

*City of*  
**Norwood  
Payneham  
& St Peters**

# **A G E N D A**

FOR THE

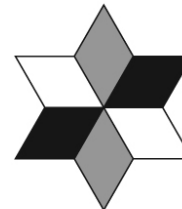
**SPECIAL MEETING OF COUNCIL**

TO BE HELD ON

**WEDNESDAY 4 AUGUST 2010**

AT

**7.30 PM**



**City of  
Norwood  
Payneham  
& St Peters**

*175 The Parade, Norwood SA 5067  
PO Box 204, Kent Town SA 5071  
Telephone: (08) 8366 4555  
Facsimile: (08) 8332 6338*

2 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 Wednesday, 4 August 2010 in the Council Chambers, Norwood Town Hall, 175 The Parade, Norwood commencing at 7.30 pm.

A light meal will be provided from 6.45 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** : Cr Lance Manser, Cr Lucy Marcuccitti, Cr John Minney

**ABSENT** :

**1. CONFIRMATION OF THE MINUTES OF THE COUNCIL MEETING**

There are no minutes to be confirmed at this meeting.

**2. STAFF REPORTS**

## 2.1 ST PETERS PRECINCT REDEVELOPMENT

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**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 - L

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### PURPOSE OF REPORT

The purpose of this report is to present to the Council the various options available for the redevelopment of the St Peters Town Hall Complex and to seek the Council's endorsement to proceed to the next stage.

### BACKGROUND

For the purposes of this report, it is considered necessary to provide the Council with the background information leading to the revitalising St Peters Precinct Project.

In the 2004-2005 financial year, a strategic review of the Library services was undertaken by MacroPlan (consultants) on behalf of the Council, in order to ascertain the best service model for the Council's Library Service. Using market research, a best practice review and community profiling, the strategy put forward by MacroPlan, confirmed that the existing Distributed Model comprising of the three Library (3) branches was the most appropriate structure in terms of achieving the Council objectives. The review, however, noted that the current Norwood (located in the Institute Building, Norwood) and the St Peters (located in the St Peters Town Hall Complex) Libraries, are constrained by the configuration and standard of the existing buildings.

The MacroPlan Report concluded that there was strong support for the two (2) alternative sites for the Norwood and St Peters Libraries at the Norwood Town Hall (in the area used by the Senior Citizens Club) and the St Peters Town Hall Complex respectively.

This information was presented to the Council at an Elected Members Workshop held in February 2006 and was subsequently considered by the Council formally at its meeting held on 3 April 2006.

Following consideration of the matter at that meeting, the Council resolved the following:

1. *That a comparative study with costings, be undertaken of the location of the Cultural Heritage Program and the development of a Cultural Heritage Hub or Centre at the Norwood Institute and St Peters Town Hall Precinct.*
2. *That the community groups be informed of the Council's decision and of the revised timelines regarding the next phase in the Library Services Strategic Review master planning process.*
3. *That recommendations 1 – 9 and 11 – 13 of the MacroPlan Report be reviewed after the completion of the Cultural Heritage Comparative Study.*

A copy of the Agenda and Minutes from that meeting, together with the recommendations from the MacroPlan report are contained in **Attachment A**.

Following preparation of the comparative study of the location of the Cultural Heritage Program and the development of a Community/Cultural Hub or Centre at the Norwood Institute building and the St Peters Town Hall Precinct, as initiated through the Council's resolution made at its meeting held on 3 April 2006, a report on the issue was considered by the Council at a meeting held on 2 July 2007.

Following consideration of the matter at that meeting, the council resolved the following:

*That the Council endorse the strategy for the St Peters Town Hall Library redevelopment and the Norwood Library redevelopment as outlined within the report and which includes the following actions:*

1. *That the Cultural Heritage Program, (for the purpose of office accommodation, storage and display areas) be located within the St Peters Town Hall Complex, in association with the St Peters Library and other community facilities.*
2. *That work commence on the preparation of concept plans for the new St Peters Town Hall Complex for the purposes of accommodating the St Peters Library, the Council's Cultural Heritage Program (i.e. office accommodation, storage, work areas and display space) and various community uses.*
3. *That the future of 48 Nelson Street, Stepney and the future of 3D Radio be considered by the Council as part of the Linde Reserve / Dunstone Grove Masterplan.*
4. *That 64, 66 and 68 Nelson Street be retained with the existing tenants, for the time being and that a separate report on the future maintenance requirements of these buildings be prepared for the Council's consideration.*
5. *That Council endorse the concept of relocating the Norwood Library to the Norwood Senior Citizens building and or to the Norwood Senior Citizens / Don Pyatt Hall and that further investigations into these two (2) options be undertaken and the results reported back to the Council for the purpose of determining which of the two (2) options is to be selected.*
6. *That a report on the future use and maintenance requirements of 31 Beulah Road, Norwood be prepared for the Council's consideration.*
7. *That consultation with existing users affected by these proposals continue on the basis of achieving the outcomes set out in the report.*
8. *That a progress report be provided to the Council in three (3) months outlining the status of the project.*

At the time that the Council considered this report, the preliminary analysis which was undertaken, indicated that the following was possible within the St Peters Town Hall Complex:

- **new Library space (possibly including a mezzanine level in the Main Hall) 350-400m<sup>2</sup> and back office;**
- **Cultural Heritage Program integrated with the Library (including office space, storage and exhibition space) - 200m<sup>2</sup>;**
- **community meeting rooms and ancillary space - 200m<sup>2</sup>;**
- **EHA to remain in current location; and**
- **existing library space vacant and able to be refurbished and reutilised as a community centre or commercial use. The groups suggested at that time were 3D Radio, Club 68 and No Strings Attached.**

A copy of the Agenda and the Minutes from that meeting are contained in **Attachment B**.

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 approve a Master Plan for Dunstone Grove/Linde Reserve.

Following consideration of the matter the Council resolved the following:

1. *That the Master Plan for Dunstone Grove / Linde Reserve be approved as outlined in the Information Brochure (Attachment B), with key components as varied below.*
  - c. *That subject to the successful revocation of the Community Land Classification applicable to 48 Nelson Street, Stepney;*
    - (i) *the property at 48 Nelson Street, Stepney be re-zoned to allow for commercial/office use and;*
    - (ii) *the sale of 48 Nelson Street (excluding "cut-off" north western corner) be subject to an encumbrance over the property via a Land Management Agreement to prohibit or restrict development and ensure that any future work on the buildings is in accordance with the Council's Conservation Plan.*
2. *That Club 68 and No Strings Attached be re-located to the St Peters Precinct and 3D Radio moved to the St Peters Precinct or another location as deemed appropriate.*

A copy of the Agenda and Minutes from that meeting are contained in **Attachment C**.

Since that time the Council has resolved to retain the cottages at 66 and 68 Nelson Street, Stepney (i.e. retain all three (3) of the cottages) and sell (subject to the successful revocation of its Community Land status and rezoning) 48 Nelson Street (currently occupied by 3D Radio) and relocate 3D Radio to either the St Peters Town Hall Complex or to another location. At this stage, the Council has no other appropriate location for 3D Radio other than the St Peters Town Hall Complex, should 48 Nelson Street be sold.

## **RELEVANT STRATEGIC DIRECTIONS & POLICIES**

The relevant Outcomes and Objectives of the Council's **City Plan 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 Council has allowed \$10,163,903 in both the 2009-2010 and 2010-2011 financial years Budget Estimates for the Revitalising St Peters Precinct Project. The Redevelopment is being undertaken in two (2) discrete and separate stages, namely:

Stage 1: Redevelopment of Dunstone Grove/Linde Reserve (DGLR) - \$3,720,820

Stage 2: Redevelopment of the St Peters Town Hall - \$6,443,076

Included in the Budget Estimates for this project is \$5m from the Federal Government as part of the Regional and Local Community Infrastructure Program.

At a Special Council meeting held on 5 May 2010, the Council considered a report on the outcome of a select tender process for the construction of civil works associated with the DGLR redevelopment. At that meeting, the Council was advised that based on the successful tenderer's revised price, the shortfall from the Council's original Budget for Stage 1 of the project was \$1,597,620. At that meeting the Council resolved to award the contract for that stage of the works to CATCON, taking into account the short fall of \$1,597,620, the available funds for Stage 2 of the Project are \$5.2m.

It should be noted that the tender sum reviewed from CATCON to undertake the civil works associated with the DGLR Project does not include the following:

- Works associated with the three (3) cottages located at 64, 66 and 68 Nelson Street, Stepney.
- Works associated with the St Peters Youth Centre, which have not been included in the Budget Estimates, as the Council resolved to retain this building since it considered and approved the works associated with the DGLR Master Plan.
- The public artwork endorsed by the Council to be included in the DGLR Project.
- The retention of the underground storage tank for the stormwater system as opposed to an above ground tank for the additional \$100,000.

The Budget Estimates for the DGLR include an allowance for all the above works, except for the works associated with the St Peters Youth Centre and the additional \$100,000 for the retention of the underground water storage tank.

Tenders are currently being sought for the works associated with the cottages located at 64, 66 and 68 Nelson Street, Stepney and the St Peters Youth Centre. Once the tenders for these works have been received, a further report will be presented to the Council for its consideration.

Presently, it is difficult to estimate what the costs are for Stage 2 of the Project, (i.e. St Peters Town Hall redevelopment) as a direction from the Council on which option to pursue must be made, so that the scope of the works can be more accurately defined and estimates from the Council's cost consultant obtained. However, first order estimates obtained to date indicate that the costs for Stage 2 of this project will exceed the Budget Estimates, for works to be undertaken within the existing building footprint and not adding additional floor space to the existing building.

At this stage, it is not intended to increase the overall allowance for the Revitalising St Peters Precinct Project, but wait until the final designs for the St Peters Town Hall building have been finalised, the works tendered and then a further report will be presented to the Council regarding this and other components of the Project.

## EXTERNAL ECONOMIC IMPLICATIONS

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

## SOCIAL ISSUES

The redevelopment of the St Peters Town Hall will 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, 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, reuse of rainwater for the 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 5 May 2008, 2 July 2007 and 3 April 2006.
- **Community**  
A total of 26 community groups have been involved in the information gathering phase in late 2005 and have been informed of the planning which has been undertaken in respect to these projects.
- **Staff**  
Assets & Special Projects Officers  
Manager, Library Services and Lifelong Learning  
Senior Project Manager
- **Other Agencies**  
Not Applicable

## DISCUSSION

### Spatial Requirements

The diagram showing the existing space utilisation of the St Peters Town Hall Complex is contained in **Attachment D**.

What is important to note from the existing space allocation, is that the floor area of the St Peters Library is restricted to 357m<sup>2</sup>.

Prior to considering the various options that are available, it is important to note that the design brief for the project involved the incorporation of the following components (also previously resolved by the Council):

- The St Peters Library;
- A Cultural Heritage Centre;
- Eastern Health Authority (EHA); and
- 3D Radio.

Requirements for the Function and Community Facilities were adequately covered in the Scoping Study – Special and Functional Requirements report dated July 2008.

The Design Brief requirements for the various elements that need to be accommodated within the St Peters Town Hall Complex are:

#### 1. The St Peters Library

The Library requirements are:

- Entry/Exit.
- IT public access computer area.
- Reading area.
- Collection: Magazines and newspapers.
- Circulation and customer service space.
- Promotion, display area.
- Collections: Adults.
- Comfortable reading area.
- Store room, communications area.
- Staff work room.
- Children's collections.
- Youth space.
- IT training area.
- Manager's Office.
- Children's display and play space.
- Audio – visual collection.
- Access to kitchen, toilets and meeting rooms.

Based on these requirements, the required space for a redeveloped St Peters Library is 462m<sup>2</sup>. The space currently occupied by the existing St Peters Library is 357m<sup>2</sup>.

## **2. The Heritage Centre**

The Cultural Heritage Centre space requirements are as follows:

- Reception and Visitor information (can be shared with the Library).
- Gallery space.
- Temporary gallery space.
- History resource room.
- Staff work area.
- Wet area facility.
- Display storage.

As discussed in the Background section of this report, it is important to integrate the Cultural Heritage Centre with the Library, there are significant synergies between the two uses.

## **3. Eastern Health Authority**

The Eastern Health Authority (EHA) is a Regional Subsidiary comprised of the following Constituent Councils: Norwood Payneham & St Peters, Burnside, Campbelltown and Prospect and the Town of Walkerville.

The Eastern Health Authority (EHA) is a regional subsidiary. The EHA offices are currently located in the area which was previously used as the former St Peters Council Administration Offices.

EHA wishes to continue its occupancy of this building, however in order to undertake the refurbishment works effectively, the building must be vacated and EHA must be relocated elsewhere during the construction period.

EHA has advised that it requires the following:

- Entry/Reception area
- CEO office
- Three Administration offices
- Laboratory
- Office accommodation for four administration staff
- Immunization work area
- Photocopy area
- Meeting/training room
- Store room/IT cabinet.

EHA provides a wide range of services on behalf of the Council Including:

- inspections and audits of food premises;
- licensing of supported residential facilities;
- registration and monitoring of cooling water and warm water systems;
- needle disposal;
- investigation of infection diseases;
- training and education programs; and
- immunisation programs.

The lease between EHA and the Council expired on 9 February 2008, however, an agreement has been reached by both parties to hold the lease over on a monthly tenancy.

The current annual rent paid by EHA is \$50,194, (including GST). EHA occupies an area of approximately 299m<sup>2</sup> and therefore this equates to a rate of \$167/m<sup>2</sup> per annum. The rent is adjusted annually by CPI.

One of the major reasons why a new lease between EHA and the Council has not been entered into, was the fact that EHA were advised at the time the leased expired that major works were to take place at the St Peters Town Hall and that it would be prudent to roll the lease over on a monthly basis until the final plans for the development works at the St Peters Town Hall were finalised. The Chief Executive Officer of EHA has advised the Authority wishes to remain at the St Peters Town Hall Complex.

The initial space analysis suggests that EHA will fit into the same space which they currently occupy. In this respect, the area currently occupied by EHA is not used efficiently in terms of office layout and the area can accommodate the Authority's known future requirements.

#### 4. 3D Radio

3D Radio is currently located at 48 Nelson Street, Stepney. The planned revocation and rezoning of this property and its proposed sale, means that 3D Radio may require new premises if it is unable to purchase the property when it is placed on the market.

3D Radio have expressed an interest in relocating to the St Peters Town Hall Complex, subject to appropriate agreements regarding lease arrangement and fit out costs being reached with the Council.

3D Radio has advised that its requirements are:

- Reception area.
- Green room.
- Live to air studio and control room.
- On-air studio.
- Technical room.
- Production/training studio.
- Listening room.
- Digital studio.
- Workroom/store room.
- Library.

The preliminary spatial requirements provided by 3D Radio, suggests that it can be relocated in the area currently occupied by the St Peters Library.

The fit out for 3D Radio will be purpose designed, but built integrally with the Base Building upgrade.

The lease between the Council and 3D Radio expired on 23 September 2000.

Since then, 3D Radio has been on a monthly tenancy holding over arrangement.

The current rent paid by 3D Radio for 48 Nelson Street, Stepney is \$15,241, per annum (including GST).

Following the outcomes of the consultation process undertaken in relation to the Dunstone Grove/Linde Reserve Master Plan in March 2008, 3D Radio's position at the time was that it wished to remain at 48 Nelson Street, Stepney. However, it also outlined its requirements should it be relocated to the St Peters Town Hall Complex. One of these requirements related to the Hillbilly Hoot, which is a one (1) hour time-to-air program, which is run regularly on a Monday evening from the stables which are located at the rear of 48 Nelson Street, Stepney. 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 is contained in **Attachment E**.

When the Council considered the various options associated with the Revitalising St Peters Precinct Project, at its meeting held on 5 May 2008, it resolved that 48 Nelson Street be sold subject to the revocation of the Community Land Classification and subject to an encumbrance over the property via a Land Management Agreement to prohibit or restrict development to ensure that any future work on the buildings is in accordance with the Council's Conservation Plan. At the same meeting, the Council also resolved to move 3D Radio to the St Peters Town Hall Complex or to another location as deemed appropriate.

With respect to another appropriate location, it would be difficult to find another within this Council area and in particular, a location which suits the needs of 3D Radio. Taking this into consideration, the Council has no option, other than relocate 3D Radio in the St Peters Town Hall Complex, or not relocate it at all and 3D Radio will need to find its own accommodation either in or outside of this Council area.

The sale of 48 Nelson Street is important from a financial and asset management perspective.

3D Radio is a community radio station run on a twenty four (24) hour, seven (7) day a week basis and staffed entirely by volunteers. It is a not for profit organisation, which receives income from membership and some paid advertising. From a straight commercial standpoint, the Council has no legal responsibility to find another location for 3D Radio. Having made the decision to sell 48 Nelson Street, (subject to the revocation of the Community Land classification), 3D Radio could choose to purchase the property when it is placed on the market or it can pursue other alternatives. At the same time, from a community/social perspective reaching an agreement to accommodate 3D Radio in the St Peters Town Hall Complex, would add to and consolidate the Councils objective of building a Community Hub.

3D Radio also has a youth segment named Youth FM, which is a collaborative weekly radio program produced by and for local young people. The program provides a unique opportunity for young people to access training and skills development in radio production. The program is funded and coordinated by the Cities of Norwood Payneham & St Peters, Burnside, Prospect Campbelltown and Unley. This Council is the host for this program.

Since the Council meeting of 5 May 2008, several discussions have taken place between 3D Radio and the Council staff. These discussions have resulted in 3D Radio agreeing in principle at this stage in relocating to the St Peters Precinct subject to an appropriate lease agreement being reached with the Council which takes into account their fit out requirements and who will pay for the fitout and a new lease fee, both of which need to be determined.

With respect to both these outstanding issues, it is difficult to establish the cost of the fit out at this stage, until the Council finalises the exact location of where 3D Radio will be located to, if the Council resolves to relocate 3D Radio to the St Peters Town Hall.

In summary, significant progress has been made in respect to the reconciliation of the fall out from the debate associated with the sale of 48 Nelson Street and the demolition of the Cottages. To this end, from a community capacity building perspective there is much to be gained from working with community groups such as 3D radio. Reneging on its previous decisions would pose issues of the Council which need to be resolved.

## **5. Community Facilities**

It appears from the preliminary spatial analysis that there will be some space available in the existing building to accommodate community facilities.

The facilities will consist of meeting rooms and an associated kitchen.

The fit out for the community facilities will be built integrally with the Base Building upgrade.

## **OPTIONS**

Based on the spatial and functional requirements and the need to accommodate certain groups and functions into the St Peters Town Hall Complex, two (2) options have been developed for the Council's consideration. These options are set out below:

### **Option 1**

This option was presented to the Council at the Elected Members Workshop held on 12 July 2010.

This option has been based on the preliminary analysis undertaken at the time that the Council considered this matter at its meeting held on 2 July 2007.

This Option has taken into consideration the following major functional uses and spatial requirements for the future use of the St Peters Town Hall, namely:

- New Library space (possibly including a mezzanine level in the Main Hall) of 350-400m<sup>2</sup>.
- Cultural Heritage Program integrated with the Library (including office space, storage and exhibition space) – 200m<sup>2</sup>.
- Community meeting rooms and ancillary space – 200m<sup>2</sup>.
- EHA to remain in its current location.
- Existing library space vacant and able to be refurbished and reutilised as a community centre or for commercial use. The group suggestion for this space is 3D Radio.

An analysis of Option 1 concludes that these functions and uses can be allocated within the existing footprint of the St Peters Town Hall Complex.

Based on the spatial analysis associated with Option 1, a concept plan has been developed and is contained in **Attachment F**.

The main elements of Option 1 are:

- a. Relocation of the St Peters Library to the Main Hall - together with a mezzanine floor, providing a total floor space of approximately 470m<sup>2</sup> (the approximate area of the mezzanine floor is 135m<sup>2</sup>).
- b. The mezzanine floor will be accessed by the inclusion of a new lift, which will also in turn serve as access to the upper level at the front of the Town Hall building and therefore complying with disability access requirements and make this part of the building much more useable.
- c. The Cultural Heritage Centre will be integrated with the Library, in accordance with the resolution of the Council made at its meeting held on 2 July 2007.
- d. The Cultural Heritage Centre is ideally located in the front two storey portion of the Town Hall building. The size and nature of these spaces are very suitable as a backdrop for this facility. Further exposure to displays and exhibitions can be gained through the use of the public spaces that have been proposed as temporary galleries.
- e. Strong linkages between the Library and Cultural Heritage Centre can be achieved at both the ground floor level and at the mezzanine level, which will be at the height of the existing upper level.
- f. 3D Radio can be accommodated in the space which is currently occupied by the St Peters Library.
- g. EHA can be retained in its existing location, with base building modifications.
- h. Meeting rooms and an associated kitchen have been made available for community facilities.
- i. The existing Banquet Room and its associated facilities will be refurbished for use as community activities, but cannot be hired out to external groups for a variety of functions. Both the Library and the Cultural Heritage Centre, have as part of this requirements, requested facilities which can cater for large numbers of people for meetings, seminars and workshops. The Banquet Facility is very suitable for these uses due to its close proximity to both these facilities, in this option.

The main advantages of this Option are:

- a. The additional 119m<sup>2</sup> space required for the Library to operate efficiently, knowing that it is currently operating in a spatially constrained environment. This will allow for the expansion of shelving units and comfortable areas for customers to participate in life long learning and recreation programs delivered from the site.
- b. It includes the close proximity of the Library space to the planned shared community facility space, which could then be utilised in the provision of ongoing library based lifelong learning and leisure programs.

- c. Relocating the Library into the former Town Hall, allows for a staged development, whereby the Town Hall could be redeveloped ready for a simple move from one area of the building to the other (i.e. less disruption to service).
- d. The option would also give the St Peters Library through the incorporation of a new lobby, entry off St Peters Street, valuable street frontage which is missing from its current location. This has resulted in first time visitor or customer confusion. The Library service currently receives in the order of eighty thousand (80,000) visits a year from customers at the St Peters site and whilst the building has been a hub of activity, it has never been visible to the large volumes of traffic which traverse Payneham Road and St Peters Street, and therefore never raised attention and encouraged other non users to discover what occurs inside.
- e. The option allows for the retention of EHA (and in turn an ongoing income of \$50,000 – adjusted per annum) in their current location and a suitable space for 3D Radio to move into (at a lease of \$15,000 per annum).
- f. If the Council resolves to relocate 3D Radio to the commercial section of the St Peters Town Hall, as shown in Option 1, then in the event on not reaching an agreement with 3D Radio on the cost of the fit out and a new lease, then this section of the St Peters Town Hall Complex can be leased on a commercial basis on a stand alone tenancy.

Some issues which still need to be addressed in respect to this Option are:

- a. Consideration will need to be given to the location of disability or general parking areas. Experience from the Payneham Library has highlighted that for young families unloading children and prams, people living with a disability and the aged, carrying their materials for loan for larger distances from carpark spaces, causes customer frustration and complaints. The same consideration applies for community bus parking and access.
- b. Consideration during the design phase will be needed to address layout issues arising from the functional allocation of space within the meeting level Town Hall environment, appropriate floor loadings, restrictions on the use of wall fixtures and fittings in a historic building, the location and flexibility of sources for power and data and general building acoustics.

## **Option 2**

At the Elected Members Workshop held on 12 July 2010, staff were asked to explore alternative options to the one that was presented (Option 1) and that these options were to include:

- Leaving the Library in its current location;
- Refurbishing the Town Hall and retain the Town Hall function; and or
- Converting the Town Hall to a Performing Arts Centre

Prior to developing any further options it is necessary to assess what impacts these changes will have on the proposed St Peters Precinct redevelopment.

## **Library Function**

Retaining the Library in its existing location, has some major disadvantages namely:

- a. If EHA is to remain as a tenant and the Cultural Heritage Centre is to be accommodated in the Town Hall Complex, then the Heritage Centre can not be integrated properly with the Library.
- b. Although it would be possible to rework the Library Floor Plan, ultimately this option does not afford the Library the additional floor space in which to further develop its operations, as was identified by MacroPlan in their Strategic Review of the Library Service for the Council in 2005.

- c. With respect to customer expectation, general feed back through ongoing customer satisfaction surveys, has found that customers expect that this development is the prime opportunity to provide the Library with additional space, in order for it to become a vibrant aspect of the community hub concept and provide contemporary library services.
- d. Previous experience in public library developments of any nature, usually attract increased uptake in utilisation and visitation from customers in the order of forty percent (40%). That being the case, trying to cater to increased customer utilisation of the Library in the same constrained spatial allocation, would further impact on the quality of service delivery and site operations. Whilst redeveloping the existing space would refresh the building and provide new furniture, fittings and equipment and improving the overall amenity of the Library, it would simply be an exercise of replacing old with new.
- e. Retaining the Library in its current location restricts the ability to expand the staff workroom area, which has been identified as spatially inadequate to safely undertake the amount of manually orientated work procedures, without impacting on the availability of general library space for customer access. This will present an ongoing issue for the Council.
- f. Should the Library remain in its current location, it will be physically separated from the community meeting rooms and therefore have little linkage with the community aspect of the building's operations and present difficulties in utilising these spaces for events or meetings. Experience at the Payneham Community Facility has shown that although the meeting rooms are only separated by a foyer from the library, customers attending workshops, only visit the site to attend meetings, then exit, never actually associating it having been provided from the Library. This integration is vital if a community hub concept is to be achieved.
- g. A further consideration to be factored into this option includes the fact that whilst the library space is being redeveloped, it would need to be temporarily relocated or closed. Previous experience with relocating the Payneham Library has shown that this would require temporary buildings to be provided at an additional cost to the Project. This may will result in confusion and frustration for customers in changes to operations. Should the site be closed during the redevelopment period, it should be noted that the work room operations would also need to be relocated in order to provide continual access to new stock processed by the Collections Team for the Payneham and Norwood sites. This would also place an additional load on the other two (2) library sites to service a large volume of St Peters Library customers within the existing operations and consideration would need to be given to the storage of library collections during this time.
- h. A further consideration in Option 2 is that of the varying floor levels. The current site of the St Peters Library has three (3) varying floor levels from the point of building entry through to the Library Collections space. Whilst they are not obvious, there are gradients in the floor levels which also constrain site layout and the use of shelf fittings in some areas. The change in levels also surprise customers who are not sure footed or aware of the change in floor level. This has also presented occupational health and safety issues on manual handling processes for staff in the distribution of stock across the Library, constraining the movement of stock from the workroom to the library via one (1) route only.
- i. Should the Library remain in its current location, this restricts the ability to gain street frontage for the Library. In modern day libraries and community hubs, it is important to have street frontage in order to maximise community awareness and utilisation of the services available. The upgrade of St Peters to provide a friendly pedestrian interface and plaza will mean that the most logical entry point to the Complex will be from St Peters Street. An entry from St Peters Street also integrates better with carparking arrangements.
- j. Another consideration to be taken into account if the Library remains in its current location is that it will be physically separated from the location proposed for the Cultural Heritage Centre for the redevelopment of the St Peters Precinct.

## Hall Function

With respect to refurbishing the existing Town Hall there are a number of issues that need to be taken into account.

Firstly, following Council amalgamations in 1997, a surplus stock of traditional Town Hall Buildings has been created. Over time, the demand for this type of building has diminished as other more modern and suitable commercial uses are developed and promoted.

As a result a majority of these Town Hall facilities have been redeveloped and adapted for other uses.

A survey of the current use of Town hall buildings over a number of Local Government Areas has been conducted and the results from that survey are shown in Table 1 below:

**TABLE 1 - CURRENT USE OF TOWN HALL BUILDINGS**

<b>LOCAL GOVERNMENT AREA</b>	<b>TOWN HALL</b>	<b>CURRENT HALL USE</b>
City of Pt Adelaide & Enfield	Pt Adelaide Town Hall	Council Offices
City of Pt Adelaide & Enfield	Enfield Town Hall	Sold for commercial uses
City of West Torrens	West Torrens Town Hall	Council Offices
City of West Torrens	Thebarton Town Hall	Library initially, now leased for commercial uses
Corporation of the Town of Walkerville	Town Hall	Currently used by Community Groups, library use being considered.
Town of Gawler	Town Hall	Currently being upgraded for use as hall for hire.
City of Holdfast Bay	Glenelg Town Hall	Bay Discovery Centre
City of Holdfast Bay	Brighton Town Hall	Council Offices
City of Unley	Unley Town Hall	Library
City of Charles Sturt	Woodville Town Hall	Recently renovated as Hall for Hire (similar to Norwood Concert Hall)
City of Charles Sturt	Hindmarsh Town Hall	Sold for commercial uses
City of Prospect	Town Hall	No longer used as Hall for Hire, now community use only
City of Mitcham	Town Hall	Part not being used due to poor condition, part being used for Council offices

Table 1 illustrates that of the nine (9) Local Government areas surveyed, two (2) of the former Town Halls are currently used for council offices, three (3) have been sold or leased for commercial uses, four (4) are being used for community groups and libraries, and two (2) are being used as a hall for hire. It is interesting to note that the City of Prospect no longer use their Town Hall for hire due to the extensive damage that has occurred when the hall was hired out.

The City of Norwood Payneham & St Peters currently has three (3) venues that can be hired by the general community for a diverse type of functions. These include the Norwood Concert Hall, the Don Pyatt Hall and the Payneham Library and Community Facilities in association with the Payneham Library. It is considered that the number of venues available for hire by the general community is adequate. The Norwood Concert Hall is available for hire as a venue for weddings, concerts, school functions and other uses.

An assessment of the hiring patterns for both the Don Pyatt Hall and the Payneham Library and Community Facilities, shows that these buildings are not hired on a frequent basis and have the capacity to be hired more often if the demand exists.

A number of other commercial facilities are also available within the City, such as the San Giorgio Club, the Fogular Furlan Club, the Hungarian Club, RSL Halls and so on.

## Performing Arts Centre

In order to assess the option of converting the existing Town Hall into a Performing Arts Centre, it was decided to seek advice from Mr Lu Balsamo, a Principal of Hassel (Architects). Mr Balsamo has been involved in most of the State's leading performing arts venues, including the Adelaide Festival Theatre.

A copy of Mr Balsamo's Report is contained in **Attachment G**.

In essence, Mr Balsamo has advised that the following key elements will be required if the Town Hall is to be used for performing arts:

- Stage

The stage area will require wings on both sides. This would mean new additions to the west of the stage and utilising the stair and toilets to the east.

- Set Storage Area

A set storage area which will need to be set at the same floor level as the stage is required immediately behind the stage. This would mean that part of the existing Banquet Room will need to be taken up and the floor level raised to achieve this.

- Fly Tower

A fly tower will need to be built immediately above the stage. This will require extensive alterations to the roof and additional structural elements to accommodate the sets.

- Change Room and Performers Amenities

The remaining space of the Banquet Hall will be taken up by these facilities.

- Auditorium

A preliminary calculation shows that approximately 300 seats can be accommodated in the Main Hall for a Performing Arts Centre. For performing arts, sight lines are paramount and this will mean inserting a raking floor. Apart from major structural alterations, egress from the higher level will be difficult to achieve given the proximity of the two storey section of the front of the building. Egress requirements will require larger escape doors to be taken out of the existing walls.

Acoustic treatments will also be required in the Hall. These will consist of baffles as well as electronic acoustic amplification.

At least two (2) accessible lighting bridges would need to be installed at a high level in the Main Hall.

- Foyer and Public Amenities

In order to create a large enough foyer to accommodate patrons before, during and after performances, the front rooms at the ground level will have to be removed to achieve the space required. This will require major structural supports for the upper level.

- Toilets

The existing toilets will have to be substantially increased and upgraded to cater for the interval rush.

- Bar

Adequate bar facilities will need to be incorporated in order to cater for the type of patronage that will attend concerts and other functions at the Centre.

Taking the above functions and accommodation needs into consideration and taking into account that the Library function will be retained in the existing location, a number of sub-options have been developed and these are set out below:

### **Option 2A**

Option 2A shows the Library being retained in its existing location and the Banquet Hall being used as a Function Area and the Town Hall will be retained as a hall for hire.

The main disadvantage with this option is that with the Library remaining in its current location there is no room available to house 3D Radio.

At the same time, this option does not take into consideration the for the St Peters Library, particularly the additional floor space in which to further develop its operations and not providing linkage to the Cultural Heritage Centre.

This option also shows that 3D Radio can be accommodated, but only by extending the existing footprint of the St Peters Town Hall Building. This is shown by dotted lines in Option 2A.

The extension will add to the Council's large list of building assets, increasing the Council's operating expenditure to maintain the building and at the same time increase the value of the Council's depreciation by adding further to the Council's asset stock. This option will also result in the increased cost for the project as it involves building additional floor space. In this respect, the objective of the project is to contain the uses within the existing footprint of the building. For this reason, any extension to the existing St Peters Town Hall building's existing footprint is not recommended.

A plan of Option 2A is contained in **Attachment H**.

### **Option 2B**

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

Before considering this option, the following information provided by Mr Balsamo, from Hassel (Architects) regarding a performing arts centre in the existing St Peters Town Hall needs to be taken into account:

- The impacts of redeveloping the Town Hall into a performing arts venue will involve major interventions into the building fabric.
- The cost and benefit of transforming the complex into a performing arts venue and identifying the impacts on the existing library and EHA will require a concept plan, costings and a feasibility study to be undertaken.
- The level and standard of the performing arts facility will dictate the feasibility and heritage impacts on the development.

In summary, the opportunity to develop the concept of a performing arts venue is exciting, but needs to be tested through a feasibility study. In short however, developing such a facility is not only expensive but can not be justified from a commercial standpoint.

There are three (3) major disadvantages with this option namely:

- There will be no provision to accommodate 3D Radio.
- This option does not take into consideration the requirements of the St Peters Library, particularly the additional floor space required to further develop its operations.

- The only area available for the Cultural Heritage Centre is on the first floor, above the foyer to accommodate the Performing Arts Centre. The Heritage Centre will not be affiliated with the Library. At the same time, the area available is not large enough for the Cultural Heritage Centre to operate efficiently, and the fact that it will only be located on the first floor will make this location difficult to access and will be somewhat isolated.

A plan showing Option 2B is contained in **Attachment I**.

### **Option 2C**

This option shows the expansion of the St Peters Library into the space currently occupied by EHA.

This option allows for:

- The refurbishment of the Main Hall of the Town Hall Building as a town hall function.
- Refurbish the Banquet Room and associated facilities to create a Cultural Function Centre.
- Refurbish the two storey Council Chambers to create the Heritage Centre; or
- Refurbish the Main Hall of the Town Hall building, the ground floor of the Council Chambers and the Banquet Room to accommodate a Performing Arts Centre.
- Refurbish the first floor of the Council Chambers to create the Heritage Centre.

The major issues to take into account with this option relate to having no space available to accommodate 3D Radio and EHA, unless the Council resolves to expand the existing building footprint, or increase floor space by adding a first floor to the existing building footprint. There would also be a loss of \$60,000 per annum in rental income and this should be retained if possible.

A plan showing Option 2C is contained in **Attachment J**.

### **Heritage Considerations**

The St Peters Town Hall is a State Heritage listed building and as such advice was sought from Heritage SA in respect to the various options. Mr David Heidenreich, a Senior Architect with Heritage SA, has provided comments and advice in respect to the various options a summary of Mr Heidenreich's advice is set out below:

- Option 1 and Option 2 are the least obtrusive from a heritage viewpoint.
- Option 1 would have more of a viable future because the Town Hall area in particular would be given a vital community use.
- From a heritage viewpoint, Option 2B is the most obtrusive, affecting the rear Banquet Room, the Town Hall, the ground floor of the Council Chambers and other internal areas.
- The proposed fly tower and the wings would also have an impact on the external appearance of the building.

A copy of Mr Heidenreich's advice is contained in **Attachment K**.

### **Carparking Assessment**

An assessment of the carparking requirements for all options has been provided by the Manager, Development Assessment. A copy of this assessment is attached (refer to **Attachment L**).

The advice states that there are no parking implications from a Development Approval perspective associated with any of the options.

## CONCLUSION

The Council has now been considering the St Peters Precinct Project for some four (4) to five (5) years, (since the 2004-2005 Financial Year). Understandingly, this is a difficult and complex project, in that there have been a number of sensitive issues for the Council to consider during the process of its development. The Council has also received a grant of \$5m from the Federal Government as part of the Regional and Local Community Infrastructure Program towards the funding of this project. Part of the conditions of this funding is that the project works must be completed in accordance with the timeframes contained in the Council's submission. Although these timeframes are flexible, the Council must make every attempt to commence the works associated with the St Peters Town Hall as soon as possible.

In progressing this project to the final design stage, the Council must provide staff with some firm direction in order to progress to the next stage, that is, the Council must resolve which option it wishes to pursue in order to proceed to the next stage.

In analysing the various options which are available, the basic difference between Option 1 and Option 2 (and various sub options) is the issue of the location of the St Peters Library. The location of the Library is pivotal.

It has been established via the 2005 MacroPlan report that the existing St Peters Library is constrained both by configuration and size. The existing library is restricted to 357m<sup>2</sup>, whilst the space required for the future library to operate effectively is 462m<sup>2</sup>.

Based upon the Council's stated objectives, the expansion of the existing Library can only be achieved by:

- Relocating the Library to the existing Town Hall, including the construction of a mezzanine floor in order to achieve the desired space required; or
- Leave the Library in its existing location and expand the existing footprint of the existing Town Hall building or add an additional storey over the existing Library; or
- Retain the Library in its existing location and expand the size of the Library in the area of the building that is currently leased by EHA.

The only option that satisfies all of the requirements that were considered and endorsed by the Council at its meeting held on 2 July 2007 (including project costs and ongoing asset management), is Option 1.

If the Council resolves to endorse Option 2 or any of the sub-options, then the main objective of developing the St Peters Town Hall Complex as a community hub and resolved by the Council at its meetings held on 2 July 2007 and on 5 May 2008, will not be achieved.

The major concerns that are associated with Option 2 and the various sub-options are:

- The only way to increase the size of the existing Library is to expand the existing footprint of the St Peters Town Hall or by adding a first floor space above the existing Library. This is not recommended as it will add additional costs to the Project, which are considered to be unnecessary. Any additional building works, above and beyond the existing footprint to the existing St Peters Town Hall, will result in additional recurrent maintenance costs and an increasing depreciation value, both of which will place additional pressure on the Council to increase rates in order to achieve a surplus position with its Budget.
- By retaining the Library in its existing location it will be physically separated from the community meeting rooms, and therefore have little linkage with the community aspect of the buildings operations, and similarly it will be physically separated from the location proposed for the Cultural Heritage Centre.
- If the Library remains in its existing location, and its space is increased by taking over the area currently leased by EHA, then the Council must either relocate EHA into another appropriate site or location, or lose EHA as a tenant and relinquish the rent that is currently being paid by EHA which is \$50,194 per annum.

- Similarly, if the Library remains in its existing location, then 3D Radio may not be able to be relocated from 48 Nelson Street, Stepney. If Option 2 or the various sub-options are chosen, the only way that 3D Radio can be relocated, is by expanding the existing footprint of the existing St Peters Town Hall building. As stated above, this is not recommended. At the same time, if the Council cannot relocate 3D Radio, to an appropriate location, then it may need to remain at 48 Nelson Street, Stepney, and the Council loses the opportunity to dispose of an asset and obtain funds from the proceeds of the sale of that property. At the same time, the Council has no obligation to relocate 3D Radio in the St Peters Town Hall or leave it in its existing location at 48 Nelson Street, Stepney. If this is the Council's preferred option, then it is contrary to the resolution of the Council from its meeting held on 5 May 2008, where it resolved to relocate 3D Radio.

Options 2A and 2B, as presented, have been included to include the possibility of retaining the existing hall as a Town Hall function and or converting the existing Town Hall and Banquet Hall into a Performing Arts Centre. In order to achieve both these options the Library must be retained in its existing location and the Council must reconsider the relocation of 3D Radio and possibly EHA.

Since the inception of this Project in the 2004-2005 Financial Year, the option of retaining the existing Town Hall as a hall for hire or a Performing Arts Centre have never been considered by the Council nor has there been a Council resolution to do so. However, Options 2A and 2B, are presented for the Council's consideration. In both these two options, the major concerns are:

- The existing Library will remain in its existing location with the same area and separated from the Cultural Heritage Centre.
- The Council must reconsider its position with respect to 3D Radio and determine whether to expand the existing footprint of the existing Town Hall building in order to accommodate it, leave it at 48 Nelson Street, Stepney and forgo to opportunity of selling that site, or, not relocate 3D Radio at all, which is not in accordance with previous Council resolutions.
- A survey of the current use of Town Hall buildings over a number of Local Government areas has shown that the majority of the Town Halls have either been sold, leased for commercial purposes or are being used for community groups and libraries. Of the thirteen (13) Councils surveyed only two (2) are using their Town Halls for hire. Based on this information, and before the Council considers the use of the Town Hall as a town hall function then it must satisfy itself that it will be a viable proposition before undertaking any works in this part of the building.
- Converting the Town Hall and Banquet Hall into a Performing Arts Centre, will require a concept plan, costing and feasibility to be undertaken. The involvement of a theatre consultant to assist in identifying the need and level of theatrical performance is imperative. The level and standard of the performing arts facility will dictate the feasibility and heritage impacts of the development. Therefore, the opportunity to develop the concept of a performing arts venue is exciting, but needs to be tested via a feasibility study.

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 as presented within the report, be endorsed.

## **COMMENTS**

Nil

## **RECOMMENDATION**

1. That Option 1, as presented within the report, be endorsed 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 and the Council.
  - 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 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 Option 1, will now 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 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 6 above, in respect to the St Peters Town Hall Building, be provided to the Council.

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