



**MORNINGTON PENINSULA RATEPAYERS' AND RESIDENTS'
ASSOCIATION INC.**

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12 December 2014

Mr Neil Daykin
Strategic Planning Team
Mornington Peninsula Shire
Private Bag 1000, Rosebud 3939

Dear Neil

Submission: Draft Jetty Road Foreshore Recreation Node Master Plan

The Mornington Peninsula Ratepayers' and Residents' Association Inc. provides the following comment on the Draft Jetty Road Foreshore Recreation Master Plan (Draft Plan).

1 Summary

We support the need for the Rosebud Activity Centre and Rosebud Foreshore to be enhanced however as a result of more recent Council decisions there are many questions to be answered before \$4 million is committed to the Jetty Road precinct.

The suggestion that \$4 million can be spent on the Jetty Road area alone is unrealistic when other Shire wide priorities and more pressing expenditures in the Rosebud area are required (see item 3.1 below).

The Draft Plan must take into account the Council's deliberations on Project Rosebud and cannot be considered in isolation. The purchase of Wannaeue Place and its possible redevelopment significantly affects the Rosebud Activity Structure Plan and the Rosebud Foreshore Management Plan which are the overarching guiding plans for the development of the Jetty Road foreshore precinct.

We are opposed to Activities 2 & 3 - Jetty Road Shared Street and Plaza, and Activities 4, 5 & 18 - Boardwalk, Waterfront Deck and Timber Groyne as they provide very little benefit to the community for an outlay of \$2.5 million of ratepayers' money. We are not satisfied that construction of a boardwalk, waterfront deck and timber groyne at a cost of \$1 million provides additional benefit over the cost of removing the freeway construction rubble at a cost of only \$400,000 (see Project Rosebud - Options Analysis, Attachment 1 [page 22], Council Meeting, Monday 8 December 2014).

We support Actions 1, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16 & 17 provided that government assist with funding.

2 General Comments on the Draft Plan

There are a number of unanswered questions and these include:

- Now that SPA is not located on the foreshore is the proposal for a new “Heart” for Rosebud opposite Ninth Avenue relevant and how does this impact on the Rosebud Coastal Management Plan and the subordinate Draft Plan.
- Project Rosebud is still being considered by the Council. This will impact on the Shire’s plan for the Rosebud Activity Centre and consequently impact on the Rosebud Foreshore? For example:
 - What is proposed for the Rosebud Bowling Club and the plaza on the Bowling Club site? Are two plazas necessary on the foreshore in Rosebud and can the Shire afford the cost of both (i.e. on the Bowling Club site and at Jetty Road)?
 - Is the proposal to realign Point Nepean Road now realistic and affordable? What is the impact of the Council’s possible development of Rosebud Central on the Point Nepean-Jetty Road intersection?
 - What is the future of the proposed new pedestrian crossings and integrated crossing facility for Point Nepean Road and how does this affect the Draft Plan?
- The expectation that \$4 million is available to be spent on a small concentrated section of the Rosebud foreshore at Jetty Road is unrealistic. A major deficiency of the Draft Plan is its failure to include a financial plan which address the impact of this expenditure will have on rates and Shire debt. (In addition to the other \$104 million the Shire has mentioned will be spent in the Rosebud area – see item 3.1 below.)

Shire rates have increased around 130% in the last 11 years and this rate of increase simply cannot continue. The new Victorian Premier has indicated that rate increases will be capped under his government and it is incumbent on the Council to at least have prepared a strategy in case this occurs.

- Should ratepayers be responsible for upgrade of land which is not Council owned and which is used by the broader Victorian community or is this the responsibility of government? Other nearby foreshore Committees of Management balance their income and expenditure without subsidies from rates.

The Shire needs to become more commercially focussed and economically responsible and do the same. If the Shire cannot find a way to do this then it needs to look at other options such as appointing a manager who can economically manage without subsidy from rates, or return management of the foreshore to the Department of Environment and Primary Industries (see item 3.2 below).

- What are the Shire’s priorities for the Jetty Road Recreation Node in relation to the Mt Eliza to Point Nepean Coastal Action Plan (CAP) and the Rosebud Foreshore Coastal Action Plans?

(The Shire’s record for delivery of these plans is atrocious and expectation that \$4 million alone will be spent will be spent on the Jetty Road Recreation Node is unrealistic. It is of concern that in August 2011, five years after approval of the CAP in 2005, that only 26% of proposed actions were completed while 24% of the actions were deemed no longer required. We have not audited the

Rosebud Coastal Management Plan but are aware that many of the actions proposed have not been completed in the timeframes proposed by this plan.)

- It is our opinion that the expenditure of \$2.5 million on Actions 2, 3, 4, 5 & 18 will not provide value for money or an acceptable rate of return to the Peninsula ratepayer community.
- Should Council decide that Actions 2, 3, 4 & 5 proceed then these should be a long term priority (10-20 years) for budgetary purposes as there are other more pressing Shire wide and Rosebud priorities (see also item 3.1 below).
- Consistent with the Council’s directives of 12 March 2013, 8 September 2014 and 22 September 2014 the possibility of rejuvenating the beach must be thoroughly investigated and considered in lieu of the Boardwalk and Waterfront Deck option, and the report made available to the community.

3 Comments – Further Detail

3.1 Future Rosebud Expenditure.

The plan to spend over \$100 million in Rosebud in the next 10-15 years is not plausible.

Table 1. Proposed Expenditure in the Rosebud Area.

Item	Estimated cost \$ m ¹
Rosebud Activity Centre Plan	
• Purchase of Rosebud Central Shopping Centre etc.	5.9
• Southern Peninsula Aquatic Centre	34.0
• Relocate the Bowling Club.	3.0
• Refurbish the Memorial Hall	1.5
• New civic plaza and compensation to 8 beach box owners.	2.5
• Miscellaneous costs/ e.g. relocate carnival. landscaping and etc.	2.0
• Point Nepean Road deviation, relocate car park, etc.	12.0
• 7 new and upgrade of pedestrian crossing incl. new traffic lights.	5.5
• Intersection upgrades/landscaping/feature paving/play equipment/street planting/public artwork/Wannaeue & shared plazas, etc	5.0
• General streetscape, round-a-bouts and public transport enhancements.	5.0
Rosebud Coastal Management Plan	
• Costs outlined in the Coastal Management Business Plan.	3.0
• Draft Jetty Road Foreshore Recreation Master Plan	4.0
Rosebud’s share of the Shire’s \$30 million drainage strategy	3.0
Rehabilitate the old tip in Truemans Road (CEO stated that we know it will cost \$20 something million to remediate) ²	22.0
Total³	108.4

- Notes:
1. We do not claim that this is a comprehensive estimate and some quantum may be arguable but it is a reasonable guide to the order of the likely cost.
 2. Statement made by the CEO at the Special Council Meeting of 19 March 2012.
 3. The total above does not include possible development at Wannaeue Place as may be considered by Council in relation to “Project Rosebud”

Table 1 shows our estimate of the expenditure foreshadowed in the Rosebud area over the next 10-15 years exceeds \$100 million. The estimate is consistent with the proposed developments outlined in the Rosebud Activity Centre Structure Plan and the Rosebud Foreshore Management Plan approved by the Council, and other stated council expenditures.

An overall holistic approach which compares and prioritises the cost of all future Rosebud development options needs to be considered. This needs to be realistic and take into consideration what is sensible and justifiable to be spent solely in the immediate Rosebud area and must not be to the detriment of the wider Peninsula.

3.2 The Cost to Ratepayers for the Shire to Manage the Rosebud Foreshore.

The Association notes that in 2005 the Shire executed an agreement with Parks Victoria to takeover the management of the Rosebud foreshore. In response to a question asked by Mr. Gary Howard, a resident of Dromana, at the 2006/07, 223 Budget Hearing shortly after the Shire assumed responsibility, the Manager - Recreation and Leisure stated:

*"The net operating cost of the Rosebud Foreshore Reserve is three hundred and seventy thousand dollars (\$370,000) per annum for 2006/2007. This compares to an initial expectation of approximately three hundred thousand dollars (\$300,000) per annum. **We do expect however to improve on this once we have managed camping operations for a full year.**"*

However, the Rosebud Coastal Management Plan, Business Plan approved by Council in 2012 shows that the budget loss for the Shire to manage the foreshore was anticipated to be: \$420,000 for 2011/12, and \$345,000 for 2012/13 and 2013/14 not including capital works – new/upgrades of major infrastructure.

Advice from the officer who prepared the business plan was that there are further additional costs related to managing the foreshore and these are included in the operating budgets for some of the Shire's units for example, the Strategic Planning Unit costs which are required to prepare master plans.

The Association suggests that since taking over the management of the foreshore from Parks Victoria that **ratepayers now have to fund a loss of between \$0.5 to \$1.0 million per annum.**

Other adjacent foreshore managers, such as those at Dromana, West Rosebud and Whitecliffs to Camerons Bight are managed by foreshore committees at little or no cost to ratepayers and this raises the question as to why the Shire can't do the same?

The Association suggests that the Shire needs to look at its foreshore management costs and there needs to be **more accountability**, particularly in view of the above **statement made by the Manager- Recreation and Leisure.**

If the Shire cannot balance foreshore income and revenue like the other nearby foreshore managers then it should look at alternative management options such as appointing an organisation which can, or returning management back to the Department of Environment and Primary Industries.

3.3 Conflicting Options

We are concerned that by placing the Draft Plan on public exhibition the Shire has built up the community's expectation that \$4 million will be spent on the Jetty Road

precinct including a boardwalk and waterfront deck. However at the same time the Council has repeatedly asked since 2013 for a report on an alternative of removing the sand bags and fill, for example, most recently:

"2. That on or before 8 December, 2014 an up to date needs analysis and report be brought to a meeting of Council as to the provision and better provision and development of the following facilities in and about Rosebud and the analysis and report consider:

H. The rejuvenation of the Rosebud Crown Land foreshore and Jetty Road beach including removal of the sandbagging, builders rubble and fill either as a standalone project or in conjunction with the development of the Civic Precinct (Minutes of Council Meeting 22 September 2014)."

The report "Project Rosebud – Options Analysis (attachment 1, page 22)" submitted to Council on 8 December 2014 states:

"Until completion of detailed assessment reports, it is not possible to identify with any reliability the potential options available to give effect to this resolution (i.e. the rejuvenation of the Jetty Road Beach)."

Consistent with the resolution of Council at its meeting on 8 December 2014 no further action on the Draft Plan should be undertaken until a detailed assessment report is provided to Council and is considered in the workshops deciding the "Project Rosebud" priorities.

3.4 Removal of Fill and Sand Bags

The construction of the boardwalk and waterfront deck will do little to improve the ugliness of the sand bags and beach at this location (see photograph 2 in Figure 1 and the Draft Plan, pages 22 & 73).

We note that the report "Project Rosebud – Options Analysis" indicates that the rough estimate of cost to remove the fill is \$400,000 (excluding the cost to remove sand bags which should not be too difficult by slashing the sand bags and emptying them [with the assistance of a small backhoe]). Removing the fill appears to offer substantial savings compared to the alternative solution of constructing a boardwalk, waterfront deck and timber groyne at a cost of \$1 million.

The Draft Plan indicates that the "location of the imported fill, circa 1970s is assumed". Further information on the exact location or extent of the imported fill could not be provided when enquiries were made at the Community Consultation Day on Saturday, 15 November 2014. Information from local residents indicates that the depth of fill may be variable and the actual area could be less than that assumed on page 11 of the Draft Plan.

As the area may be less than shown on the Draft Plan it may only be necessary to remove the fill between the existing bitumen walking track and the water to restore the beach. It may also be possible to reduce cost by relocating the fill (by spreading/mounding) on the remaining existing open area and top dressing thus retaining an open area for the local school sports and the kite festival.

To determine the actual area covered by fill and its depth it would be worthwhile considering hiring a mobile post hole digger (augur) for a day to bore about 8-10 holes. It would be expected that this would only cost a few thousand dollars at most.

3.5 Proposal for a New Groyne – Coastal Consent

The Project Rosebud - Options Analysis indicates that removal of the builder's rubble and fill will require specific approvals under the *Coastal Management Act*. If this is the case then consent also appears to be required for construction or carrying out works such as the boardwalk, waterfront deck and a groyne (*Coastal Management Act Guidelines, Series 1, DSE, 2004*).

Construction of a timber groyne needs to consider the wider ramifications of the effect on adjacent beaches, the nearby drains, and the effect of the continuing dredging of the boat harbour in front of the Rosebud Boat Club.

There is no indication in the Draft Plan that DEPI has been consulted on either the Draft Plan or the construction of a timber groyne.

3.6 Responsibility for Removal of Fill or Construction of Boardwalk and Deck

Consistent, with the restoration work at Portsea, Anthony's Nose, Mt Martha and other Peninsula/Port Phillip beach locations the Department of Environment and Primary Industries and not the Council should be responsible for the foreshore restoration work (or boardwalk etc if Council decides that this is the way to proceed).

Attached is a letter sent to the Department of Sustainability (DSE) by our Association on 10 December 2009 which indicated that the rejuvenation of the beach using a sand bag wall was only a temporary solution and DSE should investigate a permanent solution.

The Draft Plan (page 60) also indicates a purpose of the boardwalk is "to hide the sand bag wall and its presence". This is confirmation that the work undertaken by DSE was not satisfactory and they should be responsible for remediating the situation.

3.7 Use of the Foreshore.

Figure 1 shows the comparison of how the foreshore is used on the same day. It clearly shows that the main attraction is beach recreation and swimming.



West of Rosebud Pier – barely a person in sight



East of the Rosebud Pier – beach is well used



McCrae beach looking towards the Rosebud pier. Shows the increased use when the beach is clean and there is no rubble

Figure 1. Photographs comparing Rosebud Foreshore use on 10 January 2014

In our view restoration of the beach wins hands down on all fronts for attraction of users compared to building a boardwalk and waterfront deck. A boardwalk and waterfront deck will compete with the adjacent pier for patronage. Extensive use and additional attraction of pedestrians by the boardwalk and waterfront deck over and above those already attracted to the pier is questionable.

3.8 Jetty Road Plaza confusion.

There appears to have been little, if any, consideration by the Shire planners with Amendment C175 and the authors of the Draft Report of the need to open up Jetty Road to facilitate awareness of the pier and foreshore.

The Draft plan states page 20 (also see photograph on page 22):

"From the elevated southern side of the Jetty Road/Point Nepean Road intersection there is a linear view of the bay and pier. However from the northern side of this intersection the view is obscured by cars parked at the Jetty Road car park."

However the Draft Plan ignores the future development of Jetty Road as provided by Amendment C175, the result of which will in effect give Jetty Road a narrow laneway appearance rather than opening up the view to the pier and foreshore. This will restrict visitor awareness and appreciation from Point Nepean Road (see Figure 2 below).

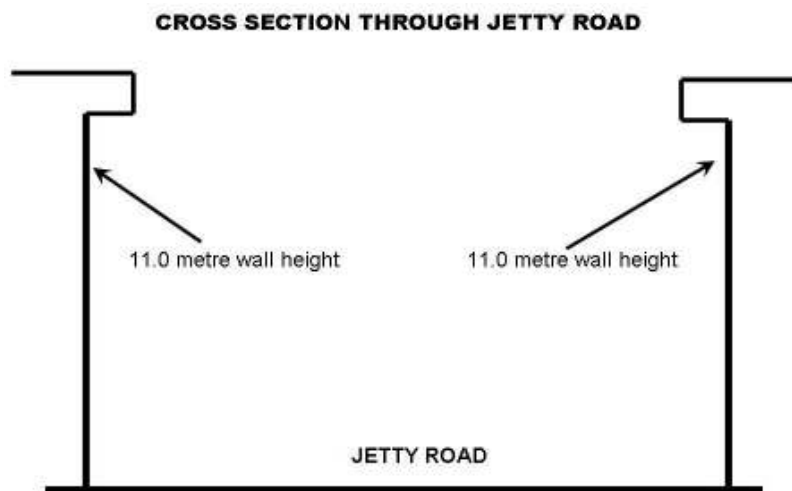


Figure 2. Narrow laneway effect of Amendment C175

3.9 External Seating in the Proposed Jetty Road Plaza

Consistent with the VCAT and Planning Panels Victoria decisions total restaurant and cafe seating must be part of the existing planning permits and not increased. The VCAT and Panel decisions took into consideration the objections and amenity of the respondent objectors. DPO 18 sets out the requirement for 1A -1B Jetty Road and the Jetty Road Pizza already has outside seating within its boundary.

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- 1 We give consent for my personal details and for this submission to be published as part of any Council reporting process.
- 2 Attachments
Attachment 1 – Letter to DSE, 10 December 2009



MORNINGTON PENINSULA RATEPAYERS' AND RESIDENTS' ASSOCIATION INC

and

McCRAE ACTION GROUP

PO Box 4087
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10 December 2009

Mr. Mike Behnke
Manager, Infrastructure and Risk Management
Public Land Management
Port Phillip Region
Department of Sustainability and Environment
30 Prospect Street
Box Hill Vic 3128

Dear Mike

Re: Rosebud Foreshore

The Mornington Peninsula Ratepayers' and Residents' Association thanks you for forwarding a copy of the Riedel letter on the 'Exposure of fill material at Rosebud Foreshore' and also, in conjunction with the Council, for making yourself available to outline to the community the DSE's proposal to improve the beach near the Rosebud pier.

We support your proposal to reclaim the beach using offshore sand.

However our concern is that in the longer term that storms and/or tides may again expose the rubble (hopefully this will be many years in the future). We would like to suggest that while the current solution is in place that DSE could use the time available to give consideration to developing a fallback solution which might be more permanent rather than repeating the exercise in the future.

This would enable the existing proposal to be seen as an interim measure while the longer term solution is being investigated and thus avoid the possibility of any embarrassment if the existing exercise is effective for only a short period of time.

Nearly all of the volunteers of the McCrae Homestead Coastal Group and the Friends of Rosebud Beach Foreshore are also members of our Association and it would be appreciated if you could keep us informed of any future developments on the Rosebud and McCrae Foreshores.

Yours faithfully

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