

**City of Kingston
Special Council Meeting**

Agenda

11 July 2011

Notice is given that a Special Meeting of the Kingston City Council has been scheduled for 6.00pm at 1230 Nepean Highway Cheltenham on Monday 11 July 2011.

Business will be as follows:

- 1. Apologies**
- 2. Disclosures of conflicts of interest**
- 3. Items of Business**

N 104 Adoption of the 2011/12 Budget

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N 105 Adoption of the Mentone Activity Centre Structure Plan

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Submitter	Issue Raised	Officer Comment
	<p>4. Loss of grants of \$0.7 million is this part of cost shifting and why not reduce services?</p> <p>5. Employee Numbers 811 EFT compared to 784 in 2009/10. Have we increased services to that extent?</p> <p>6. Employee costs up 4.7%, what is the anticipated wage increase.</p> <p>7. Explain the \$2 million call up for the Defined Benefits Scheme.</p>	<p>Reserves.</p> <p>4. Capital Grants have reduced to \$2.1 million however in 2010/11 significant "one-off" stimulus grants were received from the Federal Government for projects such as the development of Bicentennial Park, Patterson Lakes Primary School Warm Season Grass Conversion and Skate, BMX and Youth Spaces Study. The reduction in grants do not relate to operating grants.</p> <p>5. This is mostly due to the growth in services and some organisational changes. Councillors have previously received a report detailing the movement from 784 in 2009/10 to 811 in the 2011/12 Draft Budget.</p> <p>6. The Enterprise Bargaining Agreement in place incorporates a \$36 per week increase or 3.5% increase (whichever is greater) from 1 July 2011. The balance of the increase is related to movement within the banding structure and related employee oncost movement (eg annual leave and LSL provisions).</p> <p>7. A shortfall in the liquidity level of the closed (to new members since 1993) Vision Super Defined Benefits Superannuation fund has been identified by the Funds' actuary and the Trustees of the Fund have made a call on employer members of the fund. Kingston's share of the overall \$71 million shortfall is \$2,043,893 including the Federal Government Superannuation Contributions Tax. Council recently adopted an approach to repay this debt without a call on the ratepayers.</p>

A detailed response from the Finance Manager will be provided to the submitters following the adoption of the Budget.

As per normal practice, the Budget that was presented to the Community requires the inclusion of the capital carry forward projects which are now largely known following the end of the financial year.

A summary of the adjustments to the Draft 2011/12 Budget on the Statement of Cash Flows related to Capital Carried forwards are as follows:

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Item		Forecast 2010/11 \$'000		Budget 2011/12 \$'000		Net Effect 30 June 2012 \$'000
Carry Forwards Capital (Gross (See Attachment C of Budget Document for Details)	+	4,665	-	4,665		Nil
Less funded from Capital Grants / Contributions	-	515	+	515		Nil
Net Cashflow movement	+	4,150	-	4,150		Nil
Less funded from Reserves	-	279	+	279		Nil
Net Cash funded by Rates	+	3,871	-	3,871		Nil

Balance Sheet adjustments are as follows:

Item		Forecast 2010/11 \$'000		Budget 2011/12 \$'000		Net Effect 30 June 2012 \$'000
Carry Forwards Capital						
Infrastructure, Property, Plant & Equipment	-	4,665	+	4,665		Nil
Cash and Cash Equivalents	+	4,150	-	4,150		Nil
Capital Reserves	+	279	-	279		Nil

Copies of the budget as proposed to be adopted are attached to the agenda papers. Further copies are available in the public gallery foyer for perusal by interested members of the public gallery.

Recommendation

That:-

1. Council adopt the 2011/12 Budget and Statutory Information (including fees and charges) and Strategic Resource Plan as presented;
2. In respect of Rates and Charges:-
 - a) Declare a differential rate for rateable land having the characteristics specified in the Schedules to Attachment B of the Budget document, which characteristics will form the criteria for each differential rate so declared:
 - 8.1 General Land (refer to Schedule A)
 - 8.2 Agricultural Land (refer to Schedule B)
 - 8.3 Extractive and Landfill Land (refer to Schedule C); and

that the rate of (based on the cents in the dollar of Capital Improved Value set out below) be;

Category	cents in the \$
General Land Rate	0.22230
Agricultural Land Rate	0.17784
Extractive and Landfill Land Rate	0.37372

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- b) A Municipal Charge of \$100 per rateable property; and
- c) Waste Service Charges as follows:-

Service Choice A - 120 litre garbage, 240 litre recycling and 240 litre green waste bins	\$175pa
Service Choice A – Landfill Levy Charge	\$25pa
Service Choice B – 80 litre garbage, 240 litre recycling and 240 litre green waste bins	\$142pa
Service Choice B – Landfill Levy Charge	\$17pa
Service Choice C – 120 litre garbage, 240 litre recycling and 120 litre green waste bins	\$157pa
Service Choice C – Landfill Levy Charge	\$25pa
Service Choice D – 80 litre garbage, 240 litre recycling and 120 litre green waste bins	\$130pa
Service Choice D – Landfill Levy Charge	\$17pa
Service Choice E – 120 litre garbage and 240 litre recycling bins	\$119pa
Service Choice E – Landfill Levy Charge	\$25pa
Service Choice F – 80 litre garbage and 240 litre recycling bins	\$97pa
Service Choice F – Landfill Levy Charge	\$17pa
Service Choice G – 240 x 2 Share Garbage, 240 Recycle	\$88pa
Service Choice G – Landfill Levy Charge	\$25pa
Service Choice H – 240 x 3 Share Garbage, 240 Recycle	\$73pa
Service Choice H – Landfill Levy Charge	\$17pa
Service Choice I – 240 x 4 Share Garbage, 240 Recycle	\$71pa
Service Choice I – Landfill Levy Charge	\$12pa
Service Choice P – 120 x 2 Share Garbage, 240 Recycle	\$71pa
Service Choice P – Landfill Levy Charge	\$12pa
Service Choice W – Additional 120 Green Waste Bin	\$40pa
Service Choice X – Additional 240 Green Waste Bin	\$50pa
Service Choice Y – Additional 240 Garbage Bin	\$70pa
Service Choice Y – Landfill Levy Charge	\$50pa
Service Choice Z – Additional 120 Garbage Bin	\$85pa
Service Choice Z – Landfill Levy Charge	\$25pa

3. It be recorded that Council will grant a waiver of \$80.00 of general rates for the property subject to the State Government Municipal Rates Concession pursuant to Section 171 of the Local Government Act 1989.
4. In addition to payment annually or four (4) times yearly on the dates specified in the Local Government Act 1989, namely:-
- a) in a lump sum on or, before 15 February 2012; or
- b) by four approximately equal instalments paid on or before 30 September 2011; 30 November 2011, 29 February 2012 and 31 May 2012; or
- c) by ten approximately equal direct debit payments from 1 September 2011 until 1 June 2012.

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Council may, by further recommendation, specify further options for the manner in which the general rates, municipal charge and annual service charges may be paid.

5. No incentive be declared for early payment of general rates, municipal charge and waste service charge.
6. The Chief Executive Officer of Council be authorised to give public notice of the adoption of the Budget and Statutory Information in accordance with Sections 130(2) of the Local Government Act 1989.
7. It be recorded that Council requires any person to pay interest on any amounts of rates and charges which:-
 - a) that person is liable to pay; and
 - b) have not been paid by the dates specified for their payment.
8. The interest for the 2011/12 rating year is to be calculated at the rate fixed under Section 2 of the Penalty Rate Act 1983 that is applicable at 1 July 2011 pursuant to Section 172(2) of the Local Government Act 1989 as amended by the Local Government (Further Amendment) Act 1997.
9. The Manager, Finance be authorised to levy and recover the general rates, municipal charge and annual service charges in accordance with the Local Government Act 1989.

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3. Summary and Conclusion

The development of the Draft Mentone Activity Centre Structure Plan has been a significant planning task for Council which has involved community consultation and detailed background analysis. The public consultation undertaken has provided an opportunity for the community to review and test the visions and objectives that have been developed through the consultation processes over recent years. The community has provided valuable input to the development of the plan and will continue to have input through the future planning scheme amendment process and the implementation of the ideas identified in the Structure Plan.

Council officers believe that the Draft Structure Plan presented to Council for adoption seeks to achieve a reasoned balance when reviewing the surveys and submissions and matters of relevant policy.

Council's adoption of the Draft Mentone Activity Centre Structure Plan will enable implementation actions to be progressed and will in turn allow Council to give consideration to the objectives and design guidelines contained within the Draft Structure Plan in assessing development proposals in the study area.

4. Consultation

The Draft Mentone Activity Centre Structure Plan was made available for public comment for a period of 6 weeks between 24 May until 9 July 2010. Community consultation included:

- § Making the Structure Plan available at the Highett, Cheltenham and Mentone Libraries, Cheltenham and Mentone Customer Service Offices and Council's website.
- § An information morning held on 9 June 2010 on Florence Street, Mentone.
- § An information session held on 5 June 2010 at Council's Offices in Mentone.
- § Direct notification to seven hundred and fifteen (715) landowners and occupiers within the study area, community groups, developers and authorities.
- § Articles in local media.
- § An article in Kingston Your City.
- § Presentations carried out with the Mentone Village Committee.
- § Presentations to and consultation with key stakeholders including Victrack, VicRoads, Department of Transport, Bayside City Council, Glen Eira City Council, Department of Planning and Community Development and key landowners.

A further information session was held on 7th June 2011 at Council's Offices in Mentone. The aim of the meeting being to ascertain any further comments from the community and the traders of the Mentone prior to Council's consideration of the Plan at the June Ordinary Council meeting for adoption. The meeting was well attended with some constructive suggestions. One of the key outcomes of the meeting was the commitment from Mentone traders to continue to meet with council to explore a number of longer term solutions to improve the centre. A follow up meeting with representatives of the chamber was held on Friday 10th June 2011. This meeting proved positive and identified the key concerns for the traders of Mentone.

5. Issues

5.1 Submissions

Consultation of the Draft Structure Plan generated a total of one hundred and one (101) submissions either through survey form (on line and hard copies) or written responses. A petition was also received in relation to open space in Mentone. A copy of the submissions received have been previously circulated to Councillors on 12 July 2010 and a copy is available for viewing in the

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Councillors Lounge. Officers are advised a further submission from the Mentone Traders will be forwarded prior to Council's consideration of the structure plan. This submission highlights the following for Council's consideration:

- § Undergrounding of the railway line at Balcombe Road to ease traffic congestion
- § Support for the removal of the pedestrian lights and signalization of the new peripheral road at the Balcombe Road intersection
- § No loss of parking in the centre
- § No decision with respect to maximum building heights although did identify the car park north of Florence Street as a location where greater than 4 storeys could be achieved
- § Support for dual frontages to premises able to provide them to activate rear laneway
- § Support for low cost, reversible measures to achieve structure plan outcomes

An analysis of surveys and submissions received including those of the traders was undertaken, the following reflects the key themes that emerged, and the analysis undertaken.

5.3 Discussion of Submissions Received

§ Traffic congestion

Traffic congestion was overwhelmingly identified as a major issue in the Mentone Activity Centre, with Balcombe Road, Como Parade and the railway crossing area and the intersection of Florence Street, Mentone Parade and Como Parade West being the two major concerns. Council engaged traffic consultants ARUP to undertake a detailed review of the existing traffic conditions to identify initiatives to address perceived constraints for pedestrians and vehicles seeking to access the Mentone Major Activity Centre. Two significant traffic interventions were presented in the draft Structure Plan for the community and key stakeholders to provide comment upon. These were to:

- § Create a new peripheral road network from Brindisi Street to Balcombe road providing direct vehicle connection into the reformatted car parks located to the rear of Como Parade West and Mentone Parade retail premises
- § Transforming the intersection of Mentone Parade, Como Parade West and Florence Street to provide for pedestrian oriented slow points

In its analysis of the centre, and establishing the proposed changes to the existing road network, ARUP assessed a number of different proposals to identify the most appropriate, traffic operational arrangements, this included consideration of a clearway to Balcombe Road during peak periods to provide for an additional lane to cater for the increased demands, different alignment options for the peripheral road including the consideration of the greater use of existing local roads (eg Davies Street), the creation of a new at grade level crossing south of the railway station with a new local road extending Swanston Street through the railway car park directly into the island intersection, and a number of other such measures. These are outlined in detail in the background report prepared by ARUP and are measured against the preferred option, favoured for its ability to achieve the desired urban design outcomes, reduce pedestrian and vehicle conflict, reduce the need for new roads and thus acquisition costs and improve vehicle congestion during peak periods.

The two options for transforming the intersection were identified as part of the Recreating Mentone project based on the proposed peripheral road connection proceeding. They are summarised as follows:

- § Option 1 – Shared Space – converts the area in front of the Kilbreda Tower and around the heritage island into a shared space (a roundabout with reduced car lane widths around the island building) to better manage pedestrian and vehicular demands and safety in this area.
- § Option 2 – Bus Lane – changes the existing road space between Florence Street and Mentone Parade on Como Parade West becomes a pedestrian zone and is blocked to vehicles. Mentone Parade from Balcombe Road to the island building becomes a no through for vehicles except

for buses running along Como Parade West that will use the bus only lane along Mentone Parade.

The development of either option as outlined above is a significant initiative of the Draft Mentone Activity Centre Structure Plan. The initiative seeks to create enhanced pedestrian space for people to meet and relax and safely walk through the centre. The initiative will allow people to interact with the historic station and buildings in the centre and allow pedestrians to safely access the island building, retail premises on Como Parade West, Mentone Parade and Florence Street in an enhanced urban environment with significant upgrades to the public realm. Officers see this as a critical intervention in order to try and create amenity improvements for Mentone and to strongly differentiate its role from that of a car based retail centre such as the nearby recently developed Thrift Park Centre.

There is apparent strong support for Council to improve traffic circulation through Mentone, however, mixed responses were however received in relation to the options put forward. Those concerned with the shared space raised issues associated with safety and those concerned with the bus lane option raised issues associated with no vehicular through access. Officers consider that issues associated with safety are addressed through the detailed design process and the significantly lower speeds and eventually lower traffic volumes through this space substantially improve the safety and amenity for pedestrians. With the changes sought at this intersection it is anticipated that many through vehicles will seek to maximise use of the peripheral road which will be the preferred route for those not wishing to slow down, visit retail premises or seek to navigate their way through significant pedestrian traffic generated by the high number of schools and visitors to the centre alike.

With regard to the identified concerns raised by submissions at the Balcombe Road, Como Parade and railway intersection, further analysis was undertaken by ARUP. This work has identified the need for changes at this intersection and further along Balcombe Road at the intersection of the new peripheral road in order to reduce traffic congestion (queue lengths) both along Balcombe Road and Como Parade. The initiatives proposed include removing the existing roundabout and replacing it with a signalised intersection that is coordinated with the boom gates at the level crossing, removing the existing pedestrian lights on Balcombe Road and signalling the intersection of the new peripheral road with Balcombe Road. These changes will allow through traffic to use the peripheral road even during peak periods when traffic volumes are at their greatest through a dedicated right hand turn lane onto the new peripheral road. The changes will also allow traffic volumes along Balcombe Road and Como Parade to be more easily cleared particularly following the departure of trains during peak periods. These initiatives have been presented to VicRoads who have indicated their support provided that the Shared Space option is pursued allowing through traffic on Como Parade West to be maintained.

Recommendation: That Council amend the Structure Plan at section 3.3.3 and delete figure 12 to provide for the Shared Space Option only as Council's preferred option for the Recreating Mentone initiative.

That Council amend the Structure Plan at section 3.3.1 to delete figures 5 and 6 and replace them with a new figure that provides for the signalisation of the intersections of Balcombe Road with Como Parade and the new peripheral road and Balcombe Road.

That Council amend the concept strategy at figure 4 to account for the above two recommendations.

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That Council amend section 4 of the Structure Plan to include detailed implementation on the delivery of the Recreating Mentone initiative and proposed traffic initiatives to deliver improved traffic conditions to Mentone.

§ Parking

The submissions received highlight parking as another issue for the Mentone Activity Centre. Many of the submissions received raised concern regarding the loss parking car and that the Structure Plan does not provide for the provision for additional car parking within the Centre.

In relation to the proposed redevelopment of the at grade car parks at Granary Lane and Old Bakery Lane, the Draft Structure Plan clearly stipulates the retention of the existing public parking and providing for future parking demands through its redevelopment in basement levels. The provision of additional car parking clearly needs also to be considered against the environmental cost both in construction and use of providing extra parking that discourages other forms of accessing the activity centre. Further analysis is also required as to quantifying the implications in relation to car visitation into Mentone from the catchment contained on the inland side of the Nepean Highway based on the now completed Thrift Park development.

With regard to identified concerns about the loss of car parking in the centre due to identified initiatives of the draft Structure Plan, Council has undertaken parking studies to determine current weekday and weekend occupancy rates, which have identified capacity within the centre and thus the ability to deliver key projects arising from the structure plan. The draft Structure Plan indicates that on street car parking in the centre is under utilised with average occupancy rates of 40-70% on both weekdays and weekends, and the Old Bakery Lane car park south of Florence Street peaks at 60% -70% capacity at comparable times and days.

The initiatives stemming from key urban design and traffic treatments will require the loss of some short term car parking throughout the centre. It is envisaged that the loss of this short term car parking can be accommodated elsewhere in the centre given existing conditions as mentioned above do not indicate 100% occupancy rate for the available short term car parking the centre currently. Officers will continue to investigate options to retain parking wherever possible through detailed design through the implementation period and liaise appropriately with key stakeholders. More importantly, Officers through the further work undertaken, have sought to identify opportunities to replace car parking spaces in the centre. Increased car parking has been identified through basement car parking predominantly in the redevelopment of the strategic redevelopment site (predominantly Council owned at grade car park) between Balcombe Road and Florence Street, and opportunities exist to possibly alter the configuration of existing car parking close to the precinct to possibly provide for disabled car parking spaces should there be a need identified. Officers have further examined the shared space initiative to determine the ability to cater for short term car parking within this section of Mentone. Preliminary design options indicate that due to the road configurations, the turning circles required for larger vehicles and the basis of the project being centred around increasing the public pedestrian spaces by widening footpaths to introduce car parking would be problematic and would compromise the design integrity of the project and its safety. This option will be further explored through detailed design although officers do not recommend any changes to the draft structure plan to mandate the provision of car parking in the shared space initiative.

Comments received in relation to the provision of car parking in new private development are considered to be best assessed as part of new development proposals which are advanced in the Activity Centre.

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The Draft Structure Plan also indicates the provision of a multi-deck car park to the east side of the railway line to provide for growth in commuter parking demand. Council Officers consider that the development of the car park to provide for commuter demand is a matter for the State Government based on an analysis of anticipated demand.

Recommendation: That future detailed design of the shared space concept give consideration to where it is most appropriate to replace disabled car parking spaces within the immediate precinct.

§ Patterson Lane

The draft plan identified an initiative that would make Patterson Lane a one way lane accessed via the current single width lane immediately opposite Woolworths on Balcombe Road. This initiative would require Patterson Lane to be extended to link to Balcombe Road immediately west of the railway reserve thus providing a circular movement, and easier access and egress. Further investigations have been undertaken in regard to the cost and benefit of this project and it is unlikely to be feasible. Council has indicated that should land become available in the future that it would consider options to improve connections with regard to Patterson Lane and adjoining properties. Accordingly it is recommended that the structure plan be modified to highlight that Council consider opportunities to improve traffic circulation in and out of Patterson Lane should land become available.

Recommendation:

That Council delete initiatives pertaining to Patterson Lane from the Structure Plan at figure 4, section 3.3.1 and figures 5 & 6.

That Council amend the Concept Strategy – Figure 4, to include a notation stating that Council will explore opportunities to improve the access into and from Patterson Lane should land become available in which to assist this objective.

§ Building Heights

Some submissions received identify building heights as another issue for the Mentone Activity Centre. Submissions received raised concern regarding the maximum heights proposed citing a view that development of significant scale to be out of character in Mentone and its consequential impacts on the adjacent residential area.

The existing interim Design and Development Overlay (Schedule 18) for the Mentone Activity Centre provides for varying building heights throughout the centre. These heights were developed following a detailed examination of the topography of the land, the size and dimension of lots in the Centre, existing planning scheme provisions and restrictions, and view to significant Mentone landmarks. The heights proposed in the draft Structure Plan have been based on those which currently exist in Schedule 18 of the Design and Development Overlay with some changes to the setbacks to ensure more appropriate design outcomes are achieved particularly on key sites that may accommodate increased heights in locations substantially removed from adjoining established residential areas. Having further reviewed submissions it is considered that a basis exists for reviewing the suggested building heights south of Florence Street at the rear of retail properties fronting Mentone Parade and adjoining existing residential areas. Officers believe that whilst this site is identified as a key strategic redevelopment site in the draft Structure Plan and one that the Department of Planning and Community Development consider appropriate for substantial heights and mixed use outcomes, the proposal to now not be reliant on the peripheral road in this area means that appropriately managing the transition to the adjacent residential areas becomes an increasingly

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important consideration. This would still achieve a mixed use development thereby providing for the activation of street frontages, retaining and increasing car parking levels and providing for office or residential development in upper levels.

It is recommended therefore that the development provisions stated in precinct B of the structure plan for this strategic redevelopment site be amended to ensure that buildings be setback a sufficient distance from side and rear boundaries where abutting existing residential areas to provide for generously dimensioned disconnection to account for amenity matters. Accordingly, it is considered that setbacks should generally be in accordance with ResCode, however the fourth storey should be setback a minimum of 9 metres to provide for increased distances between existing residential areas and the highest component of the built form on this site. This would effectively provide for the equivalent of three storeys closest to established residential areas which is equal to that achievable should the strategic redevelopment site have been identified as a site within a Residential Zone.

With regard to the maximum building heights for precincts adjoining established residential areas, including existing residential areas within the centres boundary, Officers specifically sought to limit heights in accordance with expressed community views about an appropriate transition in such areas. Under the Draft Structure Plan Precinct C which provides for 3 storeys is limited to two key locations within the study area, the Council owned depot site which is residentially zoned in Collins Street and properties in Remo Street. The 3 storey heights proposed in Precinct C can only be achieved on larger consolidated land parcels. Moreover, the precinct centred around Remo Street has also been identified for future expansion of open space but included in Precinct C to ensure that should development proceed in this area (which is not the direction recommended) development scale is appropriately controlled. Precinct D which provides for existing heights in accordance with Council's residential policy, has been applied to existing residential areas included in the study boundary. Precincts B and E both provide for maximum 4 storey development with third storey setbacks. These two precincts abut existing residential areas but are relatively limited in area, have substantial setbacks proposed in the precinct provisions, and seek to provide for increased surveillance opportunities on key sites. Through design mechanisms it is anticipated that heights can transition down to residential properties directly abutting these precincts. Lastly, as outlined above, the key strategic redevelopment site south of Florence Street and north of Brindisi Street is proposed to be altered to a maximum of four storeys with design provisions and setbacks to eliminate bulk, and to step down any future development to its adjoining residential interface given the removal of the peripheral road.

Recommendation: That the adopted Structure Plan be amended with respect to preferred maximum building heights for the key strategic redevelopment site centred around south of Florence Street and north of Brindisi Street at the rear of the retail premises fronting Mentone Parade to a maximum of four storeys. That Section 3.3.5 – be amended at Precinct B to clarify that side and rear setbacks on the strategic redevelopment site accord with ResCode provisions and that the fourth storey must be setback a minimum of 9 metres from established residential areas.

§ Open Space

A number of projects identified by the draft Structure Plan seek to increase the form, provision and location of open space within Mentone. Some submissions including a petition received identify concerns with the amount of open space north of Balcombe Road and its prayer read

We the undersigned residents of Mentone request that Council retain the Council owned Collins Street Depot site for future open space. The immediate area surrounding the Depot has less open

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space pro rata than anywhere else in the City of Kingston. Well under the 2.4 hectare per 1000 residents, standards as assessed in the 2005 Open Space Strategy.

The draft Structure Plan identifies a sizeable area north of Balcombe Road to provide for the recommendations of the Kingston Open Strategy to increase open space. The location of the proposed open space has been chosen on the basis of its accessibility to its intended catchment, safety (including surveillance), orientation to the north, ability to provide a relationship to planned complementary land uses and high accessibility to the majority of residents north of Balcombe Road. In relation to Collins Street Depot this site was not favoured on the basis that the connections to it are not ideal, a poor level of passive surveillance (and as such user safety) exists when compared with the preferred location and its position in the catchment it is intended to serve is not ideal.

The Collins Street depot site is still however located north of Balcombe Road where the Open Space Strategy identifies a deficiency in open space, thus it remains an option for future open space.

A key initiative stemming from the draft Structure Plan is the possible expansion of the Mentone Recreation Reserve, utilising existing Council owned land in Remo Street, and potential relocation of the Mentone lawn bowls facility from Balcombe Road to Remo Street. Preliminary discussions with representatives of the Mentone Lawn Bowls Club indicate some willingness for the club to engage in discussions with Council for the potential relocation to Remo Street and as such an ability to develop a closer relationship with other sporting clubs in Mentone thereby providing opportunities for shared club facilities and increased patronage. This will require the future acquisition of a residential property in Remo Street located at 11 Remo Street, Mentone, for the purposes of future open space in accordance with this initiative of the structure plan. The consequence of such an outcome involving the bowling club is to also provide opportunities for new open space to be provided on the north side of Balcombe Road in a strategic location.

Further open space enhancements and the creation of new open spaces are outlined in the draft Structure Plan. In particular is the creation of an extended open space area on Florence Street to provide for increased passive recreation in the core of the activity centre.

Recommendation: That the adopted Structure Plan remain consistent with the draft Structure Plan with respect to the locations it identifies for enhancements to the open space and recreational network in Mentone.

That the all references in the Structure Plan be amended to highlight the Collins Street Depot site as ‘Council Owned Land’.

§ Grade Separation of Railway

The survey results and submissions received identify the at-grade rail crossing within the Mentone Activity Centre as the major cause for traffic interruptions and delay. There is strong support for the provision for grade separation at the level crossing. Discussions with the Department of Transport have indicated that grade separation for the Mentone railway crossing is not a high priority. The Structure Plan does however not prevent this opportunity from being considered in the longer term should Government Policy change recognising that the station retains State significant heritage attributes.

§ Pedestrian spaces and safety

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A few submission raised safety of proposed new pedestrian spaces and laneways as a concern. Whilst officers believe that such concerns can be addressed through detail design, the draft Structure Plan clearly states that new development fronting laneways must provide for active frontages and urban design treatments and facades to be inclusive of treatments that allow surveillance of pedestrian spaces to ensure safety of users both during the day and night. Many examples now exist around Melbourne where the activation of laneways has brought significant vitality to activity centres.

§ Other Issues

Community Garden

Some submissions have expressed the desire for the adopted Structure Plan to retain and support the community garden as a key facility in Mentone. Whilst not explicit in the draft Structure Plan, the community gardens are seen as an important community asset in Mentone. Opportunities exist to undertake a future master plan for the Mentone Recreation Reserve to determine how the different active and passive activities can best be accommodated in what is recommended to be an expanded reserve utilising sites acquired in Remo Street.

Recommendation: That submissions received in relation to the Community Garden be forwarded to Council's Leisure and Culture Department for consideration in future master planning of the Mentone Recreation Reserve.

Preservation of heritage assets

Underpinning the development of the draft Mentone Structure Plan is the need to conserve, protect and enhance the valued heritage assets of the Mentone Activity Centre. Some submissions raised concern that the initiatives of the draft Structure Plan with particular consideration to future development and proposed building heights, would negatively impact on the area's valued heritage assets. Council's heritage consultant was engaged during the development of the draft Structure Plan to ensure that all proposed initiatives would not negatively impact on identified heritage buildings. In fact significant thought through the structure planning work has been put into understanding how, through projects such as Recreating Mentone greater opportunities to enhance the setting and experience of these buildings could occur. Particular focus has been given to allowing pedestrians the ability to more safely interact with the heritage island building and to view adjoining heritage buildings on all corners at the intersection of Florence St, Como Parade and Mentone Parade safely. Proposed building heights suggested in the draft Structure Plan have been reviewed by Council's heritage consultant that has considered them to be acceptable and appropriate recognising the value particularly of the above mentioned cluster of buildings in Kingston.

Property acquisition

The draft Mentone Structure Plan identified a new peripheral road network from Brindisi Street to Balcombe Road providing direct vehicular access into new parking stations as a key initiative to relieve existing traffic congestion in Mentone. This initiative would have required the potential acquisition of residential property to achieve the desired outcome identified in the draft structure plan. Further work undertaken by ARUP has identified alternative vehicular options whilst still providing for the improved traffic conditions without the need to introduce the Public Acquisition Overlay to residential land.

The new peripheral road, as identified by ARUP, particularly that section north of Florence Street, would require some property acquisition to be appropriately delivered. A closer review of the properties and their boundaries between Florence Street and Balcombe Road has identified that the

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existing vehicular link through the car parking is in part owned by a private party and will require some acquisition in order to formalise and provide for the new peripheral road (see attachment).

A further initiative of the draft structure plan has been to create major pedestrian connections with activated frontages at Old Bakery Lane and Granary Lane behind the shops fronting Mentone Parade. This initiative will formalise an existing pedestrian route and create an enhanced urban environment for users of this space. The section at the rear of the existing Coles supermarket and north up to the museum is currently confined and has significant pedestrian and vehicular conflicts. Given the property boundaries in this part of Mentone and that Council currently owns the rear of some of the retail tenancies fronting Mentone Parade, it is proposed to acquire the rear portion of four properties to widen the laneway and create over time create safe and user friendly pedestrian connection between Brindisi Street and Florence Street (see attachment).

Recommendation: That the Structure Plan be amended to identify the potential acquisition of the rear of four retail premises (90, 107, 109 and 113 Mentone Parade, Mentone) between Brindisi and Florence Street to create the pedestrian connection at the rear of the shops adjoining the Old Bakery Lane car park.

That the Structure Plan be amended to identify the potential acquisition of part of 105-111 Balcombe Road, Mentone to create the new peripheral road between Florence Street and Balcombe Road, Mentone.

Existing Community Buildings

The Mordialloc Art Group have articulated their desire to stay in their current location for a range of reasons including access proximity to shops and transport. The draft Structure Plan indicates the relocation of the group to new premises. The building the group currently occupy is owned and managed by the City of Kingston. Recent building condition reports have identified ongoing structural concerns. Estimates received to repair and ultimately maintain the current building outweigh the benefits to its retention. Consequently the building is identified to be demolished and thus the group is required to relocate in the short to medium term.

Officers have given further consideration to the extent of well established community activities in the Mentone Activity Centre and believe that the above mentioned activities could be consolidated into a focussed 'community activity precinct' in the area bordered by Mentone Parade, Brindisi Street and Venice Street by better utilising the existing community buildings. The opportunities to enhance the provision of services to the community in a centralised location within the Activity Centre and adjacent to the Keith Styles Reserve is seen as an important initiative to come from the Structure Plan.

Recommendation: That the Structure Plan be amended to identify the development of a defined community activity precinct in the area generally bordered by Brindisi Street, Mentone Parade and Venice Street to provide for the transition over time of the consolidation of existing community and civic activities.

Pedestrian access through Kilbreda

Submissions from representatives of Kilbreda College have expressed concern with regard to the proposed pedestrian access through the school grounds on the basis that the land is privately owned, security and safety of students. Officers consider these concerns to be valid and as such recommend the deletion of the pedestrian access from the adopted Structure Plan.

Recommendation: That the Structure Plan be amended to delete references of a pedestrian access link through Kilbreda College at figure 4.

Traders' concerns

A submission identified the loss of passing trade due to the Recreating Mentone initiative including delivery and loading issues for such retail premises. The Recreating Mentone initiative identifies a shared space concept around the island building at the intersection of Como Parade West, Mentone Parade and Florence Street. This initiative does not preclude or seek to draw passing trade away from established retail premises but rather allow for more significant pedestrian spaces to all retail premises fronting this intersection. Officers acknowledge that a reduction in car parking would occur though consider this needs to be carefully weighted against the urban enhancements achieved through pursuing the shared space option. Concerns regarding the loading and unloading of delivery vehicles are considered best dealt with during the detailed design stage of the delivery of the project and have been accommodated in similar instances in similar exercises around Melbourne.

Department of Planning and Community Development

The Department of Planning and Community Development provided comment in relation to study area defined by the Draft Structure Plan and suggested the need to expand the study area to provide for increased densities. The Draft Mentone Activity Centre Structure Plan has been devised considering the adjoining residential areas noting that unlike many other Activity Centres the peripheral residential areas around the centre already contain a high degree of housing variety including a substantial amount of medium density housing introduced over the past few decades.

The Department of Planning and Community Development's submission raises concern with the vision of the Draft Structure Plan lacking clarity and requiring it to be more consistent with State Policy and promote mixed use development including residential throughout the Activity Centre. It is considered that the vision contained in the Draft Structure Plan is appropriate for the Mentone Activity Centre and it has received support from the submissions received. The objectives contained in the Draft Structure Plan identify future aspirations for housing, office, business mix, retail, entertainment etc.

The Department of Planning and Community Development has also stated that the heights and setbacks proposed for buildings within the Draft Mentone Activity Centre Structure Plan should include a separate plan and objectives for each precinct or sub-precinct. It is considered that the Draft Structure Plan is clear in terms of its maps, objectives and proposed heights and setbacks, in addition the background report provides more information in this regard.

The Department of Planning and Community Development has expressed concern with the detail provided in the Implementation Section and has voiced concerns with the ability to provide for the shared space option in this centre. It is considered appropriate that further detail, now undertaken, be included in Section 4 of the Implementation component of the Structure Plan.

Recommendation: That the Structure Plan be amended to provide more detail in Section 4 in relation to the implementation initiatives, to provide for a staging schedule for the implementation of traffic works required in Mentone.

5.4 Next Steps

The existing interim structure planning controls for the Mentone Activity Centre were generally based on the work undertaken by PLAN and were sought to provide immediate protection to the

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Mentone Activity Centre while a more detailed structure plan was being undertaken for the Centre. As highlighted previously, the interim structure planning controls are due to expire on 31 October 2011.

It is now recommended that Council adopt the Mentone Activity Centre Structure Plan and seek authorisation from the Minister of Planning to commence a Planning Scheme Amendment. The Amendment should:

- § Modify relevant Clauses of the Municipal Strategic Statement (MSS) to give recognition to the objectives for the future of the Mentone Activity Centre.
- § Review as appropriate zoning controls which apply to land within the study area.
- § Introduce planning provisions via the Activity Centre Zone to tackle issues relating to building heights and setbacks.

Council Officers are also presently giving consideration to what role development contributions mechanisms may play in supporting some of the initiatives identified in the structure plan. As further work is undertaken in this area additional advice will be provided to Council as to whether a future Planning Scheme Amendment would include modifications to the Kingston Planning Scheme to make provision for contributions.

6. Triple Bottom Line Checklist

- § **Environmental** – The vision and key projects identified in the Draft Mentone Activity Centre Structure Plan seek to encourage the development of alternate transport travel modes and encourage energy efficient building design and layout through appropriate planning guidelines for redevelopment. These guidelines are proposed to be translated into permanent structure planning controls.
- § **Social** – The vision for Mentone will improve the liveability of the area, increase opportunities for social interaction and improve transport choice. The introduction of permanent structure planning controls provides a mechanism to assure residents that matters of building scale, amenity, character and design will be considered and that new activity developments will not unduly impact on the liveability of their neighbourhood.
- § **Financial** – The Draft Mentone Activity Centre Structure Plan identifies the future direction of the centre by providing for a number of initiatives that will provide investment into Mentone and seek to reinforce its role as a Major Activity Centre.

7. Recommendation

That Council resolve to:

1. Adopt the Mentone Activity Centre Structure Plan with the following changes as outlined in this report:
 - a. That Council amend the Structure Plan at section 3.3.3 and delete figure 12 to provide for the Shared Space Option only as Council's preferred option for the Recreating Mentone initiative.
 - b. That Council amend the Structure Plan at section 3.3.1 to delete figures 5 and 6 and replace them with a new figure that provides for the signalisation of the intersections of Balcombe Road with Como Parade and the new peripheral road and Balcombe Road.
 - c. That Council amend the concept strategy at figure 4 to account for the signalisation of the new peripheral road and Balcombe Road and the signalisation of Balcombe Road and Como Parade and to identify the Shared Space option .
 - d. That Council amend section 4 of the Structure Plan to include detailed implementation on the delivery of the Recreating Mentone (shared space) initiative and proposed traffic initiatives to deliver improved traffic conditions to Mentone.
 - e. That Figure 4 – Concept Strategy be amended to identify retention of community gardens in Mentone Recreation Reserve masterplan
 - f. That Figure 4 – Concept Strategy be amended to identify retention of Aged Care facility on corner of Brindisi St and Remo St at least in the short to medium term.
 - g. That Council delete initiatives pertaining to Patterson Lane from the Structure Plan at figure 4, section 3.3.1 and figures 5 & 6.
 - h. That the Structure Plan be amended to identify the development of a defined community activity precinct in the municipal buildings adjacent to the Keith Styles Reserve for the transition over time of the consolidation of existing community and civic activities.
 - i. That the Structure Plan be amended to identify the development of a defined recreational precinct in the area generally bordered by Brindisi Street, Remo Street and Venice Street to provide for the transition over time of the consolidation and relocation of existing and new leisure and recreational activities.
 - j. That the Structure Plan be amended to delete references of a pedestrian access link through Kilbreda College at figure 4.
 - k. That the Structure Plan be amended to provide more detail in Section 4 in relation to the implementation initiatives relating to the traffic initiatives required in Mentone in accordance with attachments to this report.
 - l. That Section 4 – Implementation Plan of the Structure Plan be amended to identify the future acquisition of land at 11 Remo Street Mentone for the purposes of future open space provision within the Mentone Reserve.
 - m. That the Structure Plan at Section 4 – Implementation Plan, be amended to identify the potential acquisition of the rear of four retail premises (99, 107, 109 and 113 Mentone Parade, Mentone) between Brindisi and Florence Street for the purposes of footpath reservation, to improve the pedestrian connection at the rear of the shops adjoining the Old Bakery Lane car park.

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- n. That the Structure Plan at Section 4 – Implementation Plan, be amended to identify the potential acquisition of part of 105-111 Balcombe Road, Mentone for the purposes of road reservation, to create the new peripheral road between Florence Street and Balcombe Road, Mentone.
 - o. That the Structure Plan be amended with respect to preferred maximum building heights for the key strategic redevelopment site centred around the Council owned car park south of Florence Street and north of Brindisi Street at the rear of the retail premises fronting Mentone Parade to a maximum of four storeys. That Section 3.3.5 – Precincts of the structure plan be amended at Precinct B to clarify that side and rear setbacks on the strategic redevelopment site accord with ResCode provisions and that the fourth storey must be setback a minimum of 9 metres from established residential areas.
 - p. That the Concept Strategy of the Structure Plan be amended with regard to the Collins Street depot site to highlight the Collins Street Depot site as ‘Council Owned Land with future use to be determined’.
 - q. That Council amend the Concept Strategy of the Structure Plan – Figure 4, to include a notation stating that Council will explore opportunities to improve the access into and from Patterson Lane should land become available in which to assist this objective.
2. That submissions received in relation to the Community Garden be forwarded to Council’s Leisure and Culture Department for consideration in future master planning of the Mentone Recreation Reserve.
 3. That Council continue to work with the Mentone Traders to identify solutions to improve the amenity of the Activity Centre.
 4. Support the initiation of a Planning Scheme Amendment and authorisation from the Minister for permanent planning controls for the Mentone Activity Centre based on the Mentone Activity Centre Structure Plan.

Attachments:

Appendix

Map

Mentone Activity Centre Structure Plan

Mentone Structure Plan Traffic Study

APPENDIX

4.4 PROJECT IMPLEMENTATION & FUNDING

Co-ordinate Council's capital works budget and programme based on the list of priority projects:

Short Term Projects (2011-2015)

1. Peripheral Road
2. Recreating Mentone
3. Cycle Paths
4. Active Rear Laneways

Potential Additional Funding

- (VicRoads)
(DoT/DCPD)
(DoT)
(Adjacent developers)

Medium Term Projects (2016-2020)

5. Station Entrance
6. Swanston/Collins Open Space
7. Remo Street & Buildings
8. Mentone Recreational Reserve

Potential Additional Funding

- (DoT)

Long Term Projects (2021-2030)

9. Balcombe Road Intersection
10. Florence Street Plaza & Building

Potential Additional Funding

- (VicRoads)

Ongoing Projects (2011-2030)

11. Streetscape beautification & maintenance
12. Park beautification & maintenance
13. Building & maintenance

Potential Additional Funding

The total cost for Council to implement the capital works projects identified in the Mentone Activity Centre Structure Plan is assumed to be in the vicinity of \$10m - \$20m over a 20 year timeframe. A key catalyst action in the structure plan will be to priorities the detailed costing of short and medium term projects to then allow them to be incorporated into the Capital Works Program.