



Review of Black Rock Village Neighbourhood Activity Centre Strategic Framework Plan

2019

Contents

Background.....	3
Maintenance of Low Scale Buildings.....	4
Adequacy of Parking.....	4
Centre Access.....	5
Socio- economic Performance.....	6
Infrastructure Provision.....	6
Review of Audit Findings.....	7
Attachment 1	8
Attachment 2.....	9
Attachment 3.....	10

Background

In July 2012 Council adopted part of the Black Rock Village NAC Strategic Framework Plan.

Council only adopted a limited set of objectives under the Black Rock Village NAC Strategic Framework Plan 2012 which were inserted into Clause 21.11-8 of the Bayside Planning Scheme, as follows:

- i) Retention of the Design and Development Overlay 1 (DDO1), maintaining a 9 metre/two storey building height limit within the shopping centre and its surrounds;
- ii) Encouragement of new shop top housing in the shopping centre;
- iii) Encouragement of a mix of active retail and commercial uses at ground floor with residential and office uses above;
- iv) Development of articulated built forms that provide an appropriate interface with adjoining residential areas and protect key views to the foreshore from the main roads;
- v) Promote pedestrian safety, access and amenity within the centre and improve pedestrian connectivity between the centre and the foreshore;
- vi) Maintain the supply of publicly available car parking spaces;
- vii) Encourage public transport and cycling as alternative means of access to the centre;
- viii) Widen selected rear laneways and consider one way access to them from the main roads or another safety treatment; and
- ix) Development shall demonstrate that basement car park entrances are not located at the low point of the street.

This review considers the findings collected from the current review of the Black Rock Village Neighbourhood Activity Centre Strategic Framework Plan 2012.

List of Attachments:

- Attachment 1: Height Changes Map
- Attachment 2: Recorded Planning and Building Permits since 2012 and Land Use Changes.
- Attachment 3: Framework Plan Audit

Maintenance of Low Scale Buildings

The public consultation process associated with the development and adoption of the Black Rock Village NAC Strategic Framework Plan 2012 indicated that maintaining existing building heights and adequate car parking supply within the Black Rock Village Shopping Centre and its surrounds were most important to the community.

Since 2012 only three properties at the Black Rock Village NAC have increased in height. Only four properties have increased in height directly east of the centre within the DDO1 and only eight properties have increased in height directly south and south east of the centre. However, residential neighbourhoods north and north east of the centre have experienced substantially more redevelopment comprising increased building height.

(Refer: Attachment 1 – Map of Height Changes since 2012, Black Rock Village NAC and Residential Opportunity Area)

Given that views of Port Phillip Bay from residential neighbourhoods east, south and south east of the Black Rock Village shopping centre have remained relatively uninterrupted, Council's decision to maintain the low rise coastal village feel of the Black Rock Village shopping centre and its surrounds under DDO1 has been relatively well adhered to.

The *Bayside Housing Strategy 2012* ('BHS') predicted that an additional yield of 32 dwellings could be developed in the Black Rock Village NAC if a moderate increase in building height to three storey was facilitated by changes to DDO1.

Planning Practice Note 60: Height and setback controls for activity centres recognises that sensitive coastal locations or precincts with significant topographical characteristics can justify more stringent limitations on building height and built form.

Given the marginal contribution to urban growth expected at Black Rock Village under the BHS and the lower order public transport servicing the shopping centre, it is considered appropriate to continue to protect the coastal views surrounding the Black Rock Village using the built form controls of DDO1.

Inspections of development at Black Rock Village indicates that new development has not impacted on key views to the coast from the main roads and that nearby residential areas have not been affected.

Adequacy of Parking

As part of the preparation of the Strategic Framework Plan, a number of parking and traffic studies of the Black Rock Village were undertaken between 2010 and 2012. The studies determined current and future parking and access needs. While there was some variation in the findings, they can be summarised, as follows:

- A high to very high level of parking demand was recorded during a Thursday lunch time survey. The centre's operation did not appear to be unduly affected by the high parking occupancy rates.
- Based on the shopping centre's existing floor space and surveys of customer usage patterns the centre could support lower on site car parking provision rates for new development than required under the Bayside Planning Scheme provided that on street parking permits are denied to new occupants of the shopping centre.

- Given the moderate amount of new development anticipated under the *Strategic Framework Plan 2012*, the Plan's outcomes would not adversely impact on the function of the arterial and local roads servicing the Black Rock Village.
- Laneways at the rear of shops will be able to cope with increased traffic associated with new development. Widening of laneways via provision of an easement of carriageway along the rear would provide increased vehicular passing opportunities and facilitate loading and waste collection.
- Poor sight lines where laneways meet arterial roads should be addressed by one way access points until sight triangles can be established.

Monitoring of planning approvals granted by Council, since its adoption of the Black Rock Village NAC Strategic Framework Plan 2012, indicates the parking requirement for 89 on site car spaces associated with development at the Black Rock Village has been waived by Council between 2012–2019.

Given, the negative local community reaction to reduced on-site car parking provision for new use and development originally proposed under the Black Rock Village NAC Strategic Framework Plan 2012 and the high car parking occupancy rates recorded at the centre at the time, further parking surveys should be undertaken to determine whether parking waivers granted by Council over the last seven years have adversely affected the centre's operation.

Centre Access

The Black Rock Village shopping centre fronts three Vicroads arterial roads (*ie: Beach, Bluff and Balcombe Roads*). Management of these roads is Vicroads responsibility.

The Black Rock Village shopping centre is on the state Principle Bicycle Network with Balcombe Road being a Bicycle Priority Route. According to Vicroads Network Operating Plan, Bluff Road and Balcombe Road are Bus Priority Routes and a Pedestrian Priority Zone through the Black Rock Village. In accordance with state transport policy for the shopping centre area and the 2008 Black Rock Village Masterplan, the Strategic Framework Plan reiterated the need to:

- Prioritise pedestrian safety, access and amenity through provision of formal pedestrian crossings on Bluff and Balcombe Roads, investigating options to lower speed limits along Bluff and Balcombe Roads and improve safety at the Bluff, Balcombe and Beach Road intersection;
- Encourage public transport and cycling as alternative means of access to the shopping centre; and
- Improve pedestrian connectivity between the shopping centre and the foreshore.

A recent inspection of the Black Rock Village shopping centre indicates that signalised pedestrian crossings have been provided on Bluff and Balcombe Roads to improve pedestrian access and safety within the shopping centre. An additional signalised pedestrian crossing has been provided on Beach Road at the northern approach to the shopping centre for pedestrian access between the foreshore and the shopping centre. A dedicated cycling lane has been provided on Beach Road from the northern approach to the shopping centre.

Reduced speed signs are located on the eastern and northern approaches to the Black Rock Village on Balcombe Road and on Bluff Road, respectively.

Council's Traffic Engineers have advocated to Vicroads for installation of reduced speed signs along Beach Road at the approaches to the Black Rock Village intersection with Bluff and Balcombe Roads.

Council is currently preparing the Black Rock Village NAC Masterplan 2019 to upgrade the public realm at the shopping centre. Council officers consulted with the local community in February 2019 to establish community preferences for improvement works. Improvements that support alternative modal access to the centre will be considered if the community expresses a preference for it during the public consultation.

Socio - Economic Performance

The Black Rock Village NAC Strategic Framework Plan 2012 identified key strategic directions to improve the shopping centre's social and economic performance as a neighbourhood shopping centre with a strong tourism focus.

The Strategic Framework Plan emphasised the need to protect and reinforce the shopping centre's local convenience function. Built form measures sought to preserve active commercial frontages with conversion of shop fronts to non-retail uses discouraged.

Monitoring of land uses within the centre indicates the proportion of retail uses at ground floor level has remained high over the last seven years with a high business retention rate.

The shopping centre's land use mix displays a high rate of active frontages that continue to complement the centre's function as a local convenience shopping centre.

(Refer: Attachment 2 – Summary of Recorded Planning, Building Permits and Land Use Changes since 2012)

Infrastructure Provision

Public realm improvements identified in the Black Rock Village Streetscape Masterplan 2008 and nominated for provision under the Black Rock Village NAC Strategic Framework Plan 2012, included:

- Water Sensitive Urban Design comprising swales and bio-retention pits, greening using median and garden bed planting in streets and car parks and planting of shade trees in selected locations;
- Undergrounding of overhead powerlines along the main roads;
- New public amenities, such as, seats, bins, bike racks, drinking fountains, bollards, an additional toilet facility, upgrading of footpaths and street lighting to illuminate key features of the shopping centre; and
- Directional signs to key heritage sites.

Public realm improvements to the shopping centre area may incorporate infrastructure improvements recommended under the Strategic Framework Plan if the local community expresses a preference for it during the public consultation being undertaken to inform the preparation of the Black Rock Village Masterplan 2019.

Review of Audit Results

An audit of the objectives of the Black Rock Village NAC Strategic Framework Plan 2012 indicates that preferred building height limits and built form for the centre, as adopted by Council in 2012, have been achieved. Land use mix indicates the Black Rock Village is performing well as a local convenience neighbourhood centre and pedestrian access and amenity at the centre has improved in accordance with the objectives of the 2012 Strategic Framework Plan.

Further measures to support pedestrian access and amenity at the centre may be achieved through the preparation and implementation of the Black Rock Village Masterplan 2019.

New shop top housing has not been developed to a substantial level at the shopping centre with significantly more medium density housing developed outside the centre in close proximity to it. Therefore traffic management measures at the centre, including laneway widening and one way access to laneways from main roads, as specified under the 2012 Strategic Framework Plan, have not been required.

Should future demand for housing exceed capacity in Bayside's other activity centres then development controls and traffic management measures at the Black Rock Village may need to be re- evaluated and it would be prudent to review potential for housing growth at the centre in the future.

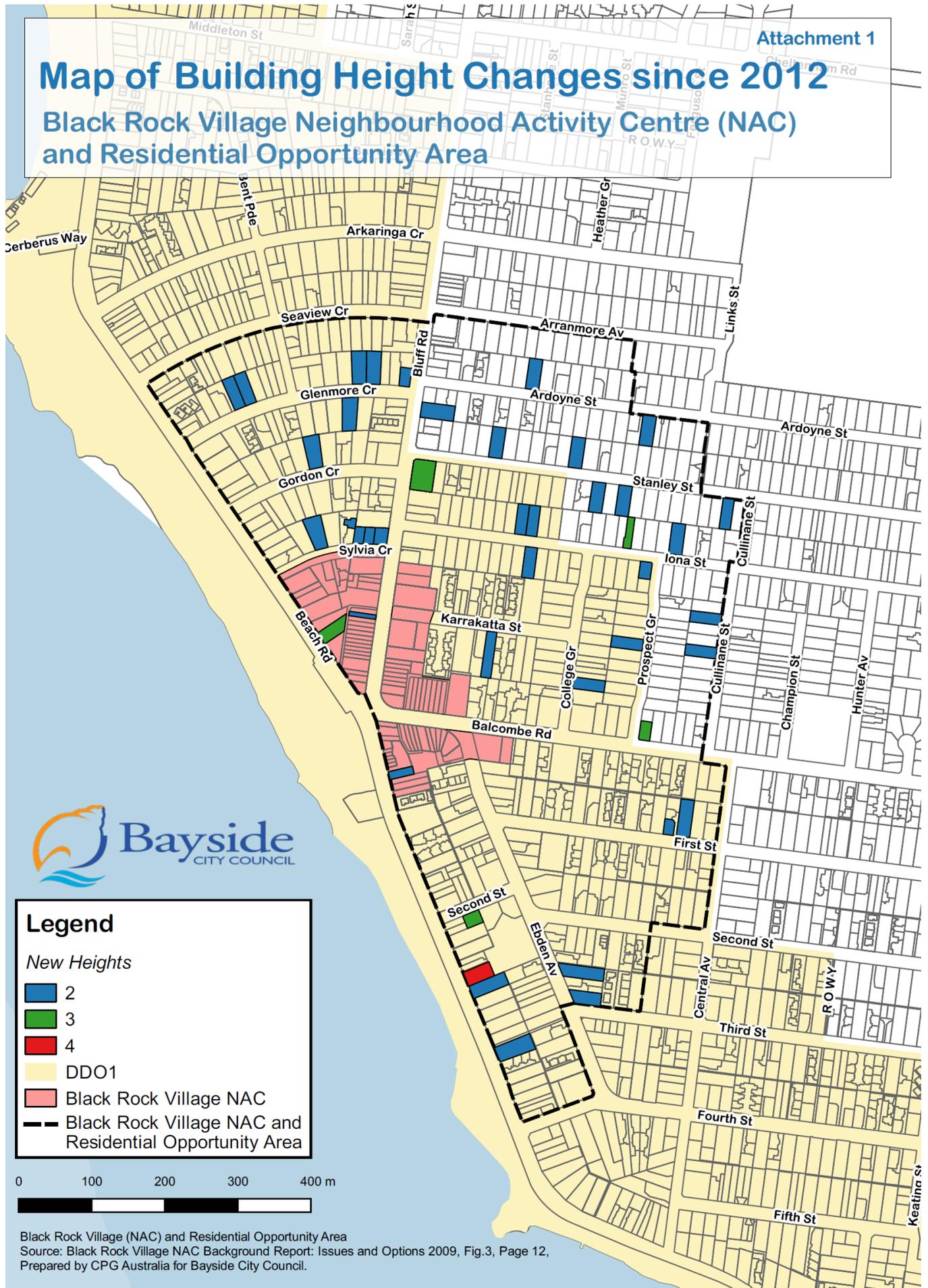
There is no evidence that alternative transport modal access to the Black Rock Village has improved. Due to a lack of regular or fixed rail public transport servicing the shopping centre an adequate parking supply is important in maintaining the centre's ability to service local resident needs.

In view of the continuing reliance of the shopping centre and its patrons on private vehicular access, it is recommended that a parking survey be undertaken to establish the adequacy of car and bike parking provision at the Black Rock Village. The survey findings and any recommended actions will be reported to Council.

Attachment 3 provides a detailed assessment of the outcomes achieved under the Black Rock Village NAC Strategic Framework Plan 2012

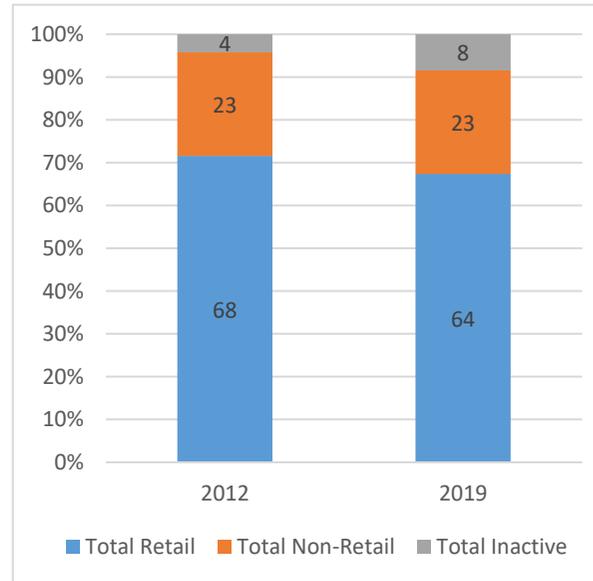
Map of Building Height Changes since 2012

Black Rock Village Neighbourhood Activity Centre (NAC) and Residential Opportunity Area



Black Rock Village - Recorded Planning, Building Permits and Land Use Changes since 2012

Total Building Permits in Study Area (excluding demolition)	102		2012	2019
Total Planning Permits in Study Area	177	Total Retail	68	64
Properties with Increased Height in Study Area	45	Total Non-Retail	23	23
Properties with Increased Height in Black Rock Village NAC	3	Total Inactive	4	8
Properties with Parking Reduction / Waivers	13			
Total Parking Spaces Reduced / Waived	89			



Note : Study Area = Black Rock Village Neighbourhood Activity Centre (NAC) and surrounding Residential Opportunity Area

The Black Rock Village (NAC) Strategic Framework Plan 2012 – Assessment Table

Objective	Achieved	Officer Comment
i) Preferred 2 storey building height (ie: DDO1).	Yes	Only 1 development above 2 storeys developed within the Black Rock Village since 2012.
ii) Encourage new shop top housing	No	Only 5 new shop top dwellings developed within the Black Rock Village since 2012. 50 new dwellings developed in the surrounding area since 2012.
iii) Mix of active retail and commercial uses at ground floor.	Yes	In 2012 there were 68 retail uses, comprising 61 active frontages at ground floor in the shopping centre. In 2019 there are 64 retail uses at ground floor, comprising 57 active frontages with one additional site under construction.
iv) Development of articulated built forms that provide an appropriate interface with adjoining residential areas and protect key views to the foreshore from the main roads	Yes	Three properties in the Black Rock Village have been developed since 2012. Key views to the coast along Beach, Bluff and Balcombe Roads will not be affected by these developments. Two of the developments have no residential abutments. The development at Beach Road fits in well with the scale and character of the adjoining properties.
v) Promote pedestrian safety, access and amenity within the centre and improve pedestrian connectivity between the centre and the foreshore.	Yes	Signalised pedestrian crossings have been installed in Bluff and Balcombe Roads and an additional signalised pedestrian crossing has been provided north of the Black Rock Village intersection on Beach Road. Reduced speed limit signs are located on Balcombe Road and Bluff Road on the eastern and northern approaches, respectively. Council advocated for lower speed limits along Beach Road approaching Black Rock Village but Vicroads have not consented to it. Additional seats have been provided on the footpath at Black Rock Village since 2012 and existing seats on the footpath have been upgraded. Installation of drinking fountains is being considered as part the preparation of the Black Rock Village Masterplan 2019.
vi) Maintain the supply of publicly available car parking spaces.	No	Car parks for shopping centre patrons provided by Council have been maintained since 2012. Car parks for patrons provided by development have not been maintained with waivers granted by Council for provision of 89 on-site parking spaces since 2012.
vii) Encourage public transport and cycling as alternative means of access to the centre.	No	The cycling lane provided on Beach Road approaching Black Rock Village from the north supports cyclist safety on Beach Road but the design does not encourage access to the Black Rock Village. No change to bus services and facilities is recorded. There is high demand for footpath space at the Black Rock Village for seating and other public amenities which has made it difficult to deliver cycle parking racks in optimal locations within the centre.
viii) Widen selected rear laneways and consider one way access to them from the main roads or another safety treatment.	No	Level of new development undertaken at the shopping centre since 2012 has not required it.
ix) Development shall demonstrate that basement car park entrances are not located at the low point of the street.	No	Level of new development undertaken at the shopping centre since 2012 has not required it.