



8.2	ST KILDA PIER RENEWAL
WARD:	LAKE
GENERAL MANAGER:	FIONA BLAIR, INFRASTRUCTURE & AMENITY
PREPARED BY:	DAVID HEHIR, FORESHORE COORDINATOR ANTHONY TRAILL, MANAGER OPEN SPACE AND RECREATION
TRIM FILE NO:	I2/04/02-02
ATTACHMENTS:	1. Parks Victoria St Kilda Pier Renewal A3

PURPOSE

Council is a major stakeholder to Parks Victoria's conceptual plans to replace St Kilda Pier. The Pier has reached the end of its structural life and two options for its replacement have been proposed by Parks Victoria. This report seeks to provide an overview of the consultation conducted for the two options and to reconfirm Council's support for the upgrade of the pier to benefit the public and local wildlife.

1. RECOMMENDATION

That Council:

- 1.1 Confirms Parks Victoria's conceptual plan aligns with Council's adopted planning policies to improve facilities in the Port Phillip Bay coastal area and maximise enjoyment for the public.
- 1.2 Extends its gratitude to all Port Phillip community submitters that contributed to the Parks Victoria community engagement process.
- 1.3 Supports Parks Victoria further develop Option 2 conceptual plan for the development of a business case. Noting this was the preferred in-principle option of the Parks Victoria Reference Committee.
- 1.4 Writes to Parks Victoria, the Premier, relevant Ministers and Local State member, reconfirming Council's support to replace St Kilda Pier. Seek the State to fund the replacement of their Pier including protection of the penguin habitat, increased public facilities, all-abilities in-water access ramp and improved connection to the foreshore.

2. BACKGROUND

- 2.1 St Kilda Pier adjoins Pier Road and Jacka Boulevard, between Catani Gardens and St Kilda Seabaths and is managed by Parks Victoria on behalf of the Victorian Government as the asset owner.
- 2.2 St Kilda Pier is an iconic part of St Kilda and Victoria's history. It has been rebuilt several times since the 1850's when the structures reached the end of their structural design life, due to storm damage or expansion of the boating facilities.



- 2.3 The current pier was constructed in 1971. The alignment of this pier is approximately 10 metres to the north to the original pier. Previously, the pier extended beyond and beside the south side of the Kiosk after it was opened in 1904. It is only since 1971 that the kiosk has terminated the vista along the pier.
- 2.4 The current pier is reaching the end of its 'asset design life' and suffering significant structural deterioration requiring complete replacement.
- 2.5 The pier attracts approximately one million visitors per year and is a major feature and destination in St Kilda.
- 2.6 St Kilda Pier is zoned Public Parks and Recreational Zone (PPRZ), there is a Heritage Overlay HO226 pertaining to the St Kilda Pier kiosk and is covered by a Development Overlay 10 (DDO10).
- 2.7 Building or works carried out by or on behalf of a public land manager (Parks Victoria) do not require a planning permit. A planning permit is not required under DDO10 for any structure or works or use for which consent has been granted under the *Coastal Management Act 1995*. Alterations to the kiosk would require a Heritage Victoria Permit.
- 2.8 The 2004 St Kilda Edge – Urban Design Framework (UDF) Implementation recommended 'A safer vibrant harbour with improved wave attenuation, additional moorings and public recreational facilities being investigated'. The Pier renewal will address the recommendations for a 'safer vibrant harbour' and 'public recreational facilities'.
- 2.9 As part of the St Kilda Edge Committee projects, Council collaborated with Parks Victoria to support Parks Victoria's development of the 2008 Draft St Kilda Pier and Harbour Master Plan which was developed and consulted. Whilst not formally adopted by the Victorian Government at the time, the masterplan did inform the RMYS subsequent harbour redevelopment and State Governments Coastal Management Act consent.
- 2.10 Council's adopted 2012 Foreshore Management Plan actions include; 'Support for appropriate plans for the redevelopment of St Kilda Pier, sailing boat harbour and construction of the separated penguin boardwalk to match stakeholder aspirations with clear public benefits'.

3. KEY INFORMATION

Current condition of St Kilda Pier

- 3.1 Parks Victoria has been monitoring the condition of the concrete pier via comprehensive engineering assessments carried out in 2000, 2006 and 2011. Over this period the structural condition had significantly deteriorated to an overall poor condition in need of remedial works and programming for its complete replacement.
- 3.2 Following 2009 planning approvals the Royal Melbourne Yacht Squadron (RMYS) completed a \$7.5 million investment in 2013/14. The new 250 berth marina facility with the latest safety and environmental services provides public access along the marina primary floating spine boardwalk. The RMYS also funded a \$6.5 million extension of the existing St Kilda breakwater as part of the safer harbour project to significantly improve



boating safety and protection for recreational boats in the St Kilda Harbour and top end of the Bay.

- 3.3 As part of the RMYS harbour works the Victorian Government funded \$3.2 million worth of foundation works at St Kilda Pier, including an upgrade of the main jetty arm. The temporary foundation and structural support works were undertaken to ensure the pier remains safe for continued operation until a new pier is constructed.
- 3.4 In 2016 the Victorian Government committed \$250,000 as an interim measure to protect the penguin colony. The funding enabled the installation of CCTV, additional fencing along with updated interpretative and regulatory signage in an effort to reduce attacks on the wildlife colony.

Parks Victoria proposed design options

- 3.5 Parks Victoria undertakes visitor satisfaction surveys for St Kilda Pier every two years. The surveys indicated the most popular attraction was the penguins and view lines and the greatest need is the provision of clean public toilets, seating and shelter.
- 3.6 The renewal of St Kilda Pier provides a once in 50 year opportunity to rethink the design of the pier to meet community needs now and in the future.
- 3.7 Parks Victoria developed two options for public consultation. The consultation brochure is provided as Attachment I. Both options seek to provide:
- Public toilet and change facilities
 - In-water all-abilities access ramp
 - Separated boardwalk from penguin nesting sites
 - Bin storage area, and
 - Low level boat landing.
- 3.8 The St Kilda Pier replacement is currently not a funded project. The consultation and project feasibility being undertaken by Parks Victoria will guide the development of a business case for Victorian Government consideration.
- 3.9 If project funding is obtained, further design work and statutory approvals are required before it can be implemented.
- 3.10 Council has made several enhancements along the foreshore and would partner with Parks Victoria throughout future stages of design to ensure it appropriately and safely interfaces with the foreshore.

Option One

- 3.11 Option one proposes St Kilda Pier on a straight alignment approximately 10 metres to the south of the existing pier. This option extends the pier past the kiosk, it includes a low level boardwalk on the inside of the rock breakwater extension to form a swimming lagoon.

Option two

- 3.12 Option two proposes St Kilda Pier connects directly to the rock breakwater extension allowing for uninterrupted views to the south and across the harbour and city skyline to



the north. The curved alignment would also provide swimming opportunities with terraced seating cascading down to the water's edge.

Parks Victoria Reference Committee

- 3.13 Parks Victoria established a Reference Committee, which includes representatives from Council and Earthcare to provide advice to the Project Steering Committee.
- 3.14 Council and Earthcare responsibilities on the Reference Committee was to review the responses raised through the engagement process and assist in the development of the preferred design.
- 3.15 The Victorian Government Project Steering Committee membership includes Parks Victoria, Department of Economic Development, Jobs, Transport and Resources (DEDJTR), Department of Environment, Land, Water and Planning (DELWP). The Steering Committee is overseeing the development of the business cases and community engagement process.

Parks Victoria consultation findings

- 3.16 The Victorian government website content resulted in 2,643 views (1977 unique visits). Online surveys were completed by nearly 400 individuals of which 85% indicated they were local residents.
- 3.17 The main uses of the Pier was identified by respondents to be walking or running, socialising, penguin viewing, boating, photography/painting/art, dog walking and birdwatching.
- 3.18 Many of the qualitative comments focused on protection of the penguin habitat, improved view lines across the Bay and to the city, provision of toilets, increased seating, improved connection to the foreshore, lighting and control of litter from visitors and anglers.
- 3.19 Based on the online consultation 30% supported option one, 59% supported option two and 11% neither option.
- 3.20 The community engagement preference for option two is based on;
 - Greater protection of penguin breeding habitat as option one impacts approximately 30 existing breeding sites, which is approximately 20% at St Kilda Pier.
 - Uninterrupted views of the city and bay.
 - Larger public space

Design Option Recommendation

- 3.21 The Parks Victoria Reference Committee have in-principle endorsed option 2 as a preferred option.
- 3.22 Council Officers support option 2 as a preferred option as this is consistent with community engagement feedback.
- 3.23 Improved view lines of the bay and city skyline, protection of the penguin habitat and swimming facilities including a permanent all abilities access to the bay will further enhance St Kilda beach as a visitor destination.



FURTHER SUPPORTING INFORMATION

4. ALIGNMENT TO COUNCIL PLAN AND COUNCIL POLICY

4.1 City of Port Phillip Council Plan 2017-27

- Direction 4 - We are growing and keeping our character
- 4.2 - A City of diverse and distinctive neighbourhoods and places
- Outcome D - Enhancing the environmental and recreational qualities of the foreshore.
- Priority – Upgrade the foreshore including vegetation projects and maritime infrastructure renewal.

4.2 City of Port Phillip Council Plan 2013-17

- Direction 4 - Vibrant – A liveable and connected City
- 4.2 – Ensure growth is well planned and managed for the future
- Key Action – Continue to advocate for the redevelopment of the St Kilda Pier to ensure cultural and environmental values are retained.

4.3 St Kilda Urban Design Framework 2003 includes the principles of:

4.3.1 'Promote the unifying panoramic view from the mid point of St Kilda Pier.'
(Page 18)

4.3.2 'Strengthen the place- defining, structural role of... St Kilda Pier... in the open space network through visitation of use and improvement of environmental quality and visual image.' (Page 19).

4.4 The St Kilda Pier Concept Plan aligns with Council's adopted 2012 Foreshore Management Plan.

5. CONSULTATION AND STAKEHOLDERS

5.1 Parks Victoria have managed the community engagement process and to date has included:

- 5.1.1 Significant newspaper, television news and radio publicity;
- 5.1.2 Information on-site at Pier and Espy Markets;
- 5.1.3 Letterbox drop to nearby residents and foreshore businesses;
- 5.1.4 Information via West St Kilda Residents Association newsletter and website;
- 5.1.5 Opportunity to submit online feedback via www.engage.vic.gov.au/new-st-kilda-pier between 21 September to 20 October 2017.

6. LEGAL AND RISK IMPLICATIONS

- 6.1 If a design is not adopted and funding committed, the structural condition of the pier will continue to decline and would result in reduce weight load limits and eventual closure of the pier due to safety risks.



6.2 Future design and statutory approvals will be required prior to any construction.

7. SUSTAINABILITY – Triple Bottom Line

7.1 ENVIRONMENTAL IMPLICATIONS

7.1.1 Statutory Planning approval will require the approval of Environmental Management Plans for the construction of the pier including the timing of to consider the penguin breeding cycle, disturbance of seabed sediments, noise management, waste removal etc.

7.1.2 The most recent construction of the 250 berth marina, northern wave attenuator, northern rock spur and southern rock breakwater had no overall impact on the penguin population. The number of breeding sites increased as a result of the expanded rock revetments. It is estimated there are 1400 little penguins living on the St Kilda breakwater and is not considered to be a threatened species.

7.1.3 The Statutory Planning process is expected to require coastal modelling to consider climate change as well as any possible effects to St Kilda Beach and West Beach with the alterations proposed to the rock groyne and new pier alignment.

7.2 SOCIAL & CULTURAL IMPLICATIONS

7.2.1 Both options introduce improved access for people with a disability or impaired mobility with the provision of an all-abilities in-water access ramp and accessible toilet and paths.

7.2.2 The St Kilda Pier has been an important element in various forms on St Kilda foreshore since 1850's.

7.2.3 Disability and Discrimination Act (DDA), Aquatic drowning risk audit and Crime Prevention Through Environmental Design (CPTED) principles are likely to form part of the detailed design for either options.

7.2.4 Option one, would restore the pier close to the historical pre-1971 physical alignment to pass just to the south of the kiosk. Heritage Victoria has advised Parks Victoria artefacts on the seabed may be disturbed by the construction of option one.

7.2.5 Option two, curved alignment would connect directly to the southern breakwater without the historical straight physical connection. The low level boat landing extension provides a visual connection between the pier and across the water to the kiosk.

7.3 ECONOMIC IMPLICATIONS

7.3.1 The replacement of St Kilda Pier and improved protection of penguin habitat supports St Kilda foreshore as a visitor destination, specifically attracting a million visitors a year.

7.4 FINANCIAL IMPLICATIONS

7.4.1 The replacement of St Kilda Pier is a Victorian Government project.



- 7.4.2 Council had already drafted basic conceptual designs to improve pedestrian and cyclist safety, reduce sand drift and increase shade adjoining the new pier entrance location.
- 7.4.3 Council will be required to collaborate with Parks Victoria in the detailed design process to ensure the Council managed land that interfaces with a new pier is updated and consideration in future Council budget processes.

8. IMPLEMENTATION STRATEGY

8.1 TIMELINE

- 8.1.1 Write to Parks Victoria, the Premier, relevant Ministers and Local State member confirming in accordance with resolution for inclusion in Parks Victoria's Business Case submission to the Victorian Government.
- 8.1.2 In December 2017 the preferred concept design will be submitted to Victorian Government by Parks Victoria.
- 8.1.3 Pending funding by the State Government, seek to collaborate with Parks Victoria on the detailed design including protection of the penguin habitat, increased public facilities, disabled in-water access ramp and improved connection to the foreshore.

8.2 COMMUNICATION

- 8.2.1 Parks Victoria will release an Engagement Summary in December 2017.
- 8.2.2 Council has developed a project page for this project to keep our community informed on progress.

9. OFFICER DIRECT OR INDIRECT INTEREST

- 9.1 No officers involved in the preparation of this report have any direct or indirect interest in the matter.