

# MINUTES



## **Special Meeting of the Council**

**MEETING DETAILS:**

MEETING NO: 10  
MEETING DATE: 07 July 2009  
TIME: 7:24 PM  
LOCATION: Council Chamber  
699 Doncaster Road, Doncaster

# MINUTES

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**MANNINGHAM CITY COUNCIL**  
**MINUTES OF THE SPECIAL MEETING OF COUNCIL**  
**HELD AT COUNCIL CHAMBER**  
**ON**  
**07 JULY 2009**

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The meeting commenced at 7:24 PM.

Present: Cr Charles Pick (Mayor)  
Cr Fred Chuah (Deputy Mayor)  
Cr Meg Downie  
Cr David Ellis  
Cr Geoff Gough  
Cr Grace La Vella  
Cr Graeme Macmillan

Officers Present: Chief Executive Officer, Ms Lydia Wilson  
Director Assets & Engineering, Mr Claude Cullino  
Director Community Services, Ms Celia Haddock  
Director Planning & Environment, Mr Paul Molan  
Executive Manager Corporate Support, Mr Steve Goldsworthy  
Chief Financial Officer, Mr Rob Spargo

**1. OPENING PRAYER & STATEMENT OF ACKNOWLEDGEMENT**

The Mayor read the Opening Prayer & Statement of Acknowledgement.

**2. APOLOGIES**

Apologies were received from Cr Stephen Mayne and Cr Ivan Reid.

**3. PRIOR NOTIFICATION OF CONFLICTS OF INTEREST**

The Chairman invited Councillors to disclose any conflict of interest in any item listed on the Council Agenda.

Cr Chuah advised that he would be declaring a conflict of interest under Item 4.

#### 4. Doncaster Civic Precinct - Concept Report June 2009

Responsible Director: Chief Executive

File No.

The ultimate destination for this report is: COUNCIL AGENDA

##### SUMMARY

*This report defines the Civic Precinct Project Stage 1 Works/Services and provides the details of an exciting concept design that seeks to co-locate a number of cultural, social and community facilities in a central location to meet the growing needs of the Manningham Community. The Stage 1 Works/Services are scheduled to be implemented over the next three years.*

*This report also outlines the status of the preparation of the Project Brief, the Business and Management Plans, the Masterplan, the Environmentally Sustainable Development plans and targets, and the details of the project cost plan and budgetary requirements.*

*The Civic Precinct project has reached a significant milestone and endorsement of the concept design along with financial principles, project program and milestones for the Stage 1 works and services is sought from Council.*

##### 1. BACKGROUND

- 1.1. The Doncaster Hill Strategy provides for the development of the Doncaster Hill Activity Centre, comprising seven distinctive development precincts.
- 1.2. Precinct 1 will include the Civic Precinct project and currently includes the areas occupied by the Municipal Offices and car park, Doncaster Primary School, the Doncaster Bowling Club, and extends north to include Schramm's Reserve. The area is generally bounded by Doncaster Road, J J Tully Drive, Council Street and Board Street.
- 1.3. The vision for Precinct 1 is: "The creation of a consolidated, prominent and accessible civic centre with an expanded community and education focus, with gateway presence. It will also include a major urban open space/green spine for Doncaster Hill Activity Centre residents and the wider Manningham community. It is also envisaged to incorporate strong pedestrian links to other areas of the Doncaster Hill Activity Centre and enhance the historic/arts sub-precinct." (Manningham Planning Scheme – Clause 21.21-1 as part of C33).
- 1.4. At the Council meeting on 24 June 2008, Council unanimously endorsed the project plan and cost plan for the initial stage of development of the Civic Precinct. Council also endorsed the relocation of Doncare Community Services to the new facilities and noted that officers would seek State and Federal Government support for construction of the Doncare facilities.

**2. KEY COMPONENTS**

- 2.1. The new Civic Building will co-locate a number of cultural, social and community facilities and services, including:
- Community Arts
  - Community and Youth Space
  - Art Gallery
  - Library
  - Café Facilities
  - Doncare Social Services staff and visitors
  - Chinese Community Social Services
  - Manningham Community Health services
  - Interact Australia
  - Manningham Maternal Health Centre staff and parents
  - Family Services / Preschool
  - Doncaster Kindergarten and Child Care Service staff, students and parents
  - Sustainable Technology Centre
  - Underground Car Parking Facilities for 150 Cars and Surface Car Parking for 190 places
  - Civic Forecourt / Outdoor spaces / Site Landscaping / Public Realm Works
  - Bus Interchange Facilities / Shared Pedestrian / Bicycle Facilities
  - Environmentally Sustainable Design Features and Facilities.
- 2.2. The recent inclusion of facilities for Chinese Community Social Services, Manningham Community Health and Interact agencies aims to provide targeted services to the most vulnerable and disadvantaged people within the community.

**3. BUILDING DEVELOPMENT OBJECTIVES**

- 3.1. Concept Plan
- 3.1.1 The vision of an approachable, environmentally sustainable and accessible building for all is the overriding quality guiding the design of the new Civic Building.
- 3.1.2 The building form focuses on the new civic forecourt and adjacent flexible civic open space beyond. The entry is bold with a large overhanging verandah extending welcome from the civic arrival forecourt space.
- 3.1.3 A central and internal street extends the public space into the interior of the building. Complete with an innovative Green Wall and overhead street lights at night, the naturally lit internal space provides natural daylight and views to the depths of the building, as well as

providing address points to each of the important and vital community services that are provided. The space acts as a thermal chimney helping to draw passive ventilated air into and through the building.

- 3.1.4 The ground level offers a generous foyer space for public functions providing access to the Gallery, library and adjacent café spilling onto the forecourt plaza. All contribute to a vibrant and interactive edge that welcomes and animates the public spaces outside.
- 3.1.5 Stairs lead to the upper levels, where other important civic functions such as Maternal Health and Childcare Centre, Doncare Social Services, Art and Culture Services and specific spaces can be provided for Interact Australia, Chinese Social Services and Manningham Community Health.
- 3.1.6 The orientation of the building presents dramatic views over the precinct to Kinglake ranges beyond, and provides a public working space to which the art studios extend and to which the public are welcome. The flexible arrangement of spaces means there is a possible function area that can be realised when operable walls are opened to the space on the northern side of the building.
- 3.1.7 A lower level houses the Child Care Centre and kindergarten, which sits on the same level as the adjacent Doncaster Primary School. This completes all sides of the buildings as “front doors” to the community – each side active and engaging with its neighbours on all levels.
- 3.1.8 Outside, the slope of the land provides great potential for a building on the Hill, with a series of viewing platz that step down the hill around a future new Civic Performance space. A large labyrinth below provides a space for passive cooling of air into the new Civic Building.
- 3.1.9 Completing the external landscape is a large mound to the west, above which an interactive new Urban Forest embraces the site further. This area also acts to filter grey water to a storage tank, that then feeds the important recreational ovals located in Schramms Reserve to the north. A meandering pathway provides access for all abilities from Doncaster Road into the site.

#### 4. TIMELINES & PROJECT MILESTONES

- 4.1. Development of the Civic Precinct is expected to take place over a 20 year timeframe. The initial stage of development of the Civic Precinct (stage 1 works) is expected to be completed within the next three years.

Draft key milestones are:

Council – 7 July 2009	Approval of project (Stage 1) Brief, Scope of Works and concept design plans
Council - 28 July 2009	Endorsement of Business and Management Plan
July 2009	Application for Planning Permit submitted
July 2009	Approval of project schematic design

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|----------------|--|
| September 2009 | Consideration of Planning Permit application |
| November 2009  | Turning of Sod / Start site works            |
| December 2009  | Approval of Working Drawings                 |
| December 2009  | Excavate Building Benches                    |
| January 2010   | Calling of Tenders                           |
| April 2010     | Award of Contract                            |
| May 2010       | Commencement of Building Works               |
| November 2011  | Stage of Practical Completion                |
| November 2011  | Handover and opening of facilities           |
- 4.2. Completion of the concept phase of the project has been achieved and Council approval is sought to proceed with the development of Schematic Design and Working Drawings.

## 5. LEADERSHIP AND PROJECT COORDINATION

- 5.1. Council appointed Haskell Architects and a specialist consultant team following a public tendering process in October 2008 to undertake the design and delivery of the Civic Precinct Stage 1 works.
- 5.2. The building design has been strategically led by the key leadership of the Project Control Group, made up of City of Manningham Executives. This leadership provides the driving commitment for this project to excel as an example of sustainable design and an integrated community facility.
- 5.3. A series of focus working groups have been established to attend to key areas of interest. These include:
- Management Group
  - Environment Group
  - Planning and Urban Design
  - Traffic and Parking
  - Existing Civic Office Building Integration.
- 5.4. Each group has worked to critique and explore all options available to ensure the consideration of issues from a range of disciplines and application to the concept design.

## 6. FINANCIAL PLAN

- 6.1. A Financial Capacity Analysis has been undertaken and Financial Principles have been developed which underpin a robust approach to financial management of the project focused on minimum rate dependence, use of Development Contributions, proceeds from asset sales, the Westfield contribution and financial results of an aggressive campaign targeting Federal and State Governments. The Financial Principles approved by Council include:
- The funding applied to the development of Civic Precinct is not to include funding sourced from rates or general revenues. (Excludes

\$4.5m for works associated with accommodation for Doncare and other community groups)

- Only funding sources that have a direct relationship to Doncaster Hill (not just Precinct 1) can be applied to the Civic Precinct projects. This includes funds from asset sales that have been formally approved
- Where monies from asset sales are being used to fund particular project components then those project expenses can not be incurred prior to the realisation of the cash from the asset sales
- Where monies from Grants are being used to fund particular project components then those project expenses are to be scheduled to coincide with access to Grant funds
- As the funds held in the Bin Replacement Reserve will not be required prior to 2016, then funds within that Reserve can be accessed to a level that reflects the forecast DCP contributions receivable prior to 30 June 2016
- No loan borrowings are permitted for the project
- Costs associated with relocation of services, such as the MCH, pre-school and occasional care centre are to be included in the cash-flows.

The June 2009 Financial Capacity Analysis forecasts that the Council has the financial capacity to fund up to \$34,953,000 for the works in the Civic Precinct. Details of available Capital Revenues, Capital Government and Community Grants, Potential Capital Grants and contributions and a Potential Capital Budget are set out in the table below.

Item No.	Funding Source	June 2009 Prudent Estimate
1	Westfield Contribution 1	3,070,000
2	Westfield Library Contribution	3,275,000
3	Westfield Contribution 2	3,288,000
4	Interest Earnings on Westfield Contrib.	600,000
5	Asset Sales	5,528,000
6	Open Space Reserve Drawing	1,882,000
7	DCPO Funding to June 2011	580,000
8	DCPO Funding to June 2016	1,480,000
9	Rates Money for Community Groups	4,500,000
10	Government and Community Grants	10,750,000
11	<b>Total Capital Revenues</b>	<b>34,953,000</b>

An aggressive advocacy and government funding strategy has been developed, led by the Chief Executive, and to date the strategy has secured \$10,750,000.



There are other grant possibilities that have been identified and officers will pursue every opportunity to further secure funds.

The Financial Plan has been developed having regard to the revised estimates for inflows arising from asset sales. It is proposed to defer asset sales until the markets improve. Any inflows that are in excess of the conservative valuation for land, and additional grants obtained, could then be used to commence Stage 2 works or reduce rate revenue requirements for Stage 1 of the project.

There are a number of additions to the original project that arise due to the implementation of the Master Plan. The expanded forecourt, inclusion of urban forest, bicycle and extended pedestrian paths and extended landscape are considered to be part of the Master Plan implementation and not part of the original scope of works. Further, an additional \$900,000 has been included in the project to link the Council Office Building to the Tri-generation facility to be installed in the Civic Precinct building. This is also considered to be in addition to the project scope.

The original budget provided for \$400,000 for open space related works. The implementation of the Master Plan now extends those works by \$1.482M to \$1.882M. It is therefore proposed that additional funding be drawn from the Doncaster Hill Open Space reserve for these public area development works.

As of 30 June 2009, the Doncaster Hill Open Space Reserve account had \$500,000. It is currently estimated that in the next three years a further \$1.2m will be available from this fund. Any funds needing to be drawn from the general Open Space Reserve will be returned to the Reserve as the Doncaster Hill Developer Contributions are progressively received.

## 6.2. Funding Requirements

As there are specific requirements related to funding certain Civic Precinct developments the analysis of financial capacity separates the projects into two distinct parts:

Part 1 – Social and Community Infrastructure related to the Doncaster Hill Development Contributions Plan Overlay (DCPO) and Section 173 Agreement with Westfield.

Projects contained in Part 1 are those facilities Council has a legal requirement to provide within the Doncaster Hill area.

Council's Doncaster Hill Development Contributions Plan is incorporated into the Manningham Planning Scheme and provides for the application of levies on developments within the Doncaster Hill Activity Centre based on sharing costs between developers and Council for the social and community infrastructure required by residents and visitors to Doncaster Hill.

As a condition of the planning approvals for the Westfield redevelopment, Council entered into a S173 Agreement that, together with the relocation of the library outside Westfield Doncaster, secured \$9.633m funding for Doncaster Hill infrastructure. These monies are required to be totally expended "on development or improvement of the Doncaster Library and community cultural, education, youth and information technology facilities within the Doncaster Hill area".

The Developer Contribution Plan for Doncaster Hill specifically binds Council to construct a multipurpose community facility (1,500m<sup>2</sup>), Library (1250m<sup>2</sup>), Occasional Care Centre (300m<sup>2</sup>) with outdoor area of (290m<sup>2</sup>), a children's services facility (500m<sup>2</sup>) and youth facility (250m<sup>2</sup>) within the Doncaster Hill precinct.

Part 2 – Community Group Accommodation (Doncare Community Services, Chinese Community Services, Manningham Community Health and Interact). The Financial Plan provided \$4.5m for this part of the project.

### 6.3. Further Funding Considerations (Stage 2)

During development of the cost plan a number of additional facilities or features were identified and provision of these facilities would add value to the Civic Precinct project. The following facilities are listed for consideration in priority order for inclusion in a Stage 2 program and are not funded within the \$34.953 million for Stage 1 works.

Facility / Feature	Estimate Cost
Provision of an additional 50 car spaces in lower Level 2 in underground car park at an estimate cost of	\$1,075,000
Provision for an increase in underground car park under Extended civic forecourt at an estimated cost of	\$970,000
Provision of underground access to underground Car park from Doncaster Road under civic forecourt	\$1,300,000
Provision for extension of Civic Forecourt over Underground car park area and access from Doncaster Road	\$750,000
Provision for additional public realm works incorporation (subject to final design details)	\$1,500,000 to \$2,500,000

The project management plans will provide for continuous monitoring of the financial capacity and scope of works to ensure that the Council makes best use of any additional funds that may become available or has the opportunity to manage the scope and cost of works within its financial capacity.

## 7. ENVIRONMENTALLY SUSTAINABLE DEVELOPMENT (ESD)

The Civic Precinct design process has been guided by Environmentally Sustainable Development (ESD) principles, from the outset. These are encapsulated in Manningham's Planning Scheme Policy, in the Doncaster Hill Strategy and also in the following briefs:

- Civic Precinct Sustainability Management Plan (SMP) Brief
- Civic Precinct Water Brief
- Civic Precinct Energy Brief
- Civic Precinct Green Star Building Rating Brief.

Performance targets have been set to guide the design response and cost planning. The ESD principles have been used to establish targets to be incorporated in the design response documents. Manningham Sustainable Management Plan (SMP)

targets have been established for: Building Energy Management, Water Sensitive Urban Design, Construction Materials, Indoor Environment Quality, Quality of Private and Public Realm, Waste Management, Transport, and Demolition and Construction.

The ESD goal is to achieve a Green Star 5 Star rating for a public building with an aspirational goal to upgrade the building rating to a Green Star 6 Star facility.

**Green Star 5 Star:** Green Star is an internationally recognised rating tool and design checklist used to guide the building and landscape design process. The Project Architects, Engineers, Landscape Architects and Council Officers have been trained in Green Star design, ensuring that the new public building, will achieve Green Star 5 Star rating, above the requirements of the planning scheme.

Australia's first Green Star 'Public Building' rating, will be piloted by Manningham, meeting its own planning scheme commitment to go 'beyond compliance' and demonstrate excellence and innovation. The Department of Planning and Community Development and Melbourne Water, has praised this move by Manningham, that will place Doncaster Hill as the Australian Best Practice Case Study, demonstrating the method by which State Government works with Local Government, to develop green Civic buildings and open spaces, that are green from conception and green in performance as an education tool.

**NABERS 5 Star (National Australian Built Environment Rating System):** The Civic Precinct is to meet the NABERS 5 Star minimum target throughout its operational life. The aspirational targets for the new Civic Building is NABERS 6 Star. This means that the new Civic Building will generate approximately 50% less CO<sub>2</sub> emissions than a Building Code Australia compliant building.

#### 7.1. Design Response

The design response has been delivered under a collaborative design model led by the project Architect with assistance from specialist ESD consultants, Council Officers, Landscape Architect, and stakeholder agencies including Melbourne Water, Department of Sustainability and Environment – Sustainability Victoria (SV), and Department of Planning and Community Development (DPCD).

A number of passive and active design features of the new Civic Building will help to significantly reduce energy and water consumption through appropriate placement of design elements within the precinct, providing a healthy and invigorating new Green Community Centre. Other significant design features are further discussed below.

#### 7.2. Building Energy Management

- Energy Efficiency
- Orientation - North facing
- High performance glazing
- Shading Devices to facades
- Passive Ventilation via landscape Labyrinth (underground concrete pipes) and Thermal Chimney (staircase thermal)
- Passive cooling (or heat sink) via Urban Forest with water sensitive urban design feature

- Natural Day Lighting - maximize to reduce electricity
- Internal Thermal Mass - exposed concrete
- Highly efficient lighting
- Building management automation system optimize energy efficiency.
- Energy Generation
- Trigeneration providing power (gas generator) and cooling (absorption chiller) with a shared micro-grid between two buildings – an Australian first
- Trigeneration delivers base load power and cooling needs for Civic Building & Municipal Offices satisfying 90% of electricity demand
- Solar power and micro-wind power pending 12 month wind study
- Solar hot water for showers and basins.

### 7.3. Water Sensitive Urban Design

- Water efficient shower fittings (rated at < 9 litres/ minute). Low flow shower heads have a positive impact on greenhouse gas through the reduced need to heat water when having warm showers
- Dual flush toilets / Waterless urinals
- Flow restrictors
- Dual reticulation water supply pipes for future recycled water (non-potable use)
- Rainwater Tanks (60,000 litre tank for roof rainwater – re-use in building, flushing, 250,000 litre tank for stormwater harvesting – landscape/oval irrigation)
- Stormwater treatment with raingardens, treepits and green roof treepit
- Public Realm – Quality Improvements
- Urban Forest provides informal play space for community
- Urban Forest provides shade, inviting community to enjoy the outdoors
- Urban Forest cools air on a summer day, with an intake pipe for cooler air to the building, reducing electricity and naturally ventilating the building
- Viewing platz provides a beautiful stepped amphitheatre effect
- New connectivity between pedestrian and cyclist paths throughout the precinct.

### 7.4. Transport

- Access to a new bus stop integrated into the Civic Precinct
- New pedestrian and cyclist access, with showers for cyclists and walk commuters
- Bike racks within the landscape and under cover.
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#### 7.5. ESD – Cost Plan Requirements

- The budget and cost for implementing the ESD design elements is \$4,800,000.

### 8. PROJECT BRIEF

A detailed project brief has been prepared and includes: User Group requirements for each of the agencies; an Energy Design Brief; a Water Design Brief; and a Greenstar Design Brief.

Through a series of consultation sessions with each of the key users, their specific requirements have been understood and translated into initial concepts for review. This process will continue with increased understanding as the project progresses, but contained within the budget limits.

Detailed briefs for energy, water and Green Star have been prepared by Council officers and responded to by the Project Partner, Murchie. The aspirational goal of 6 Star Green Star and 6 Star NABERS is clear and will be achieved through a strong team approach.

Development of the civic building also provides the potential for providing a complimentary outdoor area which could open up connections: a large civic gateway plaza, a flexible civic open space and pathways to existing paths and links.

It is intended that synergies between each of the groups be established to ensure efficient sharing of primary resource areas and public spaces such as foyers, meeting rooms and receptions. This may require some review of the design concept to assist the resolution for the final design.

The key objectives of the Civic Precinct project are in accord with the Doncaster Hill Vision, and aim to meet the needs and expectations of both the community, staff of the new facilities and the visitors.

### 9. BUSINESS PLAN AND MANAGEMENT PLAN

A Business Plan and Management Plan have been prepared in consultation with prospective tenants and other key stakeholders to ensure an integrated facility in terms of management, business operations and technical requirements, with the goal of seamless service delivery that meets the needs of the relevant agencies, user groups and the broader community.

Root Projects Pty Ltd (RPA) and Quest Consulting Pty Ltd (Quest) were appointed in October 2008 to work with Council and all stakeholders to the prepare Business and Management Plans to underpin the development of the community hub.

#### 9.1. The overall objectives were to:

- Define the philosophy and match the vision of the Precinct with an equally strong Management and Business vision to support its operation
- Create Management and Business Plans that articulate the management model, operating structures, business model, financial requirements and identify likely risks
- Engage stakeholders in a supportive process to create longevity beyond the development of the plans.

The service partners to be located in the Hub were consulted in the development process, including Manningham Whitehorse Library Corporation (Doncaster Library), Doncaster Kindergarten, Doncare, and Council services - Elgar Court Occasional Care Centre, maternal and child health, Manningham Arts Centre, and Manningham Gallery. More recently this group has been extended to include Manningham Community Health Service, Chinese Community Social Services Inc, and Interact. These services are defined in this report as foundation tenants.

Doncaster Primary has also been included in consultations due to the close relationship between the school and the community hub, although it is not located in the hub.

9.2. The key elements of the management model are:

- A Community Hub Governance Committee with responsibility for high level oversight of the Hub
- A Service Liaison Committee established to build collaboration between the co-located services
- A Memorandum of Understanding between the agencies located in the Hub
- A tenancy agreement between Council and the non-council services in the Hub
- Clarity in the responsibilities of each of the agencies and services within the Hub
- Acknowledgement by all parties of the ultimate rights of Council as property owner and elected representative of the community.

The Management Plan in turn has been prepared to guide the governance and management of the operations of the Community Hub.

9.3. The principles that will underpin the operation of the Hub are:

- Commitment to integration as a shared goal
- Recognition of and respect for the objectives of individual agencies
- Treatment of all visitors equally – they are community members first and clients second
- Collaboration with other services and Council
- Genuine engagement in conflict resolution
- Acknowledgement of Council as building owner
- Acknowledgement of Council as the ultimate representative of the community.

9.4. Governance

The Community hub will have the following two structures as part of its governance;

A) Community Hub Governance Committee

The overall purpose of the Hub Governance Committee is to drive the vision for the Community Hub and establish and enhance relationships at a senior level between the services located in the Hub and in the Precinct generally. It will also oversee the delivery of the Memorandum of Understanding established between the parties and seek to ensure that the facility is closely aligned with community need and expectations.

The Hub Governance Committee will be chaired by the Director Community Services and will include the CEO or Chairperson of each foundation tenant group as well as relevant senior Council Officers. The Hub Governance Committee is advisory, not a formal committee of Council and there are, therefore, no formal reporting arrangements. The Committee reports through the Chair to the Council Chief Executive.

#### B) Service Liaison Committee

The overall purpose of the Service Liaison Committee (SLC) is to develop and maintain highly collaborative relationships between services and staff located in the Community Hub. It will drive programming in the space and take responsibility for ensuring it is lively, vibrant and welcoming for all community members.

The Service Liaison Committee will be chaired by the Coordinator Community Planning and Engagement and will include relevant members of each foundation tenant group, Doncaster Primary School, and relevant Council Officers. The Chair of the SLC will prepare a quarterly report summarising the work of the Committee and forward the report to the Governance Committee.

#### 9.5. Resourcing and Support

A Council Employed Community Engagement Officer will resource these groups and be responsible for the day to day liaison and relationship building between all Groups located in the Community Hub. This position has been funded for a three year period from the State Department of Community Planning and Development (Community Support Fund). It is anticipated this position will commence early in 2009/10.

#### 9.6. Occupancy Agreements

There will be three different types of tenant - Council services, services provided by community agencies and commercial operators. Different tenancy arrangements will be required for each tenant type:

- Council services will occupy the Hub in the same way that Council services occupy Council's office building - that is, at management discretion. These services are: Manningham Art Gallery; Manningham Arts Centre; Maternal and Child Health Centre; Occasional Child Care; and Whitehorse Manningham Library Corporation (Doncaster Library).
- Non-Council services will occupy the Hub under an occupancy agreement. This agreement will set out the terms and conditions of the occupancy and rent payable. The non-Council services that will be located in the Hub are: Doncaster Kindergarten, Doncare, Manningham Community Health Service (pediatric physiotherapy program), Chinese Community Social Services (office and programmatic space), Interact Australia (office and workshop space for young people with disabilities), and Café.

- Non-Council services will fall into two categories: commercial organisations and community agencies. Commercial organisations will pay full commercial rent and community agencies will pay a fixed per cent of commercial rate in accordance with Council policy. Casual hire fees for meeting rooms/workshops will be charged as per the Council policy for these facilities.

#### 9.7. Tenancy Criteria

Council expects all tenants of the Civic Precinct Community Hub to meet the following criteria:

- Demonstrated commitment to the integrated service delivery model for the Manningham community that reflects Council's vision for the Civic Precinct
- Willingness to work collaboratively with all Community Hub located providers to ensure that services best meet the needs of the Community
- Offer services that are complimentary to the range of education, health, social, recreation and cultural services that will be delivered in the Community Hub
- Committed to Ecologically Sustainable Design (ESD) principles in all business operations.

### 10. MASTER PLAN

The Masterplan for Precinct 1, which includes the Civic Precinct Facility was prepared and placed on public exhibition for six weeks – ending 15 June 2009. A report on the consideration of submissions and finalisation of the Precinct 1 Masterplan will be presented to the 28 July Council meeting.

The major concerns raised in relation to the Masterplan do not relate to Stage 1 of Civic Precinct which was generally very well supported. There will be several changes recommended to the Masterplan but these mainly relate to the residential component of the Masterplan and will not impact on, or form part of the Stage 1 works.

The development of Precinct 1 will occur over the next 20 years and be guided by the Master Plan. The initial stage of the development of the Civic Precinct is expected to be completed within the next 3 years. Actions in the draft Precinct 1 Masterplan are set out to reflect short (1-5 years), medium (6-10 years) and long term (11-20 years and beyond) timeframes. It is expected that a future Council will review the Masterplan before the medium-term actions are implemented.

Precinct 1 Masterplan includes the area occupied by the Municipal Offices and associated car parking, Doncaster Primary School, the Doncaster Bowling Club and extends north to include Shramms Reserve. The area is generally bounded by Doncaster Road, JJ Tully Drive, Council Street and Board Street. Precinct 1 is located in the north eastern portion of the Doncaster Hill Principal Activity Centre and is earmarked for development as a civic and education precinct.

The guiding principles for each of the theme areas of the Masterplan (community well being, being active, getting around, going green and community identity) will guide all stages and all projects delivered.

### 11. PUBLIC REALM



An original project budget allowance of \$500,000 was made for landscape and site surrounds as part of the Stage 1 Community Centre building project. \$100,000 of this was budgeted for general landscaping, and \$400,000 for the civic forecourt, high profile bus stop and shared pedestrian and bicycle facilities.

At a Council Briefing earlier this year, a request was made to explore opportunities to bring forward improvements of the public realm area to the north of the proposed building to ensure that the northern outlook of the new building wasn't just a car park.

As part of the Masterplanning process, the opportunity has arisen to integrate and extend various components of the open space area to the north of the building as part of Stage 1.

Council sought assistance from the Department of Planning and Community Development's Expert Assistance Program (EAP) to fund Landscape Architecture consultant services to translate the draft Doncaster Hill Masterplan through to a more considered and finer-grain design.

It has been identified that the expansion of the civic forecourt and the construction of viewing platz and associated landscaping add value to building and to the success of the longer-term Masterplan vision. Strong synergies have emerged between these extended public realm works, the ESD aspirations for the Stage 1 Building and traffic and parking arrangements.

The EAP funded Landscape briefs for Precinct 1 (totalling \$176,000 grant funding) include:

- Water Sensitive Urban Design in the Landscape - Water balance modelling and development of an approved schematic design to include showcase landscaped bio-retention areas and underground storage
- Urban Forest and Viewing Platz – Design of high-quality ESD and landscape education elements, outdoor gallery space, and future outdoor events space
- Civic Forecourt – Schematic design of the proposed civic forecourt, outdoor library space, outdoor café seating area and incorporation of Smart Bus infrastructure
- Youth Recreation Strategy – Youth orientated recreation needs analysis, community and stakeholder consultation, and schematic design of Youth Recreational spaces and facilities for Precinct 1.

All four projects will provide additional detail to enrich the Precinct 1 Masterplan and will assist in ensuring that the hard and soft landscaping associated with Stage 1 is integrated with the design of the building, is high-quality and is site responsive.

The briefs are programmed to deliver landscape architectural documentation enabling a quantity surveyor to provide estimates of construction costs. This was completed by 30 June 2009 to comply with the funding requirements of the DPCD's Expert Assistance Program.

It is anticipated that a report containing plans, sections, a specification and a final indicative costings will be presented to councillors in July.

At this stage \$2.082 million has been allocated to the construction of site landscaping forecourt and bus interchange facilities for Stage 1. Preliminary estimates show that a further \$2 million-\$3 million may be required to complete the

urban forest, viewing platz and the extended civic forecourt area as part of a stage 2 works program. Details of this will be subject to a separate briefing and report.

Discussions are being held to identify additional sources of funding. Funding partners include Melbourne Water, the Department of Transport's Local Area Access Program (LAAP), and other grant opportunities such as Creating Better Places funding.

## **12. PUBLIC ART**

The building design includes consideration of Public Art as a significant contributor to the development of a distinctive image and sense of place for Doncaster Hill.

A Public Art Advisory Panel will be established to oversee an implementation strategy for Doncaster Hill, to be made up of a Councillor(s), community representatives, arts industry representatives and Council officers.

The Panel's first public artwork for consideration will be a proposal from local artist Peter Schipperheyn to develop a large bronze/stone sculpture of Wurundjeri leader William Barak for installation in the Civic Forecourt.

The costs associated with the production of the sculpture are to be totally sourced by external funding and philanthropic sources.

It is expected that other public artworks, whether they be standalone art pieces or integrated into the built form, paving or street furniture, will also be incorporated into the Civic Precinct as the Precinct develops.

The Doncaster Hill Public Art Masterplan suggests that public art be reflected more through the paving design of the forecourt space, perhaps something to reflect the heritage of the area and/or Indigenous art styles and motifs unique to the south-eastern area of Australia. The Masterplan also suggests that there is potential to expand the existing small outdoor sculpture garden with artworks of a similar scale.

## **13. CAR PARKING, SUSTAINABLE TRANSPORT AND TRAFFIC MANAGEMENT**

An analysis of the car parking requirements, traffic access and management during the period of construction of the new facilities and beyond, has been undertaken.

Provision of car parking facilities to meet the needs of user groups, visitors to the site and other stakeholders, is an essential component of the stage 1 works.

The study area for calculation of the parking requirements for the Civic Precinct stage 1 works incorporates the area bounded by Doncaster Road to the south, JJ Tully Drive to the east, Schramms Reserve to the north and Doncaster Primary School to the west.

The facilities currently provided for, within the precinct include: the Municipal Offices Function Centre, Doncaster Bowling Club, Maternal Child and Health Centre, Doncaster Pre-School, Scout Hall, Schramms Reserve and the temporary Doncaster Library.

### **13.1. Proposed Civic Precinct Facilities**

Provision is to be made within the precinct for the existing facilities, new facilities, loading dock and waste management collection facilities.

Access and traffic circulation within the site will be via an entry from Doncaster Road at the Whittens Lane traffic light controlled intersection. Supplementary access can be attained via JJ Tully Drive from Doncaster Road. The existing

traffic access from Doncaster Road between Whittens Lane and Doncaster Primary School is to be closed. Traffic circulation and access is to be maintained and use is to be made of the existing surface car parks in Humell Way and JJ Tully Drive.

### 13.2. Parking Requirement

The traffic assessment to meet the potential conditions of the planning permit indicates that 187 new spaces are required to be provided as a result of the construction of the new Civic precinct building. (This incorporates multipurpose usage).

Use	Gross Floor Area	Useable Floor Area		Parking Rate	Parking Requirement
Café	90m <sup>2</sup>	72m <sup>2</sup> (50seats)	Restaurant	0.36 spaces per seat	18 spaces
Place of Assembly	1049m <sup>2</sup>	839m <sup>2</sup>		0.3 space per m <sup>2</sup>	65 spaces
Office	2268m <sup>2</sup>	1981m <sup>2</sup>		2.5spaces / 100m <sup>2</sup>	49 spaces
Library	1650m <sup>2</sup>	1350m <sup>2</sup>			55 spaces
				<b>TOTAL</b>	<b>187 spaces</b>

As a result of the construction of Civic Precinct, 100 spaces “at grade” (surface) parking spaces will be permanently removed. These spaces must be relocated to provide the adequate number of spaces for the current function of the municipal offices and associated uses.

An additional 40 spaces will be removed during the construction period which will need to be relocated for the duration of the construction period. It is noted that the completion of the stage 1 works may result in these spaces being permanently deleted, therefore requiring that they also be relocated. A further 13 spaces removed as a result of a modification of in the forecourt area will need to be replaced.

New spaces to be constructed subject to further consideration of the opportunities to construct an additional 50 underground car spaces are:

	Underground	At Grade
Civic precinct Building	150	37
Displaced Parking		140
Additional Forecourt		13
<b>TOTAL</b>	<b>150 spaces</b>	<b>190 spaces</b>

### 13.3. Sustainable Transport

Excellent connections to the bus system are proposed as a possible part of the project. Areas for the bus stop are to be integrated with the main forecourt, creating an urban structure for seating that serves all sides thereby becoming urban furniture for all to use, including those whom catch the bus.

Cyclist facilities are included in the public realm works, as well as lockable facilities in the basement level complete with change areas and showers.

**14. AREA SCHEDULE**

A schedule of areas has been established and reflects the current user requirements with the building within this context, shared areas, and support zones have also been accounted for.

The user requirements have been grossed up to provide a total building area of 4895 sqm and a further 4178 sqm for parking of 150 cars under the building.

The gross area of 9073 sqm allows also for structure, mechanical plant and circulation space.

The briefed requirements have been taken into account and a reasonable assessment of future requirements has been assessed by each of the agencies to be located within the new building.

**15. PLANNING PERMIT**

This report seeks a resolution to prepare and submit a planning permit application to gain approval for the use and development of works associated with the Doncaster Civic Precinct Project.

**16. CUSTOMER/COMMUNITY IMPACT**

The successful development of Precinct 1 will play a very significant municipal-wide role in establishing a strong sense of community ownership, encouraging resident interaction, and increasing community identity and sense of place.

The Precinct 1 development will form the Civic, Education and Community Hub for all residents of Manningham and will complement the commercial and residential development in the adjoining Doncaster Hill Precincts.

The proposal draws on cultural needs analysis and assessments of social, recreation and open space requirements.

**17. COUNCIL PLAN**

The Civic Precinct project relates to Council Plan 2008/2009 Action Item 3.1.2 *'Further the Implementation of Doncaster Hill Civic Precinct (Precinct 1), to provide civic and community services hub for the residents of Manningham'*.

Development of the Stage 1 and future stages of Precinct 1 significantly contributes to the Manningham Vision and strategic objectives of the Council Plan. In particular, the Precinct will be a valuable element in the delivery of social, cultural and civic services to the community.

**18. REGIONAL/STRATEGIC IMPLICATIONS**

Development of Doncaster Hill is consistent with and supports State strategic policies that encourage consolidation of residential growth, and the concentration of medium and higher residential densities around activity centres and public transport nodes.

Melbourne 2030 has identified Doncaster Hill as being a Principal Activity Centre, as part of a metropolitan network of activity centres which will feature improved transit

links and mixed uses including retail, commercial, entertainment, education, health and community services. The proposal will also generate employment both locally and regionally.

#### **19. CONSULTATION**

Community and stakeholder workshops have been held from 2006 with Council officers, the local community, youth forum, senior citizens and Access and Equity Committee to discuss the initial concept plan for the Civic Precinct.

Council also liaised with representatives from the following State Government Departments and Agencies including: the Priority Development Panel, Department of Planning and Community Development, Department of Infrastructure, VicRoads, Department of Education, Doncaster Primary School and Early Childhood Development, Arts Victoria, Sustainability Victoria, Sport and Recreation Victoria and the Department of Human Services. These agencies have been involved in planning workshops and/or negotiations about specific aspects of the Civic Precinct.

Engagement with these agencies will continue as the project presents a major opportunity for Manningham to partner with the State Government in a demonstration project for a “whole of government approach” which has been identified as a high priority by the State Government.

Senior officers will also continue to seek Federal Government financial support towards this important project.

A number of ‘one on one’ meetings between stakeholders, officers and consultants have been held to determine user group specific requirements.

The Chief Executive and senior officers from the Whitehorse Manningham Regional Library Corporation are also involved in the development of concept plans.

Extensive consultation with key stakeholders will continue as the project proceeds and a comprehensive communication strategy has been prepared. As part of the planning permit application process there is an obligation to give notice of the application to satisfy our statutory requirements. The planning permit application will be advertised for a period of four weeks, rather than the standard 2 week period. As part of the exhibition period, a sign will be erected on the site, public notices will appear in the local newspapers and relevant owners/occupiers of land will be directly notified. Any submissions received during this period will be considered as part of the planning application permit process.

#### **20. COMMUNICATIONS STRATEGY**

A communications strategy has been prepared to ensure communications updates, community consultation, engagement and involvement/ownership of the project at every stage of the development.

An initial communications strategy was prepared for Stage 1 implementation of the project, and for the Masterplan Consultation.

Further plans are to be developed for the design/development stage, tender and construction stages.

It is proposed that meetings will be held to ensure all stakeholders are aware of the details of the proposed Precinct works.

In addition, it is proposed that a series of displays be erected in the foyer of the Municipal Offices and in libraries within the municipality.

## **21. CONCLUSION AND KEY DEADLINES**

This Report outlines the concept design solution, the budget and program for the Civic Centre project. The opportunity exist to deliver an exciting 'state of the art' building which will act as a demonstration model for other developers to follow when developing assets within the boundaries of Doncaster Hill.

The purpose of this report is for Council to:

- Approve the Project Scope, Concept Design and its components
- Approve the Budget and Financial Principles
- Note the Program Timeline and further decision points
- Note the status of the Project Brief, Business Plan and Management Plan
- Note the Environmentally Sustainable Development Plan and objective to achieve a minimum Green Star 5 Star Rating.

## **OFFICER'S RECOMMENDATION**

That Council:

1. **Endorse the concept design solution for development of the Civic Precinct (stage 1) facilities incorporating the key components:**
  - **Library / Art Gallery / Community Arts / Café Facilities**
  - **Sustainability Technology Learning Hub**
  - **Family Services / Childcare / Preschool / Maternal Child Health Facilities**
  - **Community / Youth Activity Space**
  - **Doncare Service Delivery / Office Accommodation Facilities**
  - **Chinese Community Social Services Office Accommodation Facilities**
  - **Manningham Community Health Services**
  - **Interact Programme Facilities**
  - **Site Landscaping / Public Realm Works**
  - **Civic Forecourt / Bus Interchange Facilities**
  - **Environmentally Sustainable Design (ESD) Features**
  - **Underground Car Parking Facilities for 150 Cars**
  - **Additional Surface Car Parking Facilities to Replace Displaced Car Parking Spaces**

and as described in the concept drawings prepared by the project architect Haskell Architects.
2. **Note the progress achieved on preparation of the project technical and functional brief proposed to facilitate the design process and integration of the technical function with the Facility Business and Management Plan.**

3. **Note:**
  - the Financial Principles as set out in the report
  - the preliminary budget of \$34,953,000  
and
  - endorse the preliminary cost plan of \$34,953,000.
4. **Note the Project Program incorporating Milestones and designated hold points as set out in the report.**
5. **Note that the ESD goal for the building is to achieve a Green Star 5 Star rating for a public building with an aspirational goal to upgrade the building to a Green Star 6 Star building.**
6. **Continue negotiations with representatives of Doncare, Chinese Community Social Services, Manningham Community Health Services and Interact in relation to their future accommodation needs and to execute an occupancy agreement lease to meet their service delivery and office accommodation needs within the Civic Precinct.**
7. **Note the progress achieved in the development of the Project Brief, Business and Management Plans.**
8. **Note that a comprehensive Consultation and Communication Plan for development of the Civic Precinct Stage 1 works is prepared.**
9. **Note that a planning application to seek approval for the use and development of works associated with the Doncaster Civic Precinct Project will be submitted.**
10. **Note that Section 9 of the Precinct 1 Masterplan, dealing with implementation, will be amended to reflect the relevant decisions of this report that relate to Stage 1 actions.**
11. **Note that Council has secured \$10.75m in funding through actively pursuing government grants.**

Cr Chuah declared a conflict of interest in this matter as he is a member of the Board of the Manningham Community Health Service and President of the Chinese Social Services Inc and he left the Council Chamber at 7.26pm and took no part in the discussion or voting on the following motion.

**MOVED: LA VELLA**  
**SECONDED: ELLIS**

**That the Recommendation be adopted with the addition of a Part 12 to read "Note that a further report will be prepared on the opportunity for one or more of the users of the Civic Precinct (Stage 1) building to provide information to residents and visitor on the tourism attractions of Manningham."**

**MOVED: GOUGH**  
**SECONDED: DOWNIE**

That an extension of time be granted for Cr Macmillan.

**CARRIED**

**MOVED: GOUGH**  
**SECONDED: DOWNIE**

That a further extension of time be granted for Cr Macmillan

**CARRIED**

The Original Motion was then PUT and CARRIED

**DIVISION**

A Division having been demanded the Council divided as follows:

**FOR (6): Councillors La Vella, Gough, Downie, Ellis, Macmillan and Pick**  
**AGAINST (0): Nil.**

**THE MOTION WAS DECLARED CARRIED**

*(When the meeting was closed Cr Chuah had not returned to the meeting)*

The meeting concluded at 8:56PM

CONFIRMED THIS 28 July 2009.

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Chairman

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