapes of Frankston City, there is a disparity of public lighting projects, but also successes that could be drawn upon to inform better and consistent public lighting in the future.*

The municipality has a strong element of public art that is accessible and visible to all and an open space and foreshore network that defines the active, vibrant and creative attributes of the City. The key public areas that were analysed

were from a broad spectrum of site, location and scale typologies including foreshore, activity centres, local community spaces, open space, residential neighbourhoods through to nature reserves and walks.

A number of local and recently completed lighting design precedents provided a benchmark as successful lighting projects with merit for complementary design, response to context, community and integration of high-quality lighting technology. These projects added to the public space narrative of experience and navigation. An important part of our methodology was evaluating how these successful projects can inform the future development of similar spaces. These projects are outlined in detail within the Appendices.

It was determined that several opportunities exist for improvements to provide considerate, consistent, creative lighting response to respond to and reflect context, human experience whilst understanding consequences of light and effect on neighbouring site, properties and nocturnal habitats.

Key Issues & Evidence

The following is a categorised summary of issues relating to lighting to be addressed:

Lighting for Movement & Navigation

It was found that:

- The presence of old lighting technology throughout the streetscapes across the municipality renders streetscapes as indistinguishable environments for people and vehicles. This also contributes to high levels of energy consumption.
- Lighting for vehicles with luminaires mounted at heights that do not relate to the pedestrian streetscape scale.
- Mounting of lights that are at eye level are uncomfortable and disorientating to look at.
- Street connections within the FMAC need reinforcing with appropriate and considered lighting for night navigation.
- Sites that are adjacent or in close proximity to roads, (highway lookouts, gateway sites along road, streets, underpass environments) have a lighting focus for vehicle navigation and experience which are prioritised over the pedestrian experience and scale.
- Illumination on, under and around bridge structures promotes pedestrian movement after dark.
- Provision of suitable lighting facilitates legible navigation and safe movement.
- Illumination of important thresholds into an existing specific area of the City could contribute to wayfinding.
- Lighting is important to connect the walking and visual experience of key streets.

Lighting for significant features / spaces

It was found that:

- There is a reliance on street lighting to illuminate important aspects of the open space environment and streetscapes.
- There is a presence of light poles and fixtures that direct light up towards the sky, contributing to further light pollution.
- There are opportunities to use lighting to celebrate historical value and character in the City.
- There was an over-lighting of some spaces like sports precincts when not in use.
- There was a use of inferior lighting technology and elements that are not robust, suitable or fit-for-purpose for its context.
- There is a presence of lighting that is not suitable for advanced levels of play for sporting clubs.

Lighting for social interaction

It was found that:

- Lighting can exclude people, sometimes by being too bright.
- Shops operate at night with internal lighting and external signage lighting that is too bright causing glare, distraction and competition with other layers of lighting in the outdoors environment.
- New projects with high provision of lighting contrasts with adjacent areas without sufficient or appropriate lighting to tie the experience of these places together.

Lighting technology

It was found that:

- Lighting in some locations had been vandalised by people being opportunistic, or sites having lighting technology that was not in a suitable location due to factors such as demographics, limited visibility and therefore, a higher probability for damage. Ongoing vandalism of lighting is an issue, for example, feature lighting being pulled out and removed.

Key Opportunities

The following is a categorised summary of successful concepts and implementation for lighting to be encouraged:

Lighting for creativity in the dark

Lighting responses should:

- Utilize creative lighting of public art that adds to a vibrant and cultural experience of the streetscape for both motorists and pedestrians.
- Consider potential and appropriate use of colourful lighting for interest and to add to experiences. Also where to limit the use of colourful lighting to specific areas.

Lighting for significant features / spaces

Lighting responses should:

- Compose lighting and art together to enhance public spaces and for placemaking.
- Utilize creative lighting of infrastructure to celebrate form and presence as sculptural iconic statements
- Move toward human-scale lighting that enhances the experience and character of the street
- Propose lighting to enhance and define heritage values and remnant historical elements within the urban environment.
- Utilize lighting to create vibrant laneway environment connections.
- Incorporate landscape lighting including to trees, to enhance the natural environment, capture and celebrate form and sculptural qualities while making sure not to disrupt ecologies.
- Illuminate public signage and make wayfinding more helpful.

1 Light fixtures pointing upwards add to light pollution, Frankston Foreshore Promenade, Frankston, VIC

2 Public Art installation Sight Line II by Louise Lavarack, Frankston Foreshore & Pier, Frankston, VIC

3 Opportunity for a lighting to provide connection from nearby local shops to the lake, Shaxton Circle Reserve, Frankston, VIC

4 Many sources of lighting and high-pressure sodium street lighting presents a disjointed streetscape environment, Nepean Highway, Frankston, VIC

5 Opportunity for laneway and public art lighting to build on the success of Art Walks and support creative arts, Gallery Lane, Frankston, VIC

6 Fletcher’s Rd Underpass is an opportunity to consider improvements for pedestrian movement and experience, Fletcher’s Rd, Frankston, VIC

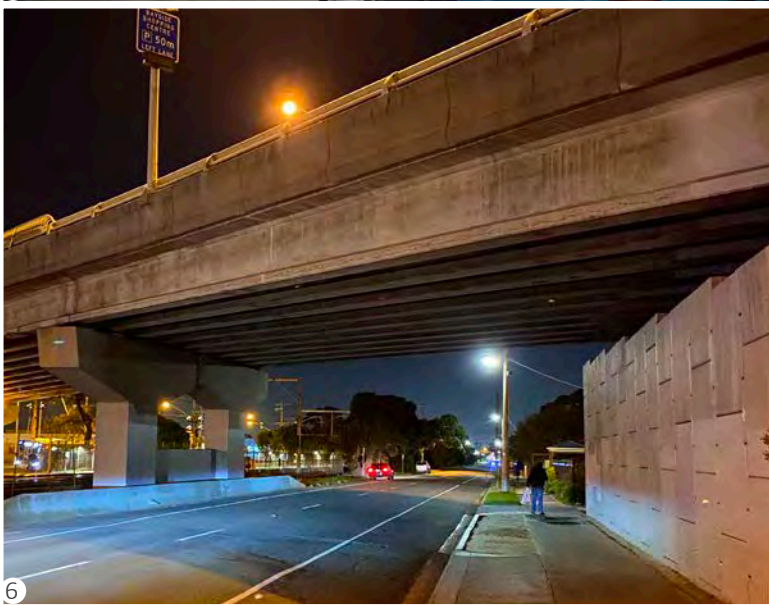
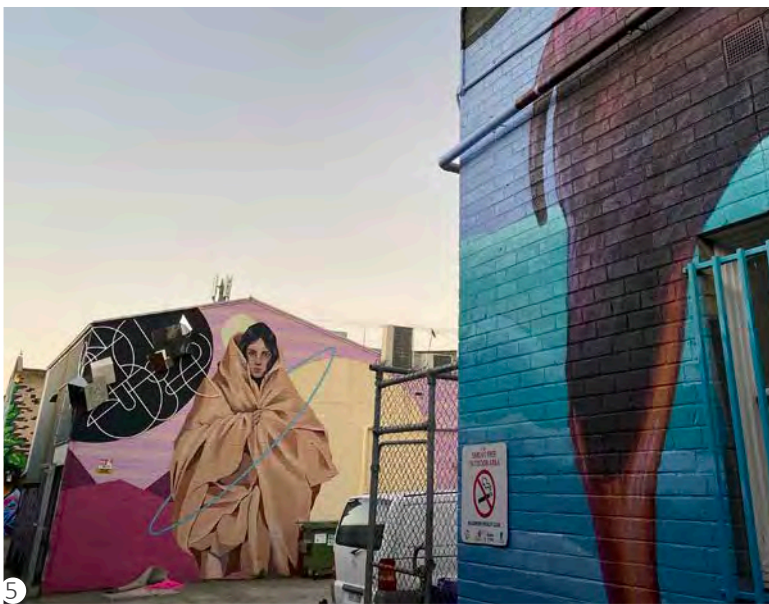
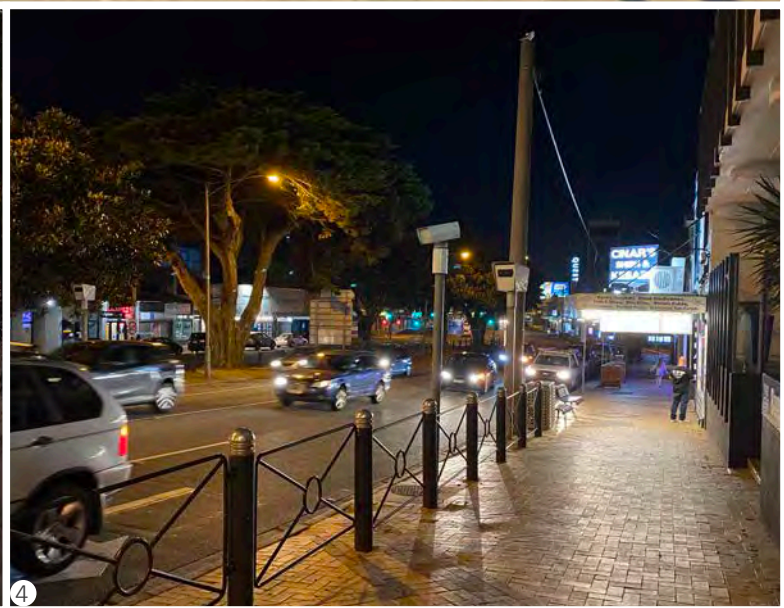
7 Potential to accent the entry gates, Frankston Oval, Frankston, VIC

8 Vandalism of low-quality uplights fixtures in a residential context, Karingal Estate Gateway Wall, Karingal, VIC

Design considerations for lighting

Lighting responses should:

- Facilitate night-time activities, place-making and activation of spaces.
- Provide lighting to support recreational activities into the night for an active City.
- Implement LED lighting technology and solar-powered arrays that contribute to clean energy and energy efficiency.
- Outline CPTED principles as a consideration.
- Integrate design solutions to ameliorate current complaints about trees, lighting and CCTV.
- Consider future needs, demands and trends.
- Considerations include changing lighting technologies such as Smart Technology and CCTV.
- Consider ongoing customer requests for lighting in small parks due to safety concerns (antisocial behaviour at night). Responses need to identify this as an issue and develop a recommendation as to how best approach this from a lighting perspective.
- Always consider that sky glow, light pollution and impact on the night sky, and lighting for public spaces can have grave negative ecological impacts which outweigh any gain from the lighting.





Strategic Outcomes

4.0



4.1 Introduction

Long-term outcomes within the policy domain

The Lighting Frankston Plan is a strategic open space framework for public lighting in the municipality

The vision to be the Lifestyle Capital of Victoria frames the development of the Plan and its core lighting priorities. The step-by-step progression towards the vision is outlined in the diagram (right). This alignment is discussed in detail within Section 4.2 FCC Outcomes Framework and Lighting Design Principles & Guidelines Lighting Design Principles & Guidelines



4.2 FCC Outcomes Framework

Alignment of programme

The Lighting Frankston Plan 2020 is aligned to five outcomes of the FCC Outcomes Framework

The Plan adds to the framework for community building within the municipality, to ensure the strategic direction is conducive to the principle outcome of Frankston City Council as the Lifestyle Capital of Victoria. Of the Framework's seven outcomes, the Plan has five relevant outcomes. These outcomes set expectations for the contribution of lighting projects to lead to success alongside other strategies.

The Plan has an equity focus to identify opportunities across the municipality to achieve a sustainable and community integrated approach with lighting in mind. The aim is to define the approach to use of lighting as a tool for positive experiences.

The Plan proposes a series of lighting typologies that align in different ways to the FCC Outcomes Framework. These will be discussed in further detail in section 4.5 *Lighting Experience Typologies*.

The relevant five primary FCC outcomes and seven secondary outcomes are identified as:

Safe Community

- 1.4 Safe Design (public realm)

Community Strength

- 2.4 Vibrant Community

Healthy Community

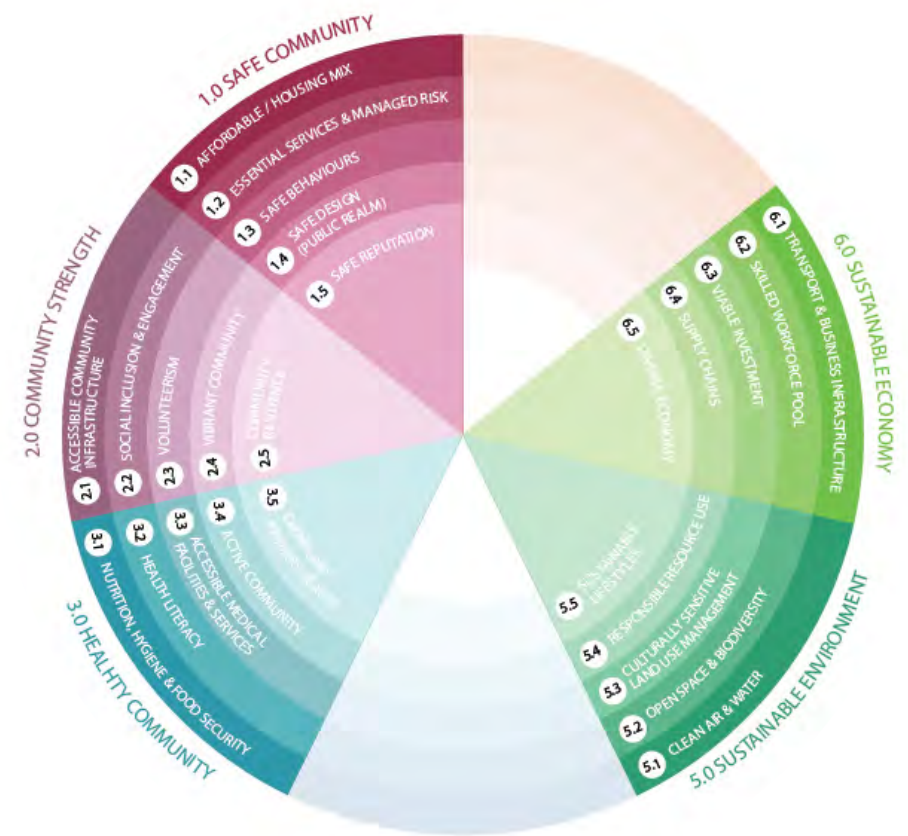
- 3.4 Active Community

Sustainable Environment

- 5.2 Open space and biodiversity
- 5.4 Responsible Resource Use

Sustainable Economy

- 6.3 Viable Investment
- 6.5 Diverse Economy



Relevant Strategic Outcomes

This diagram represents the outcomes that the Lighting Frankston Plan. The intent is to strengthen these strategic outcomes through lighting projects with intent and integrity of public space and program.

FCC Community Building Outcomes

