



City of
**Norwood
Payneham
& St Peters**

A G E N D A

FOR THE

SPECIAL MEETING OF COUNCIL

TO BE HELD ON

THURSDAY 2 SEPTEMBER 2010

AT

7.00 PM



**City of
Norwood
Payneham
& St Peters**

*175 The Parade, Norwood SA 5067
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30 August 2010

TO ALL MEMBERS OF THE COUNCIL:

- Mayor Robert Bria
- Cr John Frogley
- Cr Evonne Moore
- Cr Scott Sims
- Cr Garry Knoblauch
- Cr Connie Granozio
- Cr Paul Wormald
- Cr Barbara Erichsdotter
- Cr Isaac Pasalidis
- Cr Lucy Marcuccitti
- Cr John Minney
- Cr Carlo Dottore
- Cr Lance Manser
- Cr Sue Whittington
- Cr Mike Stock
- Cr Kevin Duke

NOTICE OF SPECIAL MEETING

I wish to advise that a special meeting of Council will be held on Thursday 2 September 2010 in the Council Chambers, Norwood Town Hall, 175 The Parade, Norwood commencing at 7.00 pm.

A light meal will be provided from 6.15 pm. For catering arrangements, please advise Tina Zullo on 83664545 if you will be coming for the meal.

Yours faithfully

Mario Barone
CHIEF EXECUTIVE OFFICER

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VENUE : Council Chambers, Norwood Town Hall

HOUR :

PRESENT

Council Members:

Staff:

APOLOGIES :

ABSENT :

1. **CONFIRMATION OF THE MINUTES OF THE COUNCIL MEETING HELD ON 2 AUGUST 2010 AND THE SPECIAL COUNCIL MEETING HELD ON 4 AUGUST 2010**
2. **STAFF REPORTS**

2.1 LINDE COMMUNITY GARDEN DRAFT LEASE AGREEMENT – RESULTS OF CONSULTATION

REPORT AUTHOR: Property Officer
GENERAL MANAGER: General Manager Governance & Community Affairs
CONTACT NUMBER: 8366 4549
FILE REFERENCE: S/002108
ATTACHMENT: A - E

PURPOSE OF REPORT

The purpose of this report is to:

- a. present the results of the community consultation which was undertaken in respect to the draft lease agreement between the NP&SP Community Garden Association Inc and the City of Norwood Payneham & St Peters for the proposed Linde Community Garden, as well as for the proposal to amend the Dunstone Grove-Linde Reserve Community Land Management Plan; and
- b. seek the Council's approval to grant the lease and amend the Community Land Management Plan.

BACKGROUND

At its meeting held on 21 July 2010, the Council resolved as follows:

1. *That the draft lease, as contained in Attachment A to this report, be endorsed for community consultation, in accordance with the Council's Community Consultation Policy.*
2. *That the proposal to amend the Dunstone Grove-Linde Reserve Community Land Management Plan, to include as a development proposal, the establishment of the Linde Community Garden, as contained in Attachment B to this report, be endorsed for community consultation, in accordance with the Council's Community Consultation Policy.*

In accordance with the requirements of the Council's Community Consultation Policy, consultation has been undertaken for a period of twenty three (23) days. The consultation period concluded on 20 August 2010. The proposed amendment to the Community Land Management Plan and the draft Lease, were advertised in the Messenger Press newspapers that circulate within the City and letters were sent to the owners and occupiers of property within the vicinity of the Dunstone Grove-Linde Reserve.

The Council Noticeboard on the home page of the Council's website carried information on the proposal with a link to the main article, a copy of which is contained in **Attachment A**.

A 79 page information kit was available to the community, by downloading the document directly from the website, or by making a request to Council staff for a copy of the kit to be provided to them.

RELEVANT STRATEGIC DIRECTIONS & POLICIES

The establishment of a community garden in the Council area is relevant to many of the Objectives and Strategies in *CityPlan 2030 Shaping Our Future*. Key Objectives include:

Outcome 1 Social Equity

A connected, accessible and pedestrian-friendly community

Objective 1.1 Convenient and accessible services

Objective 1.3 An engaged and participating community

Objective 1.4 More community life in public spaces

Objective 1.5 Healthy and active community

Linde Community Garden will expand community facilities in the Council, improve access to services and enhance the community hub component of the St Peters Precinct redevelopment.

The project will focus on encouraging interaction and social cohesion, as well as utilising the skills, knowledge and resources of the community, strengthening community leadership and promoting volunteering. The project will also help to increase physical activity and encourage healthier lifestyles as well as lifelong learning.

Outcome 4 Environmental Sustainability

A leader in environmental sustainability

Objective 4.3 Sustainable quality streetscapes and open spaces.

The establishment of the Community Garden will enhance the open space facilities at Linde Reserve. One of the key aims of the NP&SP Community Garden Association is to operate the Garden on sustainability principles.

The Council's **Community Consultation Policy** sets out the requirements for notifying the community and inviting comment.

The Council's **Community Gardens Policy** adopted by the Council in October 2008, sets out the requirements for a lease agreement to be prepared for the management and operation of a Community Garden located on land which is owned by the Council.

FINANCIAL AND BUDGET IMPLICATIONS

The Council has previously approved an initial contribution of \$37,000 from the Dunstone Grove-Linde Reserve Upgrade Project to establish the Garden. Further development of the site, including the establishment of the garden beds will be carried out by the Lessee through its own resources and endeavours.

The peppercorn lease provides that the Association will be responsible for the cost of all rates (except general Council rates) and services used such as power and water, etc.

Water supplied from the Stormwater Harvesting & Reuse System will be supplied by the Council free of charge up to the set allowance of 650 kL. Although unknown at this stage, the marginal cost of treating and pumping 650 kL water from the Stormwater Harvesting & Reuse System tank to the Garden, is expected to be minimal. Any excess water used above this quota will be charged at the top SA Water rate per kL by the Council.

Apart from the harvested stormwater, on-going funding for the day-to-day operation of the Community Garden will be met by the Association.

EXTERNAL ECONOMIC IMPLICATIONS

There are no economic implications associated with the approval of the draft lease. However, the project should generate a number of economic benefits for citizens and the local business community.

SOCIAL ISSUES

There are no social issues associated with the approval of the draft lease. However, the project will generate a number of social benefits for the citizens of the City of Norwood Payneham & St Peters.

CULTURAL ISSUES

There are no cultural issues associated with the approval of the draft lease. However, the project will enhance the cultural vitality of the local area and strengthen sense of place.

ENVIRONMENTAL ISSUES

The draft lease sets out the requirements for the Community Garden to comply with the Council's Environmental Management System.

The draft lease also provides for the Community Garden to have access to the recycled stormwater available through the Linde Reserve Stormwater Harvesting and Reuse System. This system should provide for all of the irrigation and non-potable water requirements of the Community Garden.

A key aim of the Community Garden is to demonstrate and promote environmental best practices to the wider community.

RESOURCE ISSUES

Staff time and other resources have been utilised in the preparation of the lease documents and in consulting with members of the Management Committee. On-going contact will be required from time to time to administer the lease.

Staff will also be involved in the management of site preparation works, maintenance issues as required and other tasks such as the promotion of the project.

RISK MANAGEMENT

The draft Lease sets out the requirements for risk management by the NP&SP Community Garden Association Inc.

The Association has arranged Public Liability insurance (\$20m) and is an incorporated body.

One of the key aims of the lease agreement is to clearly outline all relevant legal and governance issues and responsibilities, as part of effective risk management for both the Council and the NP&SP Community Garden Association Inc.

The proposed lease agreement and the community consultation program that was undertaken by the Council comply with the requirements of the *Local Government Act 1999*.

CONSULTATION

- **Elected Members**

The Council has considered this issue on a number of occasions. Granting of a Lease will give effect to the Council's previous decisions in respect to the establishment of a Community Garden.

- **Community**

The draft Lease was developed in consultation with members of the Management Committee of the NP&SP Community Garden Association Inc. Written confirmation has been received that the Committee is satisfied with the provisions of the draft lease.

The wider community has been given the opportunity to provide comment on the draft Lease and the proposed amendment to the Community Land Management Plan, during the consultation period.

- **Staff**

The proposed Lease has been discussed with the following staff:

- Manager, Development Assessment
- Assets & Special Projects Manager
- Manager, City Assets
- Manager, City Services
- Senior Project Manager for the Dunstone Grove-Linde Reserve Upgrade Project

- **Other Agencies**

Not Applicable

DISCUSSION

Pursuant to the provisions of the *Local Government Act 1999*, the Council is required to consult with the community before amending a Community Land Management Plan, or granting a lease agreement of this nature. A copy of the draft lease is contained in **Attachment B**. A copy of the draft Community Land Management Plan as amended is contained in **Attachment C**.

The proposed substantive amendments to the Community Land Management Plan are, contained in Section 15 of the Plan and comprise the deletion of the words:

Former St Peters Bowling Club Premises.

The Council proposes to clear the buildings, bowling greens and fences that comprised the main site of the former St Peters Bowling Club.

Future use of the practice green, which is situated to the south of the car park off Stepney Street, will be addressed by the Master Plan.

and inserting in their place the following underlined words:

A community garden to be known as the Linde Community Garden will be established in the southern corner of Linde Reserve, immediately to the south west of the St Peters Child Care Centre.

If the Council grants the Lease and amends the Dunstone Grove-Linde Reserve Community Land Management Plan in accordance with the proposal, the Community Land Management Plan will be updated to reflect the granting of the Lease in Section 14 of the Plan.

The community consultation was promoted through display advertising in the Messenger Press, via the Council's website and in the regular column in the Messenger. Letters were also sent to all owners and occupiers of properties in the vicinity of the Community Garden, notifying them of the consultation and inviting them to make a submission.

A total of seven (7) responses have been received. All of the comments are supportive of the proposal to grant the Lease. A summary of the responses is contained in **Attachment D**.

Copies of the responses are contained in **Attachment E**.

One respondent identified an error in the sub-clause numbering and this has been rectified. No other amendments to the draft lease or the Community Land Management Plan are required.

If the Lease is granted by the Council, arrangements will be made for the signing and sealing of the Lease by both parties.

The first point of the recommendation is for the Council to assign a name to the premises being leased. Apart from giving the facility an official name, it will mean that the premises can be registered in the State Gazetteer and therefore electronically linked to the GPS systems used by the emergency services, enabling positive directions to the site, should an emergency situation arise.

The other points in the recommendation are for the Community Land Management Plan to be amended to authorise the grant of the lease in accordance with Section 202 (3) (a) of the *Local Government Act 1999* and Reg. 16 of the *Local Government (General) Regulations 1999* and to record the lease details in Section 14 of the Plan.

OPTIONS

The Council could decide not to approve the draft Lease, although this would delay the establishment of the Community Garden, or instead, cause the Council to be its manager.

CONCLUSION

Finalisation of the draft Lease is necessary before the site can be occupied by the NP&SP Community Garden Association Inc. The Lease will facilitate the submission of funding applications by the Association to various funding sources for the on-going operation of the Community Garden.

The feedback which has been received from the community is totally supportive. Approval is therefore sought to grant the Lease to the NP&SP Community Garden Association Inc and to amend the Dunstone Grove-Linde Reserve Community Land Management Plan, to accommodate the development of a community garden in Linde Reserve.

COMMENTS

Considerable interest in the Community Garden continues to be shown by citizens of the City. The Association now has approximately forty (40) foundation members and a mailing list of approximately one hundred (100) interested persons.

The establishment of this Community Garden has been an excellent example of the community and the Council working together. The outcome to date has been successful and there is no reason to doubt the ongoing success of the project.

RECOMMENDATION

1. That pursuant to the provisions of Section 219 of the *Local Government Act 1999*, the Council assigns the name "Linde Community Garden" to the portion of Allotment 130 in Filed Plan 4431 as shown in the NP&SP Community Garden Association Lease Plan, such land being situated within Linde Reserve.
2. That having undertaken community consultation in respect to the proposal to amend the Dunstone Grove-Linde Reserve Community Land Management Plan and following consideration of the submissions which have been received during the consultation period, the Council hereby adopts the said proposal, pursuant to the provisions of Section 198 of the *Local Government Act 1999*.
3. That:
 - a. having undertaken community consultation in respect to the proposal to grant a lease of the Linde Community Garden to the NP&SP Community Garden Association Incorporated and having considered the submissions received during the consultation period; and
 - b. being satisfied that the proposed lease is consistent with the Dunstone Grove-Linde Reserve Community Land Management Plan,

the Council hereby grants a lease of the Linde Community Garden to the NP&SP Community Garden Association Incorporated, for a period of five (5) years at an annual rent of ten dollars (\$10.00), if demanded and upon the other terms and conditions that are contained in the proposed lease which is attached to this report, pursuant to the provisions of Section 202 of the *Local Government Act 1999*.

4. That the Mayor and Chief Executive Officer be authorised to sign and seal the Lease on behalf of the Council.
5. That the Chief Executive Officer be authorised to take any other actions that are necessary and reasonable to bring into effect the above resolutions.

2.2 ST PETERS TOWN HALL REDEVELOPMENT

REPORT AUTHOR: General Manager, Urban Services
GENERAL MANAGER: General Manager, Urban Services
CONTACT NUMBER: 8366 4523
FILE REFERENCE: S/00680 S/01674 S/02111
ATTACHMENTS: A - E

PURPOSE OF REPORT

The purpose of this report is to advise the Council of the outcomes of the Community Briefing on the redevelopment of the St Peters Town Hall Complex and to seek the Council's endorsement to proceed to the next stage.

BACKGROUND

At its meeting held on 4 August 2010, the Council considered a report which outlined a number of options for the redevelopment of the St Peters Town Hall Complex.

Following consideration of the report and the various options, the Council resolved the following:

1. *That Option 1, as presented within the report as amended, be endorsed as the Council's preferred option, and the Council notes that this Option includes:*
 - *The refurbishment of the Main Hall of the Town Hall (including a mezzanine floor) and relocation of the St Peters Library into this area.*
 - *Refurbishment of the Banquet Room and associated facilities to create a Function Centre for use by community groups, the Council and hire by external groups.*
 - *Possible restoration of the heritage façade of the Banquet Room Building by removal of the 1960s extension.*
 - *Refurbishment of the two storey former Council Chambers to accommodate the Cultural Heritage Centre linked to the St Peters Library.*
 - *Retention of the Eastern Health Authority, in a refurbished building.*
 - *Accommodating 3D Radio in the space currently occupied by the St Peters Library.*
2. *That a community briefing be held on Sunday 15 August 2010, and feedback invited and considered by the Council prior to approval of one (1) final option at a Special Council meeting to be held as soon as practicable following the community briefing and that presentation of the other options considered by the Council be included as part of the community briefing.*
3. *That Council notes that a formal tender process for the selection of the design consultant to finalise detailed design plans and specifications for the construction of the works associated with the approved Option, will then be undertaken.*
4. *That following the preparation of the preliminary cost estimates, a further report be presented to the Council for its consideration, including a prudential report as required by the Local Government Act 1999.*
5. *That the Council notes that discussions will continue with 3D Radio in order to finalise arrangements with respect to the fit out costs and lease arrangements in order for 3D Radio to relocate into the St Peters Town Hall Complex and that the results of the discussions be referred back to the Council for consideration and endorsement.*

6. *That the Council notes that discussions will continue with the Eastern Health Authority regarding the cost arrangements for the fit out of the area which the Authority will occupy and a report on the outcome of these discussions will be provided to Council.*
7. *That pursuant to Section 44 of the Local Government Act 1999, the Chief Executive Officer be delegated the power to assess tenders and award contracts of any value associated with the selection of the design consultant for works associated with the St Peters Town Hall.*
8. *That information on the tenders and contracts which have been awarded through the use of the delegated authority, as set out in Part 6 above, in respect to the St Peters Town Hall Building, be provided to the Council.*

In accordance with the Council's resolutions, a Community Briefing was held on Sunday, 15 August 2010 from 10.30am to 12.30pm, in the St Peters Town Hall.

In order to advise residents of the Community Briefing, the following strategy was put in place:

- A full colour advertisement was placed in both the Eastern Courier and the East Torrens Messenger on Wednesday, 11 August 2010.
- Details were placed on Council's website.
- A total of 3,768 A5 fliers were delivered to households in the former Local Government Area of St Peters (namely the suburbs of St Peters, Joslin, Royston Park, Hackney, College Park, Stepney, Maylands and Evandale).
- Posters and fliers were also placed at the Council's reception centre at the Norwood Town Hall and at the three (3) library sites (Norwood, Payneham and St Peters Libraries).
- A media release was also distributed.
- A copy of the Report (and Minutes) considered by the Council at its meeting held on 4 August 2010, together with the various options and feedback forms were placed on display at the St Peters Library from Wednesday, 11 August 2010.
- Feed back forms were also placed in the St Peters Library from Wednesday, 11 August 2010, together with these forms being available on the day of the briefing. A copy of the Feedback Form is contained in **Attachment A**.

The Community Briefing was facilitated by Mr Marcus Rolfe, from URPS (Consultants). Mr Rolfe provided the background to the Project and presented the various options which have been considered by the Council.

A total of 25 persons attended the Community Briefing. The Briefing was also attended by Councillors Pasalidis, Frogley, Knoblauch, Dottore, Wormald, Whittington, Moore and Manser.

Those who attended the briefing were asked to complete Feedback Forms which were to be received by no later than 5.00pm Friday, 20 August 2010.

RELEVANT STRATEGIC DIRECTIONS & POLICIES

The relevant Outcomes and Objectives of the Council's *CityPlan 2030, Shaping Our Future* are provided below:

Outcome 1: Social Equity

A connected, accessible and pedestrian-friendly community.

Objectives:

1. Convenient and accessible services.

In partnership with relevant organisations, established community hubs that integrate social support, health, recreational and commercial services in multipurpose spaces.

Design and provide safe and pleasant public spaces to encourage interaction and social cohesion.

Outcome 2: Cultural Vitality

A culturally rich and diverse City, with a strong identity, history and 'sense of place'.

Objectives:

1. A visually interesting, artistic and creative City.

Encourage and use local creativity to create a sense of space.

2. A City which values its rich cultural and built heritage.

Reflect our City's history through cultural heritage programs and community art.

FINANCIAL AND BUDGET IMPLICATIONS

The Financial and Budget implications were provided in the report considered by the Council at the Special Council meeting held on 4 August 2010. A report on the financial implications of the Council's decision, will need to be prepared and considered by the Council, once it has selected a final option.

EXTERNAL ECONOMIC IMPLICATIONS

One of the primary objectives of both the redevelopment of Dunstone Grove/Linde Reserve and the redevelopment of the St Peters Town Hall complex, is to stimulate and reinvigorate the local area from an economic and business development perspective. When completed, the St Peters Town Hall Complex will become the main Community Hub within the St Peters area and it is expected that the Community Hub will generate significant community activity, which in turn will have a multiplier effect on the local economy.

SOCIAL ISSUES

The primary objective of redeveloping the St Peters Town Hall Complex is to create a community hub. This has always been the Council's intention. A revamped St Peters Library together with community organisations such as 3D Radio, the Eastern Health Authority and so on operating from a refurbished Town Hall Complex, will form an integral part of the local community.

CULTURAL ISSUES

The redevelopment of the St Peters Town Hall will incorporate the Council's cultural heritage collateral.

ENVIRONMENTAL ISSUES

The design will incorporate a number of environmental initiatives such as photovoltaic cells, solar hot water, re-use of rainwater for toilets and environmentally efficient air conditioning units.

RESOURCE ISSUES

It is important that decisions regarding this project are made in a timely and effective manner. To do otherwise, will consume considerable scarce resources.

RISK MANAGEMENT

This project will be undertaken in accordance with all the relevant risk management and legislative requirements.

CONSULTATION

- **Elected Members**

Elected Members have been kept apprised of this project. To this end, an Elected Members Workshop was held on 12 July 2010 and prior to the Workshop, the Council considered reports at its meetings held on 3 April 2006, 2 July 2007, 5 May 2008 and 4 August 2010.

- **Community**

A Community Briefing was held on Sunday, 15 August 2010 at the St Peters Town Hall. Various editions of Look East have contained articles on the St Peters Library and its redevelopment.

- **Staff**

Manager, Library Services & Lifelong Learning
Senior Project Manager
Manager, City Assets

- **Other Agencies**

Not applicable

DISCUSSION

1. Options

Prior to considering the responses which have been received as part of the Community Briefing, the various options have been considered by the Council and which formed the basis of the Community Briefing are set out below:

- **Option 1**

This Option takes into account the major functional uses and spatial requirements for the future use of the St Peters Town Hall complex in accordance with the Council's stated objectives (ie. creating a Community Hub). As such, Option 1 incorporates the following components:

- New Library space (possibly including a mezzanine level in the Main Hall) of 350-400m².
- Cultural Heritage Program integrated with the Library – 200m².
- Community meeting rooms and ancillary space – 200m².
- Retaining the Eastern Health Authority in its current location.
- Refurbishing and re-utilising the existing area occupied by the Library and accommodating 3D Radio in this area.
- Refurbishment of the Banquet Hall.

- **Option 2A**

This Option retains the Library in its existing location. The Banquet Hall being used as a Function Area and the Town Hall used as a hall for hire.

- **Option 2B**

Option 2B retains the Library in its existing location and the existing Banquet Hall and Town Hall being converted to a Performing Arts Centre.

- **Option 2C**

This option involves the expansion of the St Peters Library into the area currently occupied by the Eastern Health Authority and allows for the refurbishment of the Town Hall as a hall for hire or a Performing Arts Centre.

A copy of the plans showing the various options is contained in **Attachment B**.

2. Summary of Feedback

As part of the Community Briefing process, a total of 24 submissions have been received.

A summary of the responses which have been received as part of the Community Briefing, is set out in Table 1 below.

TABLE 1: SUMMARY OF RESPONSES

OPTION	NUMBER OF RESPONSES
1	13
2A	1
2B	0
2C	7
No preferred Option Indicated	3
Total	24

A copy of the written responses are contained in **Attachment C**.

In summary, from the submissions which have been received, the major reasons for not supporting Option 1, (which is the Council's preferred option) are:

1. The inclusion of a mezzanine floor in the Town Hall.
2. Retaining the Town Hall as a hall for hire.

The majority of submissions (13 of the 24 submissions) are in favour of Option 1 (the Council's preferred option). However, due to the number of total submissions which have been received, this should not be taken as a clear indication that this should be the option which is pursued. What is important in this situation, is for the Council to address the issues that have been raised and to ensure that prior to selecting a final option, the Council has satisfied itself that it has considered all the issues which have been raised and is satisfied that the selected option is based on sound judgement.

3. Issues Raised

An analysis of each of the issues raised in the submissions is set out below:

- *Retaining the St Peters Library in its current location and expanding the area into the space currently occupied by the Eastern Health Authority.*

As mentioned on a number of occasions, the Council has previously resolved to create a Community Hub, incorporating the Eastern Health Authority and 3D Radio. Unless the Council resolves to expand the existing building footprint, or increase floor space by adding a first floor to the existing building footprint, the Library must be relocated to the Town Hall. The expansion of the building footprint or construction of first floor space, should be avoided as these options will result in additional capital cost, additional recurrent maintenance costs and increasing depreciation costs, which will place additional and unnecessary pressure on the Council.

It should also be noted that terminating the current arrangements with the Eastern Health Authority, will result in the loss of rental income of \$50,000 per annum. This is not a logical or indeed financially responsible outcome.

In addition, pursuing this strategy means that 3D Radio may not be able to be relocated from 48 Nelson Street, Stepney to the St Peters Town Hall Complex, without expanding the existing footprint of the existing St Peters Town Hall Complex. As stated above, this is not recommended. Pursuing this option is also contrary to the resolution made by the Council at its meeting held on 5 May 2008, where it resolved to relocate 3D Radio. As mentioned in the report considered by the Council at its Special Council Meeting on 4 August 2010, following the outcomes of the consultation process undertaken in relation to the Dunstone Grove/Linde Reserve Master Plan in March 2009, 3D Radio's position at that time was that it wished to remain at 48 Nelson Street, Stepney. However, it also outlined its requirements in the event that it is relocated to the St Peters Town Hall complex. For example, in order to accommodate the Hillbilly Hoot, a suitable structure has been incorporated into the former St Peters Youth Centre building. A letter from 3D Radio, dated 5 April 2008, confirming this situation was attached to the report that was considered by the Council at the Special Council Meeting held on 4 August 2010.

Reneging on its previous decisions would pose issues for the Council which need to be resolved.

- *Mezzanine Floor in the Town Hall.*

It is clear from the eight (8) submissions which favoured Options 2A and 2C, that they are concerned with the inclusion of a mezzanine floor into the Town Hall. The major reason stated for the opposition to the mezzanine floor, is that it will have a detrimental impact on the ambience of the Town Hall.

As Elected Members will recall, the St Peters Town Hall is a State Heritage listed building and as such, advice was sought and received from the State Heritage Branch of the Department of Environment & Heritage. The Heritage Branch has advised that the inclusion of a mezzanine floor, would result in a viable re-use of the Town Hall and that Option 1 would be the least obtrusive of the various options which have been considered by the Council from a heritage perspective. In short, the Heritage Branch does not have any concerns with a mezzanine floor being constructed in the Town Hall and there are a number of examples across the State and interstate, where mezzanine floors have been constructed within heritage listed Town Hall buildings and have had little effect on the heritage collateral of the building.

It should be noted, the major reason for constructing a mezzanine floor within the Town Hall, is to provide additional space for the St Peters Library to work effectively, should it be relocated from its existing location to the Town Hall. The existing space allocation for the St Peters Library is 357m², whilst the space required for the Library to operate effectively, as recommended by the MacroPlan report in 2005, is in the order of 450m². To relocate the St Peters Library into the Town Hall and not construct the mezzanine floor, or find additional space for the Library within the existing building footprint, will restrict the Library from operating effectively and therefore not achieve one of the key objectives set out by the Council in undertaking this Project.

- *The Town Hall should remain as a hall for hire and for community use.*

A number of people who made submissions and particularly those who preferred Option 2C over Option 1, were in favour of retaining the existing Town Hall as a hall for hire.

Some of the suggested uses for the Town Hall include:

- Public meetings
- Dances
- Political meetings
- Quiz nights
- Flower shows
- Book sales
- Antique shows

The report considered by the Council at the Special Council meeting held on 4 August 2010, identified that a number of Town Halls across the State have been modified for use as Council offices, sold or leased for commercial uses, used for community groups and libraries and as halls for hire.

As previously advised, the Council currently has four (4) venues that can be hired by the general community for diverse types of functions. These include the Norwood Concert Hall, the Payneham Library and Community Facilities, the Don Pyatt Hall and the Payneham Community Centre. As such, it is considered that the number of venues provided by the Council and available for hire by the general community is adequate. An assessment of the hiring patterns for both the Don Pyatt Hall and the Payneham Library and Community Facilities, indicates that these buildings are not hired on a frequent basis and have the capacity to be hired more often if the demand exists. In addition, there are a number of other venues such as the RSL Halls, Church Halls and Community Clubs which can be used by the community.

Whilst there is no doubt that the St Peters Town Hall can accommodate all of the uses which have been suggested in the submissions, it is also fair to say that these uses can be accommodated in other facilities throughout the City.

To this end, from a financial standpoint, it would not be prudent to expend scarce funds to accommodate the type of uses which have been suggested in a renovated Town Hall.

The St Peters Town Hall is in need of major renovations in order for it to fulfil the requirements as a hall for hire. To this end, the absence of fundamental components such as air conditioning, kitchen facilities and sound acoustics, means that in its current form, the Town Hall will always have limited appeal, particularly when measured against other more contemporary facilities. In addition to the renovations which are required, the fact that the Town Hall is a State Heritage listed building, means that the cost to undertake the improvements will be significantly more, given the restoration works that are required. As such, it makes financial sense to accommodate a use within the Town Hall which achieves the objective of ensuring that the Council's building assets are managed and used in a sustainable manner.

As such, in the context of 'best value', whilst there is an historic and nostalgic sentiment to retaining the Town Hall as a hall for hire, it does not make economic sense to restore the Town Hall to cater for the small scale uses as suggested in the submissions.

Notwithstanding the above, in recognition of the objective to create a Community Hub, Option 1 includes the upgrading of the Banquet Room, including new kitchen and toilet facilities. The Banquet Hall will therefore be available for hire and will accommodate many, if not all of the uses which have been suggested.

- *That the rezoning of 48 Nelson Street, Stepney not proceed and 3D Radio be offered the opportunity to purchase this property.*

The objective of this suggestion is to sell 48 Nelson Street, Stepney to 3D Radio, so that 3D Radio can remain at 48 Nelson Street and in turn, free up space in the St Peters Town Hall Complex for another use. (ie expansion of the Library)

As Elected Members will recall, the Council has resolved to sell 48 Nelson Street, Stepney, subject to the revocation of the Community Land status of the land and its rezoning. These decisions were made as part of the Dunstone Grove/Linde Reserve Masterplan. Based on market value, the potential sale price for 48 Nelson Street would be in the order of \$900,000.

If 48 Nelson Street is not sold, then it impacts on the financial components of the project and at the same time, does little to address the asset management issues facing the Council.

Under these circumstances, the Council can be criticised for selling a valuable piece of real estate at a discounted price to 3D Radio.

From a “community capacity building” perspective, there is much to be gained from working with community groups such as 3D Radio. The Council has already resolved to include 3D Radio as part of the new Community Hub which is to be created at the St Peters Town Hall Complex and to renege on previous decisions would pose issues for the Council which need to be resolved.

- *To utilise the space between the western wall of the Town Hall and the side wall of the existing EHA offices.*

This suggestion has been made as an alternative to the mezzanine floor. As this is a possibility which could be pursued, this suggestion will be discussed as a further option later on in this report.

- *The Community Briefing period was inadequate and that the Council should put in place another consultation process.*

Comments have been made in submissions from three (3) residents and the St Peters Residents Association, that the Community Briefing was not adequate and that the Council should put in place another Community Consultation process.

With respect to the St Peters Town Hall Redevelopment Project, the Council has been considering this project for some four (4) to five (5) years - in fact since the 2004-2005 Financial Year. The process commenced with a strategic review of the Library Services undertaken by MacroPlan (consultants) on behalf of the Council, in order to ascertain the best service model for the Council's Library Service. The process at that time involved using market research, a best practice review and community profiling. A total of 26 community groups were involved in the information gathering phase in late 2005 and have been informed of the planning which has been undertaken in respect to this Project. The MacroPlan report confirmed that the existing Distributed Model comprising of the three (3) Library branches was the most appropriate structure in terms of achieving the Council's objectives. The report also concluded that there was strong support for the two (2) alternative sites for the Norwood and St Peters Libraries at the Norwood Town Hall and St Peters Town Hall complex respectively.

In undertaking the process as described above, appropriate consultation was undertaken with all stakeholders in 2005, and prior to the Council resolving to accommodate the Cultural Heritage Program within the St Peters Town Hall Complex in association with the St Peters Library at its meeting held on 2 July 2007.

Similarly, at its meeting held on 5 May 2008, the Council considered a report regarding the outcomes of the public consultation process undertaken in relation to the Dunstone Grove/Linde Reserve Master Plan.

To this end, the Council has undertaken the appropriate community consultation in order for it to resolve to:

- Expand the existing St Peters Library within the St Peters Town Hall building.
- Relocate the Cultural Heritage Program from the Norwood Institution building into the St Peters Town Hall Complex in association with the St Peters Library.
- Relocate 3D Radio into the St Peters Town Hall Complex or another appropriate location as deemed appropriate.
- Allow provision for community meeting rooms of approximately 200m² within the St Peters Town Hall Complex.

The only other user of the St Peters Town Hall Complex is Eastern Health Authority and discussions have taken place between Council staff and the Authority's staff regarding this Project. The Council has been advised that EHA have indicated that their first preference is to remain in the St Peters Town Hall building.

The issue with respect to the level of community consultation the Council must undertake with respect to major projects is always sensitive and unfortunately at times is seen by the general community never to be enough. However, in this instance, the Council has undertaken the appropriate consultation at the various stages of this Project, before making decisions.

The Council in this instance has resolved to brief the community on a number of options for this Project and to seek feedback in order to make a final decision on the option to be further pursued to final design. The options that were placed on display as part of the Community Briefing reflected the key objectives that have been resolved by the Council for the allocation of space within the St Peters Town Hall Complex.

4. Analysis of Issues

One of the main objectives that has been adopted by the Council with respect to this project, is to increase the area of the St Peters Library so that it can operate more effectively. The area currently occupied by the St Peters Library is 357m². The space required for a redeveloped St Peters Library to operate effectively is in the order of 460m². The additional space required and taking into account the main objectives and accommodating the other uses into the St Peters Town Hall Complex (ie 3D Radio, the Eastern Health Authority, Cultural Heritage Centre, Banquet Room and Community Rooms), can only be achieved in two ways, namely:

- *Relocating the St Peters Library into the St Peters Town Hall and construction of a mezzanine level of approximately 135m².*

The construction of the mezzanine floor in the St Peters Town Hall is part of Option 1. Based upon the feedback which has been received, some residents are concerned with the impact that the mezzanine floor may have on the St Peters Town Hall. Whilst this has been a concern raised by some of the residents, the Heritage Branch has indicated that from the options which have been considered (i.e. Options 1, 2A, 2B and 2C), Option 1 will be the least obtrusive from a heritage viewpoint.

As such, there is no architectural evidence to suggest that the construction of the mezzanine floor in the St Peters Town Hall, would have a detrimental effect on the State Heritage status of the building. However, should the Council resolve to pursue Option 1 (including the mezzanine floor), then the architects who are engaged to undertake the final design plans for this Project, will be requested to ensure that the design of the mezzanine floor is undertaken in such a way that it does not compromise the State Heritage status of the St Peters Town Hall and that they are to work closely with the Heritage Branch, to ensure that this is the case.

- *Extend the existing footprint of the St Peters Town Hall to achieve the additional space for the Library.*

There are several scenarios that the Council could consider in respect to extending the existing footprint of the existing St Peters Town Hall building. However, as mentioned earlier in this report and in the report considered by the Council at its meeting held on 4 August 2010, this is not recommended as it will add additional costs to the project which are considered to be unnecessary and should be avoided. Any large scale additional building works above and beyond the existing footprint of the existing St Peters Town Hall, will result in additional recurrent maintenance costs and increasing depreciation value, both of which will place additional pressure on the Council's finances and will place greater stress on achieving a surplus position.

Notwithstanding the above, of the various options available in respect to increasing the size of the building footprint to accommodate additional space for the Library, there is some merit in looking at enclosing the space between the western wall of the Town Hall building and the eastern wall of the existing Eastern Health Authority offices, as shown in the shaded area on the plan contained in **Attachment D**. This option allows the Library to be relocated into the Town Hall, without a mezzanine floor and to utilise the space between the Eastern Health Authority offices and the Town Hall.

This proposal has been considered by the Heritage Branch of the Department of Environment and Natural Resources - in particular the impact which this work may have on the State Heritage value of the St Peters Town Hall.

Staff from the Heritage Branch have visited the building and have made the following comments with respect to this option:

- The infilling of the area between the Town Hall and the present EHA offices would compromise the external form and interior character of the Town Hall.
- The new roof line would cut across the west facing windows creating an awkward junction detail that would detract from the physical and visual integrity of the windows from the exterior as well as internally.
- Additional openings may be necessary in the western wall of the Town Hall to provide a functional connector between the Hall and the additional space would further compromise the fabric of the Hall and the visual integrity of the interior.

However, this is an option which the Council may wish to explore further, however, further detail design and analysis is required in respect to the impact this option may have on the heritage status of the State Heritage listed Town Hall and whether the infill can provide the additional and functional space required for the St Peters Library to operate more effectively.

A copy of the comments from the Heritage Branch dated 23 August 2010, are contained in **Attachment E**.

Based upon the comments which have been provided by the Heritage Branch, this option is not recommended. However, as mentioned earlier in the report, this is an option which the Council may wish to pursue further.

5. Operational Requirements

Since one of the major components associated with this project is the St Peters Library, it was prudent to revisit the amount of area required for the St Peters Library in order for it to operate effectively. This has been undertaken in order to establish whether it is possible to relocate the St Peters Library from its current location and into the St Peters Town Hall without the inclusion of a mezzanine or additional floor space.

As mentioned earlier in this report, the required space for the St Peters Library is 460m², whilst the space currently occupied by the existing St Peters Library is 357m².

If the St Peters Library is relocated into the Town Hall without incorporating a mezzanine floor, the space available for the Library will be approximately 340m². This is almost equivalent to the space that is occupied by the St Peters Library in its current location. However, taking this into consideration, the Manager, Library Services & Lifelong Learning has been asked to comment on the impact which the reduced space would have on the operations of the St Peters Library. The comments from the Manager, Library Services & Lifelong Learning are summarised below.

- An analysis of 'back of house' Library operations was undertaken to determine if the collections processing aspect can be transferred to either the Norwood or Payneham sites, in their current configurations. In 2009, following a staff review it was decided to locate the Lifelong Learning Team at the Payneham Library and the Collection Team at the St Peters Library. To reverse this situation, that is, to relocate the Collections Team to the Payneham Library and the Lifelong Learning Team to the St Peters Library, is not a feasible option, as the Payneham Library workroom does not have the capacity to accommodate the Collections Team.

Similarly, due to the small size of the workroom located at the Norwood Library, it is not feasible to relocate the Collection Team for St Peters to Norwood. Therefore, the Collections Team will need to remain at the St Peters Library.

- Should the additional space required for the St Peters Library not be gained by minimising and or relocating staff operations, then the only way for the library service to operate effectively within the same location or in the Town Hall with approximately the same space is to either reduce the range of collections, services or spaces allocated for public utilisation.
- The St Peters Library in its current location, has a number of Occupational Health, Safety & Welfare issues for both staff and the customers who visit the library. These issues exist as functions such as the Study And Reading Area, Community Information Display, Youth Space and the Children's areas, are located in the circulation areas of the existing Library (that is, they are located in areas that both the staff and customers of the library need to walk through in order to access the services they require). This issue was identified in the MacroPlan report, which found that the St Peters Library was constrained by the configuration and standard of the existing building.
- One of the major reasons for the redevelopment of the St Peters Town Hall Complex was to provide a new Library which could provide a greater range of services in a more improved environment for the community. It is not possible to continue to deliver this level of service utilising the same or less space.

In summary, it would not be prudent for the Council to invest significant funds into relocating the Library, if it does not deliver any significant advantage or improvements to service delivery and amenity to the community and or rectify the current disability access issues, or the Occupational Health, Safety & Welfare issues for both the staff and citizens who use the Library.

The Council has continuously promoted (and indeed the community has advised the Council) the fact that the St Peters Library requires additional space when consulting with the community on the St Peters Town Hall Redevelopment and therefore to redevelop the St Peters Town Hall Complex to include a library of the same size, is contrary against the key objectives of this major project.

OPTIONS

The various options have been discussed in the Discussion section of this report.

CONCLUSION

Based upon the submissions which have been received by the Council, the issue that is of most concern to the residents is the inclusion of a mezzanine floor in association with relocating the St Peters Library from its existing location and into the St Peters Town Hall. The major reason for the opposition to the mezzanine floor, appears to be associated with the impact that the construction of the mezzanine may have on the State Heritage collateral of the Town Hall.

It is evident from the MacroPlan study that was undertaken for the Council in 2005, that the existing St Peters Library is constrained by both configuration and size.

There are other options that allow the St Peters Library to be expanded within the St Peters Town Hall Complex, but these will involve expanding the existing St Peters Library into the area currently occupied by Eastern Health Authority. This option however, is not recommended, as it does not allow space to accommodate both EHA and 3D Radio, which is contrary to the Council's stated objectives and previous decisions with respect to this project. Reneging on its previous decisions would pose issues for the Council which need to be resolved, particularly in the case of 3D Radio and the Eastern Health Authority.

Based on this information and based on the fact that the Council has an obligation to commence the works on the St Peters Town Hall Complex, it is recommended that Option 1, be endorsed.

COMMENTS

It is clear from all of the analysis, discussions and planning which the Council has undertaken over the last four (4) to five (5) years, that the redevelopment of the St Peters Library and the establishment of a Community Hub, is an initiative which has little dissent from amongst the community.

From an asset perspective, the St Peters Town Hall Complex is under-utilised and it is not financially prudent to upgrade the buildings without ensuring that the buildings are put to good/better use. To this end, the argument that the buildings are not being used because renovations have not taken place or because the buildings have not been maintained, are not valid. Prudent decisions must be made before significant funds are spent as to do otherwise, will have long term consequences on the Council's finances and operations.

The Council has already determined the type and range of uses which should be agglomerated to establish a Community Hub. This decision was made in 2008 and formed the basis of the funding submission to the Federal Government.

The discussions which the Council is now involved in, are ostensibly dealing with detailed design issues. These issues are seldom dealt with in this manner and proceed on the basis of the Council making the strategic decisions and then authorising staff to sort out the detail.

To this end, this matter was re-presented to the Council on the basis that there was some concern with the incorporation of a mezzanine floor into the Town Hall. Given the historical and sentimental attachment to the Town Hall, it is clear that this issue would cause some concern and indeed provoke differences of opinions and views. As such, the Council's final sign-off was sought prior to proceeding to detailed design.

By consulting the community on what is ostensibly a detailed design issue, there was the risk that the mezzanine floor will dominate the discussions and in order to avoid or prevent the construction of a mezzanine floor, a number of the decisions which have already been made by the Council (ie incorporating 3D Radio and the Eastern Health Authority in the Community Hub) are being re-visited. Whilst there is no impediment from re-visiting these previous decisions, the consequences of un-doing them must be understood.

Whilst the majority of submissions favour Option 1, there are a number which do not favour Option 1 simply because of the mezzanine and its potential impact on the Town Hall. At the same time, there are some submissions which are advocating that the Town Hall remain as a hall for hire. As such, there are submissions which agree with the Council's position and those which not only do not agree with the installation of a mezzanine but are seeking to re-visit the previous decisions which have been taken by the Council.

To this end, having asked the community for its views, the Council must now "unpack" the results and determine a way forward. To do this, it is suggested that the Council should consider and make the following threshold decisions:

1. Is the Council still committed to establishing a Community Hub (in accordance with its Strategic Plan, *CityPlan 2030*) at the St Peters Town Hall Complex, incorporating a new Library, refurbishing the Banquet Hall, establishing a Cultural History Centre and accommodating 3D Radio and the Eastern Health Authority?
2. That in order to establish a Community Hub as set out above, does the Council still wish to achieve this objective, through refurbishing the existing footprint of the St Peters Town Hall, or at the very least, only adding a small increase to the footprint of the building.
3. Does the Council recognise that in achieving 1 and 2 above, the best way forward is to relocate the Library into the Town Hall, as this produces the best use of this area in both the short and long term.

If the answer to these threshold issues is "yes", for all three, then the only issue which needs to be resolved, is how to gain the additional space for the Library by moving it in the Town Hall.

The two options which have been identified to date, are the construction of mezzanine and building in the area between the Eastern Health Authority offices and the Town Hall. In short, this is the decision which the Council must now make.

The Council can be final in its decision (either approve Option 1 with or without the mezzanine) or, it can choose Option 1 and leave the final decision in respect to the mezzanine or building in the area between Eastern Health Authority offices and the Town Hall, once the Architects who are appointed for this project, have undertaken a better assessment of the situation.

RECOMMENDATION

1. That Option 1 as presented within this report (and in the report considered by the Council at the Special meeting held on 4 August 2010), be endorsed and that the Council notes that this option includes:
 - The refurbishment of the main hall of the Town Hall (including the mezzanine floor) and relocation of the St Peters Library into this area.
 - Refurbishment of the Banquet Room and associated facilities to create a Function Centre for use by community groups, the Council and hire by external groups.
 - Refurbishment of the of the two storey former Council Chambers to accommodate the Cultural Heritage Centre linked to the St Peters Library.
 - Retention of the Eastern Health Authority, in a refurbished building.
 - Accommodating 3D Radio in the space currently occupied by the St Peters Library.
 - Possible restoration of the heritage façade of the Banquet Room Building by removal of the 1960s extension.
2. That Council notes that a formal tender process for the selection of the design consultant to finalise detailed design plans and specifications for the construction of the works associated with the approved Option, will then be undertaken.
3. That following the preparation of the preliminary cost estimates, a further report be presented to the Council for its consideration, including a prudential report as required by the Local Government Act 1999
4. That the Council notes that discussions will continue with 3D Radio in order to finalise arrangements with respect to the fit out costs and lease arrangements in order for 3D Radio to relocate into the St Peters Town Hall Complex and that the results of the discussions be referred back to the Council for consideration and endorsement.
5. That the Council notes that discussions will continue with the Eastern Health Authority regarding the cost arrangements for the fit out of the area to which the Authority will occupy and a report on the outcome of these discussions will be provided to Council
6. That pursuant to Section 44 of the Local Government Act 1999, the Chief Executive Officer be delegated the power to assess tenders and award contracts of any value associated with the selection of the design consultant for works associated with the St Peters Town Hall.
7. That information on the tenders and contracts which have been awarded through the use of the delegated authority, as set out in Part 5 above, in respect to the St Peters Town Hall Building, be provided to the Council.
8. That all residents and organisations who have responded to the Council either through the submission of a Feedback Form or in writing, be advised of the Council's decision in respect to this issue.

- 3. CONFIDENTIAL REPORTS**
Nil
- 4. CLOSURE**