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# BEAUMARIS CONCOURSE STRUCTURE PLAN

February 2005

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# 1 Introduction

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Council wishes to improve the economic performance, appearance, safety, convenience and viability of the Beaumaris Concourse Centre.

There are approximately 40 neighbourhood activity centres in the City of Bayside. These centres contain around 1,300 businesses, employ some 3,500 people and form a key component of the local economy.

The Beaumaris Concourse Activity Centre is located on Reserve Road in Beaumaris and comprises nearly 90 businesses distributed amongst North, South and East Concourse thoroughfares.

The 2003 *Retail Monitor* prepared for Bayside Council by Charter Keck Cramer describes the role of the centre.

*Beaumaris Concourse primarily services the needs of local residents with the immediate postcode area accounting for 76% of visitors surveyed, and 90% of visitors coming from only five postcode areas. The proportion of visitors that come to the centre at least once per fortnight is 91%, which is the highest for all the centres surveyed.*

*The role of the centre to meet the weekly food shopping requirements of local residents is confirmed by the popularity of the supermarket (visited by 41% of shoppers) the bakeries (39%), the greengrocer (34%) and the butcher (12.5%). These proportions are all noticeably higher than those reported for [other centres in Bayside].*

This Structure Plan examines the Beaumaris Concourse Activity Centre and its immediate surrounds.

## **Structure plan objectives**

The principal objectives in developing the structure plan were to:

1. Critically review past strategies and plans pertinent to the Beaumaris Activity Centre
2. Review the existing conditions of the centre and its environs
3. Undertake a parking study to document existing characteristics, address parking demand into the future and document a strategy that builds on past work undertaken by Council
4. Review the appropriateness of current Council planning policies and controls affecting the centre
5. Undertake appropriate consultation with local traders, property owners, residents and relevant community groups

## **Structure of this report**

This report sets out the background to developing the structure plan. It then sets out the structure plan under three headings:

- Land use structure
- Built form structure
- Access structure

It then deals with other issues raised in the consultation that require actions outside the scope of a structure plan. Finally it deals with the issues of implementation.

## 2 Developing the structure plan

### Beamaris Concourse in context

The Concourse is identified as a small neighbourhood centre in the Bayside Planning Scheme and the residential area around the centre is identified for residential opportunity in the Municipal Strategic Statement (MSS) – it as an explicit strategy in the MSS to ‘encourage higher density housing principally in activity centres and residential opportunity areas’.

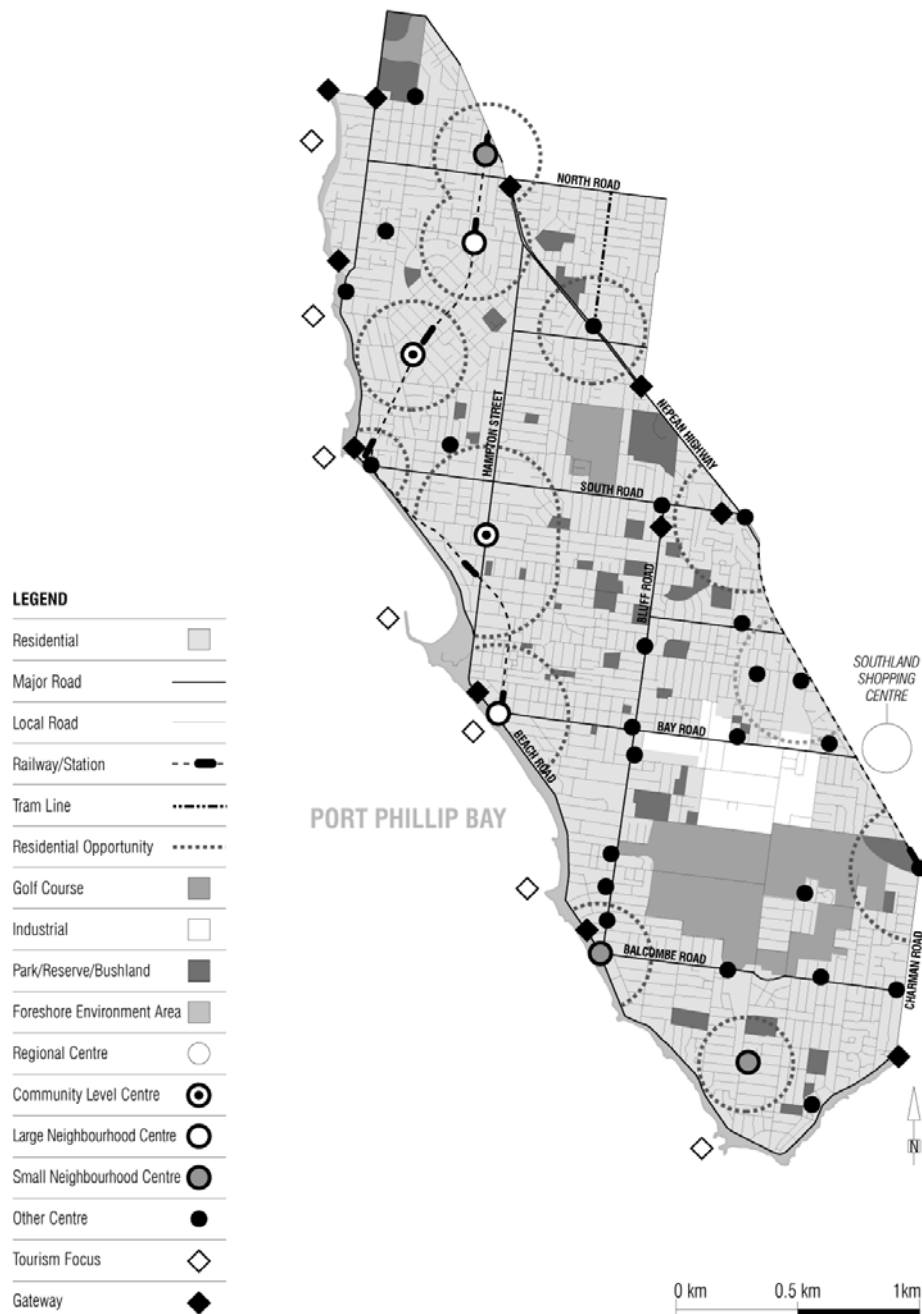


Figure 1: Bayside Strategic Framework Plan

## Bayside planning scheme

The Bayside Municipal Strategic Statement (MSS) sets out three objectives for activity centres:

- To promote sustainable development of shopping centres within a regional context.
- To improve traffic circulation and the amenity of shopping centres.
- To facilitate attractive well-designed centres that are in keeping with the neighbourhood character.

The MSS identifies the strengths and issues of activity centres in Bayside – it says of the Concourse:

Centre	Strengths	Issues
Beumaris Concourse (small neighbourhood centre)	non-food retailing personal services professional services	traders' perception that the centre is declining and tired need for improved streetscape / landscape design

Figure 2: Extract from MSS

Since the MSS was written substantial streetscape improvements have been carried out in the centre. A more detailed analysis of trader perceptions in the *2003 Bayside Retail Monitor* shows that trader perceptions are overwhelmingly positive.

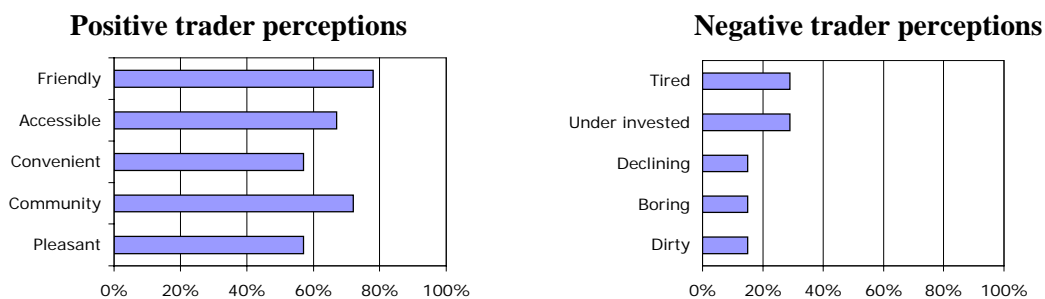


Figure 3: Extract from 2002 Retail Monitor

## Developing the structure plan

The plan has been developed in close consultation with a Steering Group with Council, resident and trader representation. This group has considered the strengths and weaknesses of the centre and agreed to the objectives outlined in this report. The Steering Group met from December 2003 to July 2004 to work through the issues and challenges for the centre with the consultants. The process involved:

- An inception meeting at which the consultants outlined their approach to the task and ran through a series of activities that elicited the perceived strengths and weaknesses of the centre.
- Meeting 2 at which the group was asked to determine some priority issues and aims for what needed to be achieved under each issue.
- Meeting 3 at which the group discussed built form options for the Concourse through a series of visual presentations of built form examples.
- Meeting 4 at which the group worked through a draft set of objectives. This achieved an agreed set of objectives on which the plan is based.
- Meeting 5 at which the consultants presented a draft plan.
- Meeting 6 at which comments on the draft were discussed.

The consultants to the project – IUM and Traffix – undertook a number of observational visits to the centre to assess land use, built form and parking.

The consultants also met and conferred with Council officers throughout the process.

### 3 Vision and objectives

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#### Vision

The vision developed for the Concourse is:

**A 'village' retail and meeting centre serving weekly and speciality shopping needs and providing a community focus.**

#### Objectives

A number of objectives have been identified for the Concourse. These objectives form the basis of developing the different components of the structure plan for the Concourse and identifying actions.

The intention is that the structure plan and implementation actions should help achieve **all** the objectives.

#### **Bayside Retail Monitor**

The Bayside *Retail Monitor* analyses and compares the various shopping centres in Bayside. The retail monitor observes that:

##### ***Tenancy Mix***

*The centre comprises a good mix of tenants for a centre of this size and function. All the key speciality stores are present ... . The number of food retailers is consistent with a centre of this size, as are the number of clothing stores, general retailers, personal services and cafes and restaurants. The proportion of the centre's street frontage devoted to core retail activities is 56%, which is noticeably higher than other centres of a similar size.*

##### ***Centre Structure***

*The Beaumaris Concourse is a physically well structured centre, which contributes to its relative performance. Core retail activity is consolidated within the southern half of the centre with two anchors at either end of the retail precinct with a supermarket at one end and the pharmacy and post office at the other. In between there is a continuity of retail activity comprising related store types (greengrocer, butcher, bakeries, etc.) The position of carparking facilities at both ends of the retail precinct together with the compactness of the centre also underpins the performance of the centre.*

##### ***Competitive Environment***

*The success of this centre reflects the degree to which core retail activities have been consolidated within the southern part of the centre and in particular South Concourse. Non-retail business uses, and restaurants that largely cater for evening activities should be encouraged to not locate within the retail core.*



**Recent improvements to the centre**

Significant streetscape works were completed in June 2004. This work includes kerb extensions to extend pedestrian areas. The work builds on the 2002 introduction of the one way street system and revision of the car parking layout.

## 4 The structure plan

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### 4.1 Land use structure

#### Existing uses

The Concourse has nearly ninety local businesses. Retail businesses are the largest use, but offices, restaurants and cafes, medical and personal services are also significant. Retail uses are concentrated in the South Concourse, office uses in the East Concourse and services and restaurants in the North Concourse. Figure 5 is a plan showing the land uses in the centre.

The north and south ends of the East Concourse are dominated by office uses and these areas have limited potential as retail locations being somewhat tucked away from the main activity.

Use	No establishments		Estimated total supply
Retail	30	36 %	2917 sqm
Office	20	23 %	2405 sqm
Personal	8	9 %	620 sqm
Vacant	8	9 %	
Medical	6	7 %	20 practitioners
Restaurant	5	6 %	451 seats
Café	4	4.5 %	107 seats
Take away food	3	3.5 %	205 sqm
Trade sales	1	1 %	50 sqm
Vets	1	1 %	2 practitioners

**Figure 4: Number and size of establishments**








Nine per cent of premises are vacant, but this includes two premises under construction. Allowing for the buildings under construction gives a vacancy rate of around 6 per cent. This is certainly higher than one might hope for, but is not unduly high for a small suburban shopping centre.

#### Land use zoning

Land uses are managed by the zones under the Bayside Planning Scheme. The shops within the Concourse are zoned Business 1

**Existing land use plan**



-  Car parking
-  Retail
-  Personal services and medical
-  Cafe, restaurant and take away food
-  Office
-  Green space
-  Vacant

**Figure 5: Existing uses**

#### 4.1.1 Residential development in Bayside

Shop top housing has been identified as a residential opportunity for the Concourse.

The State Government supports the continued growth of Victoria's population. In Melbourne 2030 – the State government's metropolitan strategy – it projects that Melbourne's population will grow by one million people over the next 30 years. Melbourne 2030 sets out a policy to create a more compact city and so much of the projected growth is expected to occur within the built up areas of Melbourne.

In the southern region of Melbourne population growth of 180,000 households is projected; 80,000 of this is projected to take place in new urban areas leaving 100,000 new households to be accommodated in the existing urban area and in dispersed non-urban growth. This represents a change from recent patterns of growth. In the four years between 1996-97 and 2000-01 only ten per cent of new housing in the region was developed in 'strategic development sites' including identified principal and major activity centres. Melbourne 2030 projects that this will grow to 25 per cent.

Beaumaris Concourse is not a strategic redevelopment site and so we might expect a continuation of existing patterns of growth around the Concourse.

##### **Shop top housing**

There is a growing demand for shop top housing within Bayside.

Council's MSS sets out objectives and strategies for Housing:

##### ***MSS Housing Objective 1***

*To accommodate increases in residential population levels and changing demographic profiles.*

##### ***Strategies***

*Strategies to achieve this objective include:*

- *Encourage higher density housing principally in activity centres and residential opportunity areas as identified on the Strategic Framework Plan, particularly those with good access to public transport networks (eg. Sandringham Urban Village).*
- *Provide a range of housing choices to meet the diverse needs of the community.*
- *Ensure an adequate supply of affordable housing and rental properties.*
- *Promote the renovation and restoration of shop top dwellings.*
- *Facilitate the conversion of redundant industrial land to residential use where appropriate.*

Shop top housing could deliver a range of benefits to the Concourse. People living in the centre would enhance the safety and sense of security of the centre. It would also help maintain an attractive and vibrant atmosphere across longer portions of the day and week. In light of this our first objective for this Structure Plan is:

##### **SP Objective 1**

##### **To encourage the development of shop top housing**

Providing for shop top housing requires providing adequate parking. This issue is addressed in the transport and access framework. Providing certainty about planning requirements is a practical way of encouraging shop top housing.

### **Other housing opportunities**

Providing for higher density housing close to activity centres has obvious advantages compared with providing it remote from services and facilities. The current Bayside planning scheme identifies the area around the Concourse as a 'residential opportunity' – it is an explicit strategy in the MSS to 'encourage higher density housing principally in activity centres and residential opportunity areas'.

However, while activity centres might be a 'good' location from a strategic planning perspective in the context of the Beaumaris Concourse there are no obvious opportunities for housing intensification because:

- There is a uniform pattern of development around the centre.
- Housing stock is in generally good condition.
- Access to public transport is relatively poor.

Where opportunities for development do exist these are constrained by the existing character and amenity.

#### **4.1.2 Offices**

The shops within the Concourse are zoned Business 1. The Business 1 zone provides an option to require permits for offices or not. In the Concourse no permit is required for a bank, real estate agency, travel agency, or any other office where the floor space is a customer service area available to the public or where the office frontage is less than two metres.

The role of office development in the Concourse needs to be carefully managed. Office development supports local employment – supporting the shops and cafes – but it has the potential to undermine the retail attractiveness of a centre by creating 'dead' frontages or by clogging car parking areas with all-day parking. Even when the frontage is used as a customer service area the front may **appear** closed. Figure 6 shows those properties that currently have an active frontage.

**SP Objective 2**

**To ensure office development does not undermine the retail vitality of the shopping centre**

Limiting new ground floor offices to the east side of the East Concourse will help ensure that they do not come to dominate the Concourse. If a limit is placed on offices Council should monitor the supply of office space to ensure employment opportunities are not restricted.

## Existing active frontages






-  Active frontage – shop front shows activity happening inside and does not present a blank frontage
-  Non-active front
-  Vacant or being rebuilt

Figure 6: Active frontages

### 4.1.3 Entertainment uses

The planning scheme defines food and drink premises as:

- Restaurant – which includes licensed restaurants and cafes
- Convenience restaurant – where a substantial provision is made for consumption off the premises
- Take away food premises
- Tavern
- Hotel.

A restaurant (or cafe) does not require a planning permit for the use in the Business 1 zone unless the schedule to the zone specifies that a permit is needed. A permit would be required to waive car parking provision unless the café or restaurant could supply all its required car parking onsite. A permit is also required for a liquor licence.

Recreation and entertainment uses present some opportunities, but also have the potential to undermine valued characteristics.

**SP Objective 3**

**To limit entertainment uses in the Concourse to a level appropriate to its suburban location**

It is important the restaurant and entertainment uses do not undermine the local shopping role of the centre. Trading until 11.30 pm would be compatible with the suburban location. Introducing a schedule to the Business 1 zone will provide control over these uses and allow for their proper management.

**SP Objective 4**

**To limit late night entertainment uses to a level compatible with the Concourse's suburban environment**

Late night uses are likely to come from restaurant or entertainment uses. Restaurant uses are compatible with a suburban location provided off-site effects can be properly managed. Entertainment uses are not considered appropriate.

#### 4.1.4 Preferred land use structure

Figure 7 shows the proposed land use structure.



-  Car parking
-  Core retail area
-  Retail and entertainment
-  Office and retail
-  Green space

Figure 7: Land use structure



## 4.2 Built form structure

It is anticipated that the Concourse will see new development over the next few years. This needs to occur in a way that improves the functionality and atmosphere of the Concourse.

### 4.2.1 Design quality

The concept of design excellence is used in a number of planning schemes in Melbourne to promote design that responds to its local circumstances and makes a positive contribution to the public environment.

SP Objective 5

#### **To promote excellence in design**

A Design and Development Overlay is proposed to control a number of aspects of development in the Concourse – this overlay should set an objective for design excellence.

Beaumaris was developed primarily in a ‘contemporary’ architectural style typical of Melbourne in its post war development. Apperly<sup>1</sup> says of this style:

*Flying in the face of the all-conquering International Style, Post-War Melbourne [ contemporary] ... offered a palatable, friendly brand of modernism which was not a wishy-washy compromise.*

The particular architectural style of Beaumaris is an important part of the character of the area.

SP Objective 6

#### **To reinforce the distinct Beaumaris style of contemporary architecture**

A Design and Development overlay is proposed to control a number of aspects of development in the Concourse – this overlay should set an objective to reinforce the contemporary style of architecture characteristic of Beaumaris.

### 4.2.2 Scale and form

#### **Neighbourhood character**

The Concourse is a neighbourhood centre, and is not on the principal public transport network. It is appropriate that its form and scale reflect and complement its neighbourhood. Maintaining sun penetration to the south side of streets is important to maintaining the amenity of the centre.



The centre is a mix of single and double storey development.

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<sup>1</sup> Apperly, Richard, Robert Irving and Peter Reynolds ( 1989) *A pictorial guide to identifying Australian Architecture*. Angus and Robertson: Sydney

**Existing building height**



-  Single storey development
-  Two storey development

**Figure 8: Building heights**

SP Objective 7

**To ensure buildings reflect a suburban scale**

SP Objective 8

**To preserve sun penetration to the footpaths**

Residential suburban scale is rarely more than three storeys. The recently introduced Design and Development Overlay Schedule 2 introduces a preferred two storey height limit across residential areas of Bayside. The design objectives of this DDO are:

*To achieve architectural and urban design outcomes that contribute positively to local urban character and enhance the public realm while minimising detrimental impact on neighbouring properties.*

*To preserve the existing character and amenity of the areas as low rise (up to two storeys) suburban areas with a strong garden character.*

*To maintain the prevailing streetscape rhythm, building scale and height of neighbourhoods.*

*To maintain a strong landscape character with buildings set within vegetated surrounds.*

As the centre of the neighbourhood and a commercial area, the Concourse could support a more intensive form of development than the surrounding residential streets and still be in keeping with the character of the area; this might even be seen as a positive contribution to the overall form and character of the area.

A height limit of three storeys is proposed, with the upper storey set back four metres from the front and rear boundary. This provides for development of the Concourse but maintains its valued character.

### **4.2.3 Street activity**

Much of the attractiveness of any shopping centre is its appeal to the pedestrian. It is important to maintain the friendliness of the street for pedestrians and encourage street life.

SP Objective 9

**To make the Concourse streets more pedestrian friendly**

SP Objective 10

**To encourage outdoor activity and street-life in a way that ensures ease of movement for pedestrians**

SP Objective 11

**To ensure active frontages to shopping streets**

The current streetscape works are improving the Concourse for pedestrians with extensions to the pedestrian areas and speed control humps for car traffic.

The challenge is to ensure that private development maintains a good environment for pedestrians. This can be achieved by ensuring that shops:

- present active frontages – ideally retail frontages or views into offices or restaurants
- limit non-retail uses in the retail core (the South Concourse)
- maintain the rhythm of relatively narrow shop fronts
- avoid use of shutters on the outside of shop windows.

There is concern that some of the uses with non-active frontages have been established without planning permission. This may provide an opportunity for Council to negotiate with owners/occupiers to improve these frontages through displays of artworks or temporary exhibitions.

## **Development fronting streets**

SP Objective 12

### **To encourage building 'fronts' to streets**

Where buildings present sides or backs to streets the attractiveness and sense of safety of an area is diminished. There are two areas where new development should be encouraged to create a new frontage:

- onto Edith Street – this is already occurring with a number of new developments
- onto the central car parking area as part of any shop top development.

In both these areas the new 'fronts' would also have to provide for car parking – some new development along Edith Street has successfully combined off-street car parking and a street address.

The central car parking area is a well used part of the public environment of the Concourse and its central trees are a valued feature. New shop top development could transform this space from being the 'backs' of shops to being the fronts of any new or re-development. This could be achieved by having the front doors of shop top development fronting this space and ensuring casual surveillance from windows and/or decks.

#### 4.2.4 Preferred built form structure

Figure 9 shows the Preferred Built Form Structure.






-  Three storey height limit
-  Active frontages required
-  Create new frontages to streets incorporating off-street parking

Figure 9: Built form structure

### 4.3 Car parking and access

Car parking is one of the more contentious issues related to the centre.

In 2000 Council reconfigured traffic and parking arrangements in the Concourse to increase the number of spaces available. Part of this program was the introduction of the one way system which reduced congestion and has allowed for the introduction of widened kerbs as part of the recent streetscape improvement works. There is still some congestion caused by traffic turning right into the South Concourse from Reserve Road. A right hand turn lane could be investigated to ease this problem.

A balance needs to be struck between providing sufficient easy access to maintain the vitality of the shops, and ensuring that car access and parking does not destroy the values that attract people to the Concourse in the first place.

Car parking needs to cater for four needs:

- Short term parking for shoppers – set at 1.5 hours
- Parking for restaurant patrons
- Parking for shop top housing
- Long term day time parking for traders and office workers

#### **Current car parking provision**

There are 317 public car spaces used for the Concourse:

- 137 designated on-street spaces with short term parking restrictions located along South Concourse, East Concourse and North Concourse
- 149 designated parking spaces with no time restrictions located within public off-street carparks
- 31 unrestricted car spaces located along Edith Street to the east of the shopping centre

There are also approximately 208 private car spaces located to the rear of commercial premises located within the shopping centre. Because these spaces are not all used on a regular basis some judgement has been applied to estimate the spaces for each business.

The existing private parking supply was estimated by walking along the laneways located to the rear of each of the commercial premises and counting the number of spaces which could potentially be used for carparking. The total of 208 spaces includes garages, tandem parking spaces, grassed areas located behind closed gates and areas currently being used for storage. The parking supply does not include landscaped areas considered unlikely to be converted to carparking or areas located behind solid fences that do not currently have access.

#### **Car park survey**

Car parking occupancy surveys were conducted:

- 12:30 pm Friday 7 November 2003
- 12:30 pm Thursday 13 November 2003
- 9:00 am Tuesday 18 November 2003
- 10:00 am Wednesday 24 March 2004
- 3:30 pm Wednesday 24 March 2004
- 2:30 pm Thursday 22 July 2004
- 8:00 pm Friday 23 July 2004
- 12:00 noon Saturday 24 July 2004.

The surveys found:

- A weekday daytime peak of 366 parked cars including 269 in public parking areas and 97 in private parking areas to the rear of commercial premises
- A weekday evening peak of 168 parked cars including 129 in public parking areas and 39 in private parking areas to the rear of commercial premises
- A weekend daytime peak of 321 parked cars including 247 in public parking areas and 74 in private parking areas to the rear of commercial premises.
- The only street in the surrounding area that has been identified as being impacted by parking generated by the Beaumaris Concourse is Edith Street
- Edith Street is typically about 55% occupied by parking while activity is occurring at Beaumaris Concourse
- Parking in Edith Street and other streets in the area reaches close to 100% occupancy for a short period between 3:15 and 3:45 in the afternoons on weekdays due to the nearby Beaumaris Primary School.
- The primary school does not affect parking within the Beaumaris Concourse.

### Existing parking demand

The peak parking demand of occupied spaces is shown in Figure 10.

Area	Weekday daytime	Weekday evening	Weekend daytime
Short-term restricted public spaces	86 %	50 %	82 %
Unrestricted public spaces	101 %	40 %	90 %
Total public not including Edith Street	94 %	45 %	86 %
Edith Street (unrestricted spaces)	54 %	6 %	39 %
Private parking areas	47 %	19 %	36 %

**Figure 10: Peak parking demand as percentage of spaces occupied**

Traffix Group have developed theoretical rates for determining the likely parking demands associated with commercial activity centres based on floor areas, seating and practitioners for various different uses. Figure 11 shows the theoretical standard peak rates for each use.

Use	Rate
Retail	4.5 spaces per 100 m <sup>2</sup>
Office	4 spaces per 100 m <sup>2</sup>
Personal	3.5 spaces per 100 m <sup>2</sup>
Medical	3.5 spaces per practitioner
Restaurant	0.4 spaces per seat
Café	0.15 spaces per seat
Take Away Food	4.0 spaces per 100 m <sup>2</sup>
Trade Sales	3.5 spaces per 100 m <sup>2</sup>
Vet	3.5 spaces per practitioner

**Figure 11: Theoretical standard peak rates**

Because different uses experience peak activity at different times, the theoretical parking rates for each use varies throughout the day. The following tables provide theoretical parking rates at different times of day.

<b>Use</b>	<b>Weekday daytime</b>	<b>Weekday evening</b>	<b>Weekend daytime</b>	<b>Measure</b>
Retail	4	2.3	4.5	spaces per 100 m2
Office	4	0.4	0.4	spaces per 100 m2
Personal	3.5	0.7	1.8	spaces per 100 m2
Medical	3.5	1.8	1.8	spaces per practitioner
Restaurant	0.16	0.4	0.2	spaces per seat
Café	0.15	0.15	0.15	spaces per seat
Take Away Food	3.6	4.0	3.6	spaces per 100 m2
Trade Sales	2.8	0.4	3.5	spaces per 100 m2
Vet	3.5	1.8	1.8	spaces per practitioner

**Figure 12: Theoretical rates by time of day**

Based on the above rates, Traffix have determined the theoretical parking demand for Beaumaris to be 410 spaces during the daytime on weekdays, 308 spaces during the evening on weekdays and 306 spaces during the daytime on weekends.

In each case there is sufficient parking supply within the public and private parking areas to meet the theoretical demands.

The theoretical demand exceeds the observed demand in all cases except during Saturdays.

### **Modified Parking Rates**

To reflect the actual situation which is currently occurring at Beaumaris Concourse, Traffix have adjusted the theoretical rates to meet the observed parking demand. The modified rates are listed in Figure 13.

<b>Use</b>	<b>Weekday daytime</b>	<b>Weekday evening</b>	<b>Weekend daytime</b>	<b>Measure</b>
Retail	3.6	0.9	4.5	spaces per 100 m2
Office	3.6	0.4	0.8	spaces per 100 m2
Personal	3.5	0.7	2.8	spaces per 100 m2
Medical	3.5	0.4	1.8	spaces per practitioner
Restaurant	0.12	0.24	0.2	spaces per seat
Café	0.15	0.02	0.15	spaces per seat
Take Away Food	2.4	4.0	3.6	spaces per 100 m2
Trade Sales	1.8	0.4	3.5	spaces per 100 m2
Vet	3.5	0.4	1.8	spaces per practitioner

**Figure 13: Beaumaris Concourse parking rates by time of day**



### Short term–long term demand

For each of the different uses we predict the following breakdown of long term-short term (90 minutes) parking demand.

Use	Short Term	Long Term
Retail	75%	25%
Office	15%	85%
Personal	60%	40%
Medical	50%	50%
Restaurant	75%	25%
Café	75%	25%
Take Away Food	75%	25%
Trade Sales	75%	25%
Vet	50%	50%

**Figure 14: Short term – long term parking breakdown**

Based on the breakdowns in Figure 14 for individual uses and the modified parking rates specific to Beaumaris Concourse, Traffix have determined the following existing demands for short term and long term parking at Beaumaris Concourse.

Time	Short Term Demand	Long Term Demand
Weekday Daytime	200	166
Weekday Evening	116	50
Weekend Daytime	218	104

**Figure 15: Parking demand for Beaumaris Concourse**

Comparing the theoretical demand to the actual supply Traffix concludes:

- The demand for short term parking exceeds the existing supply of 137 spaces during the daytime on weekdays and on weekends.
- The existing 149 unlimited duration public spaces and 208 private spaces exceeds the peak long term parking demands of the centre.
- Introducing short term parking restrictions to some of the existing unrestricted public carparking spaces would redress this imbalance.
- The long term weekday day time demand could be met by existing private spaces if these were used more effectively.

SP Objective 13

### **To provide adequate and convenient parking for shoppers now and into the future**

The demand for short term parking exceeds the supply. Much of the parking in the Concourse is restricted to 90 minutes, but 149 spaces are unrestricted. Short term supply can be increased by placing time restrictions on these spaces.

The parking in the car park adjacent to the green space is unrestricted. This is an important area for the Concourse and if parking supply for shoppers needs to be increased the logical measure would be to place time restrictions on this area.

SP Objective 14

**To provide new long term parking for the Concourse if increased development proceeds.**

**Short term options**

There are a number of immediate actions that could be undertaken to provide for long term parking. A number of premises do not use rear yards for parking – these could be brought into play. The existing private parking areas are not fully utilised.

Behind the shops on the North Concourse is a large concrete apron that has the potential for parking but is under used. A cooperative approach among land owners, and parking bay markings on the ground could increase parking supply in this area by making the area more easily used for parking.

There is the potential for greater use of Reserve Road for parking – this might have the added side benefit of signalling the presence of the centre to passers-by. Currently the road space immediately outside of the centre is given over to a taxi rank – it is not clear why. This could be given over to car parking and the bus stop could be moved closer to the South Concourse now that this has been made one way.

**Catering for new development**

The existing peak occupancy of Beaumaris Concourse occurs during the daytime on weekdays when 366 of 494 spaces are occupied, with a surplus identified of 128 spaces (though not a surplus of short term spaces). Considering that the total parking supply should not be more than 90 per cent full to allow a good turnover of parking for customers, this leaves up to 79 existing spaces that could be used for future development. Recent development approvals are likely to reduce this by 10 to 15 spaces.

Outlined below are two possible development scenarios which could be accommodated based on the existing parking supply and the existing rates of parking demand that apply to the various uses at Beaumaris Concourse.

- 32 dwellings on the basis that spaces are not available for sharing with shop employees during the daytime and two spaces per dwelling are required.
- 2,000 m<sup>2</sup> of additional retail floor area provided any spaces removed as part of development are replaced.

This level of development is less than what might be expected to take place over the long term. Hence there is a need to establish cash-in-lieu mechanisms to ensure equitable contribution to addressing the parking needs of the Concourse.

**Long term option**

There are a number of options for addressing parking demand for all day parking. The following table presents the pros and cons of the options available. Option H seems to be the most feasible but would require further investigation and costing.

Without a long term solution Council is not in a position to require cash-in-lieu payments for any shortfall in parking for new development.

<b>Approach or location</b>	<b>Pros and cons</b>
<b>O Do nothing</b>	Pros: There does not currently appear to be a problem and so action is not needed. Cons: Only a sensible option if increased parking is not required to meet broader social and economic goals of the centre.

<b>Approach or location</b>	<b>Pros and cons</b>
<p><b>A Limit demand</b> Rather than supply new parking, limit new floor space so that new demand is not created.</p>	<p>Pros: Would solve the need to find new car parking supply. Cons: Would have long term adverse economic impacts on the centre. May not be possible without strict planning controls.</p>
<p><b>B Case by case</b> Consider parking solutions for new development on a case by case basis.</p>	<p>Pros: Deals with immediate issues. Cons: Unlikely to solve parking issues as potential for on-site supply is limited. May result in development being permitted without parking by VCAT.</p>
<p><b>C Incremental improvements</b> Seek to increase long term supply by a range of small scale interventions.</p>	<p>Pros: Pragmatic approach to the issues. Cons: Will not yield many spaces. The introduction of angle parking realised most of the potential of this approach.</p>
<p><b>D Community centre</b> Provide car parking at the community centre – with or without shuttle bus</p>	<p>Pros: Easy to implement and potentially a low cost option. Cons: Would require cooperation of traders and employees. A shuttle bus would be expensive – \$50,000 to \$100,000 per year – and is not really warranted for a 200 metre walk. May interfere with parking supply for community events. Would require enforcement of short term parking.</p>
<p><b>E1 Decked parking in central area</b> This would involve constructing a decked parking structure in the central area between the rear of properties facing the North and South Concourse. This space is approximately 20 metres wide and provides rear access to properties fronting the North and South Concourse.</p>	<p>Pros: Would provide increased long term parking supply for the centre. Cons: Would require removing the central trees. Would be extremely expensive because the central area is too narrow to provide for a central access lane, bays and access to properties and so the first deck would need to be high enough to allow access to properties underneath. Would require trader agreement to a separate rate scheme.</p>
<p><b>E2 Decked parking in central area with acquisition of rear of properties</b> This would involve constructing a decked parking structure as in E1 but with acquisition of rear of properties to solve space problems.</p>	<p>Pros: Would provide increased long term parking supply for the centre. Overcome the limitations of the central area being too narrow. Cons: This proposal would require removing the central trees. Would require acquisition of properties and some partial demolition of buildings and trader agreement to a separate rate scheme.</p>

Approach or location	Pros and cons
<p><b>F Redevelopment of car park in front of green space</b> This would involve development on the west car park. This could be combined with new retail floor space at ground level.</p>	<p>Pros: Would provide increased long term parking supply for the centre. Could provide a better interface to the green space. Cons: Would have significant impact on the green space. The potential to significantly increase parking is limited given that the area is already used for parking and it would be important to provide active retail frontages at ground level. This means that at least two levels of parking would be needed (to replace existing parking and to increase supply).</p>
<p><b>G Local streets</b> Accept all-day parking on local streets</p>	<p>Pros: Low cost and simple to implement. Cons: Local residents may not support this option. Would require enforcement of short term parking.</p>
<p><b>H Car parking</b> It would be possible to purchase properties adjacent to the centre or part of the business land outside the retail core to create a new car park accessible from the Concourse.</p>	<p>Pros: Provides for long term parking supply. Could be incorporated with a redevelopment to provide housing. Cons: Has potential off-site effects that would need to be carefully managed. May not meet with community support.</p>

**Figure 16: Options for all day parking**

Option H potentially provides the best long term solution for management of parking at the Concourse. In other centres around Melbourne provision of parking on land adjoining the centre is a common solution to meeting parking demand. Council should develop a detailed proposal to implement Option H.

#### 4.4 Loading and unloading

There is ongoing concern about the use of the rear car park by the fruit shop as a loading and storage area. Recent discussions have been held with the operator of the shop and improved loading and storage facilities will be provided to ensure the car park area is not used for storage.

There is a need to ensure that adequate loading and unloading facilities are maintained with any development of the Concourse and kept available for all shop-keepers. There is also a need to better handle waste disposal: not just the physical arrangement to maintain amenity and efficiency but also to enable recycling programs to be implemented. Council is currently investigating waste disposal options.

#### 4.4.1 Preferred access structure

Figure 17 shows the Preferred Access Structure.








-  Car parking areas without change
-  Short term improvements to increase parking supply
-  Work with tenants to increase parking supply
-  Restrict to short term parking
-  Improve pedestrian connection

Figure 17: Access structure

#### 4.4.2 Proposed structure plan implementation

The land use, built form and access structure is implemented by:

##### **Planning scheme changes**

PS1 Introduction of a planning scheme amendment to implement this structure plan.

The amendment would consist of

- A local policy into the planning scheme to give effect to the Structure Plan.
- Introduction of schedule to Business 1 zone to require permit for restaurants in the centre.
- Introduction of Design and Development Overlay to:
  - Set parameters for shop top housing
  - Limit height of new development to three storeys
  - Ensure active frontages to shopping streets
  - Nominate where new fronts are desired.

##### **Active frontages**

C1 Investigate the planning permit status of uses with non-active frontages.

##### **Altered parking provisions**

P1 Make better use of Reserve Road by reviewing taxi rank and bus stop location and marking bays.

P2 Introduce 90 minute parking to the car park adjacent to the green space and between North and South Concourse.

P3 Review parking provision and line marking in Reserve Road to provide right hand turn lane for traffic heading north into South Concourse.

P4 Investigate feasibility of new parking area within or adjacent to the Concourse so that a cash-in-lieu scheme for parking can be introduced to deal with any parking shortfall from proposed new developments. The cash-in-lieu scheme would require a cash contribution from developers to help fund any shortfall in parking for their new development.

It is also important to work with traders to encourage increased use of rear parking areas.

## 5 Other initiatives

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### 5.1 Alternative to car access

Providing alternatives to the car is an important part of maintaining the local feel of the Concourse.

#### Walking

Walking is often overlooked as a significant transport mode. Reasons why people do not choose to walk can be grouped into three categories:

- Constraints – have to carry luggage.
- Objective reasons – distance too far to walk – greater than 2 km (approximately a 25 minute walk).
- Subjective reasons – negative community climate towards walking – for example, couldn't be bothered.

It is this subjective category that provides the most potential for change from car to walk. Research shows that shopping trips followed by personal business and escort (to school) have the greatest potential for change to walking.<sup>2</sup>

Walking can be increased by:

- Providing new pedestrian links
- Upgrading existing links
- Providing better signage.

**SP Objective 15**

#### **To increase walking as a mode of transport in accessing the Concourse**

The area surrounding the Concourse generally provides for good pedestrian access.

A pedestrian crossing over Reserve Road is proposed under Council's 2004 budget and will improve pedestrian access from the west.

Pedestrian access along East Concourse via Moyseys Run to the north-east of the centre could be improved. Space in this area is limited and a shared space approach would be needed.

Providing signage oriented to pedestrians can encourage pedestrian access to the centre. Signs that provide direction coupled with anticipated walking time have been proved to be effective elsewhere<sup>3</sup>. A series of finger boards in surrounding streets indicating direction to the Concourse at 5 minutes and 10 minutes walking time is suggested.

#### **Improved access**

It is often better to think in terms of 'disabling environments' rather than disabled people. With an aging population many more people are expected to have impaired mobility in the future. Many of

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<sup>2</sup> James, Bruce et al. (2001). *Potential for Increasing Walking Trips*. Australia: Walking the 21st Century, Perth, Western Australia.

<sup>3</sup> Advice from Rodney Tolley Director of the Centre for Alternative Sustainable Transport.

the premises in the Concourse do not provide for access by wheel chair. (Figure 18 shows an assessment of those premises that are accessible by wheel chair.) Providing an at-grade entrance (an entrance without a step) would provide better access for a range of customers – not just those in wheel chairs.

Visually impaired people can have trouble navigating footpath obstructions. Keeping a designated strip clear along the building line is accepted practice for improving access for visually impaired people. Keeping this area clear also helps create a more attractive uncluttered feel to the centre.

**SP Objective 16**

**To provide good access for all members of the community**

This objective can be achieved over time by encouraging shop keepers and shop owners to provide better access to their shops. Such access is a requirement of the Disability Discrimination Act.

**Cycling**

Improving bicycle access to the centre can also help reinforce the role of the Concourse as a local shopping street.

**SP Objective 17**

**To increase bicycles as a mode of transport in accessing the Concourse**

Providing bike parking and marking cycle routes in the surrounding area are two practical ways to encourage more cycling to the Concourse.

**Other alternatives to the car**

The desirability of providing for alternatives to the car were raised in consultations.

**SP Objective 18**

**To provide alternatives to the car for accessing the Concourse**

The issue with alternatives to the private car are as much a matter of low demand for such alternatives as a lack of provision. The most effective way of promoting alternative transport use is by providing detailed information on alternatives to car use tailored for individual households. This sort of program – TravelSmart<sup>4</sup> – has led to 20 per cent reductions in car use in other Melbourne suburbs. This approach would be far more effective in encouraging alternative travel patterns in Beaumaris than providing new or alternative transport services.


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<sup>4</sup> See <[www.travelsmart.gov.au](http://www.travelsmart.gov.au)>



**Wheelchair access**



 Wheelchair access not provided

**Figure 18: Impediments to shop access for mobility impaired**

## 5.2 Streetscape

### Signs

The quality and constancy of signage is largely beyond the control of Council. Within a Business 1 zone a permit is not required for up to eight square metres of business identification signage above verandas and 1.5 of internally illuminated below veranda signage.

SP Objective 19

#### **To improve the quality and consistency of signage in the Concourse**

Improvements to the quality and consistency of the signage of the centre would depend on the cooperative efforts of local traders.

### Visual appeal

There were some concerns that the streetscapes of the Concourse were in need of improvement. Indeed this is recognised in Council's planning scheme and Council is currently carrying out streetscape improvement works.

SP Objective 20

#### **To improve the visual appeal of the streetscape**

The next improvement to the streetscape will require upgrades of individual properties or the removal of overhead wires. This will require action and commitment from land owners and traders, as well as State government support.

SP Objective 21

#### **To maintain and improve the safety of the environment**

This is a broader issue than the Concourse alone and is best tackled through an adoption of crime prevention through environmental design principles (CPTED) in the assessment of all planning issues in Bayside<sup>5</sup>.

## 5.3 Identifying the Concourse

The issue of identification of the Concourse from Reserve Road was raised in consultations. A standard Bayside shopping centre identification sign is already located on Reserve Road but it is not really visible to passers-by because of the amount of vegetation in the road reserve and adjoining green space. There was a desire from traders to raise the profile of the centre.

SP Objective 22

#### **To raise the profile of the Concourse with potential users from outside the immediate area**

Actions already suggested:

- car parking spaces marked on the Reserve Road
- a new pedestrian crossing

will raise the profile of the centre.

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<sup>5</sup> See *Safer Community Guidelines* on <[www.justice.vic.gov.au](http://www.justice.vic.gov.au)>

Developing a stronger landscape treatment on Reserve Road opposite the Concourse with an emphasis on traffic-calming and creating a sense of place would improve the amenity and raise the profile of the centre. This would be a long term project.

## 5.4 Environmental sustainability

### Landscape issues

The role of the green space is vital to the identity and image of the Concourse. An earlier proposal to use part of the green space for car parking has been rejected by Council and Council is pursuing a planning scheme amendment to confirm the status of the green space as -Public Park and Recreation Zone (PPRZ).

SP Objective 23

#### **To preserve and reinforce the green space as a defining feature of the Concourse**

This means preserving the area of green space and ensuring its ongoing management. Recognising the green space as a Council reserve and giving it a name would be appropriate.

There was a desire to increase the number of trees in and around the centre.

SP Objective 24

#### **To increase the number of trees and greenery in the centre**

SP Objective 25

#### **To preserve and increase areas of indigenous vegetation in the Concourse**

The new street works include new tree planting.

### Stormwater issues

The Concourse is subject to local flooding in periods of heavy rain. This is recognised by it being within a Special Building Overlay in the Planning Scheme.

Local flooding in shopping centres can have a potentially devastating impact on local trade. The ground floor level of shops are built at-grade and so shops are often more susceptible to flooding than houses where the ground level is often raised above the ground.

SP Objective 26

#### **To address issues of local flooding**

An effective solution to this problem will require action across a larger area than the Concourse.

Concern was expressed about run-off from wash-down entering the bay.

SP Objective 27

#### **To reduce adverse impacts of run-off to the bay from wash-down**

SP Objective 28

#### **To improve the quality of storm water run-off**

If shop wash-down is an environmental problem it will be a problem across all of Bayside. A typical problem with storm water run-off from shopping centres is litter. Litter traps have been installed in the drainage entry pits around shopping centres reducing litter entering streams and the Bay and a gross litter trap was installed at Florida Avenue–Reserve Road in April 2004.

## **Other environmental issues**

Environmental sustainability is seen as an important issue. Particular issues were:

- the reduction of the use of potable water
- the energy efficiency of buildings.

These issues are being addressed by changes to the building and plumbing regulations on a statewide basis.

Council is currently investigating issues of waste recycling in the Concourse shopping centre.

### **5.4.1 Social and economic vitality**

The social and economic vitality of the centre is valued by all sections of the community. The Concourse plays an important role as a local meeting point for all sectors of the community, from the mothers and retired people having coffee to the young people lounging on the grass of the green space.

#### **Economic vitality**

Beumaris Concourse shopping centre is a local shopping centre catering for local shopping needs. Central to its ongoing success is maintaining its local retailing role – this gives two objectives:

**SP Objective 29**

**To ensure the vitality of local retailing**

**SP Objective 30**

**To encourage the Concourse shops to provide for all weekly shopping needs**

Ensuring the vitality of the shopping centre means adapting to changing retail and demographic patterns – this is essentially a role for the traders in the centre. Critical to the continued success of the centre is ensuring convenient access to the centre.

#### **Social vitality**

The Concourse is an important local meeting place and social hub for all ages – from teenagers in the green space to retirees sharing coffee. This appeal to a broad cross section of the community shows the value of the centre in the social life of the local community.

**SP Objective 31**

**To support the development of informal meeting areas**

**SP Objective 32**

**To improve facilities for parents with children**

The cafes serve as important informal meeting places. The current streetscape works that increase the space for tables and chairs will expand this opportunity. Other possibilities are public seating within the Concourse and additional seats within the green space.

Improvements to the green space by the planting and additional seats is worth exploring further. The possibility of playground equipment has been explored in the Council Playground Strategy and is not supported by this strategy because of the range of existing nearby playgrounds.

SP Objective 33

**To encourage synergies between the community centre and the Concourse**

SP Objective 34

**To provide better connections between the Concourse and the library and community centre**

The community centre and the Concourse are very close – about 200 metres or two minutes walk – but do not seem to be well connected. Improved connections could reinforce the social and community role of both the community centre and the Concourse.

Opportunities for better connections include:

- Improved pedestrian links between the Concourse and the Community centre – this could include ‘threshold treatments’ at the intersection of Reserve Road and Agnes and Victor Streets. A threshold treatment is where the footpath continues at the same level across an intersection giving a stronger visual connection across the road and more visible connection for pedestrians.
- Cross-promotional signage – where signage in the Concourse promotes activities and the Community centre and visa versa.

### **Wider connections**

There is an opportunity to promote the Concourse to people who are already visitors to the area, but may not be Concourse shoppers – that is, people visiting:

- the Community Centre
- local primary schools – Beaumaris, Stella Maris and Beaumaris North
- local secondary schools – Sandringham College
- local tennis and bowls clubs.

This promotion would be most effective if it were coupled with support of fund raising efforts, by donating goods or services or assisting in fund raising efforts. Presumably this would already be occurring in an informal manner.

### **Sense of community**

There is a desire to strengthen the sense of community in the Concourse.

SP Objective 35

**To strengthen the sense of local community**

Proposal discussed above to promote the centre at local facilities such as schools and sporting clubs will help achieve this objective.

A program of events – or local fund raising – is a simple way to bring people together and build social ties.

## **5.4.2 Implementation**

Achieving the broader objectives of the centre will require actions by traders and support from Council’s existing programs. The actions proposed for the Concourse need to be assessed for priority against broader Council aims and programs.

### **Trader initiatives**

- T1 Work together on a coordinated marketing and promotion plan.
- T2 Shop keepers and shop owners to improve access for disabled to their shops.
- T3 Work together to improve the design and consistency of signage in the centre.

**Council initiatives**

- C2 Work with traders to make better use of rear yards for parking, in particular on the land behind the shops on the north side of the North Concourse.
- C3 Support a TravelSmart program in Beaumaris.
- C4 Develop plans for the beatification of Reserve Road.

**Capital works**

- W1 Installing a signalised pedestrian crossing across Reserve Road – this is part of Council's 2004–05 capital works program.
- W2 Investigate improved pedestrian links between the Concourse and the Community Centre.
- W3 Install a Community Centre promotions board at the Concourse. The community centre would need to undertake to maintain the noticeboard.
- W4 Providing signage oriented to pedestrians in surrounding streets indicating direction to the Concourse at 5 minutes and 10 minutes walking distance.
- W5 Marking cycle routes in the surrounding area.
- W6 Supporting construction of rear crossovers to promote parking behind shops.

## 6 Priorities and recommendations

### 6.1 Priorities

Achieving the vision for the Concourse requires the adoption of a structure plan and its implementation in the planning scheme. It can also involve a range of other initiatives instigated by traders or supported under existing (or new programs) of Council.

It is important to begin implementation with relatively easy and high profile actions. The following table provides an overview of actions rated for cost, and impact. Items that depend on a new funding program are marked with an asterisk (\*).

<b>Low cost</b>	PS1: Planning scheme amendment C2: Make better use of use rear yards for parking	W3: Community centre notice board	P2: Extend short term parking C1: Investigate non-active frontages
	*T1: Coordinated marketing campaign *W4: Pedestrian signage in surrounding streets *C3: Support a TravelSmart program in Beaumaris improve the design and consistency of signage	W5: Marking cycle routes *W6: Support new crossovers to rear parking	P1 and P3: Review parking and traffic on Reserve Road
	*P4: Investigate alternative long term parking *W2: Investigate improved physical links between Concourse and Community Centre C4: Reserve Road plans	*T2: Improved access for disabled to shops *T3: Work to improve design and signage	
<b>High cost</b>	<b>Long term impact</b>	<b>Medium term impact</b>	<b>Short term impact</b>

### 6.2 Recommendation

It is recommended that:

Council adopt the Structure Plan set out in this report as the basis for managing development of the Beaumaris Concourse shopping centre

PS1 Council prepare and exhibit a planning scheme amendment consisting of

- A local policy into the planning scheme to give effect to the Structure Plan.
- Introduction of schedule to Business 1 zone to require permit for restaurants in the centre.
- Introduction of Design and Development Overlay to:
  - Set parameters for shop top housing
  - Limit height of new development to three storeys
  - Ensure active frontages to shopping streets
  - Nominate where new fronts are desired.

- P1 Make better use of Reserve Road by reviewing taxi rank and bus stop location and marking bays.
- P2 Introduce 90 minute parking to the car park adjacent to the green space.
- P3 Review parking provision and line marking in Reserve Road to provide right hand turn lane for traffic heading north into South Concourse.
- P4 Investigate feasibility of new parking area within or adjacent to the Concourse so that a cash-in-lieu scheme for parking can be introduced to deal with any parking shortfall from proposed new developments. The cash-in-lieu scheme would require a cash contribution from developers to help fund any shortfall in parking for their new development.

Council support in principle the other initiatives proposed in this report and that these initiatives be assessed for priority in Councils existing works programming and budgeting processes.