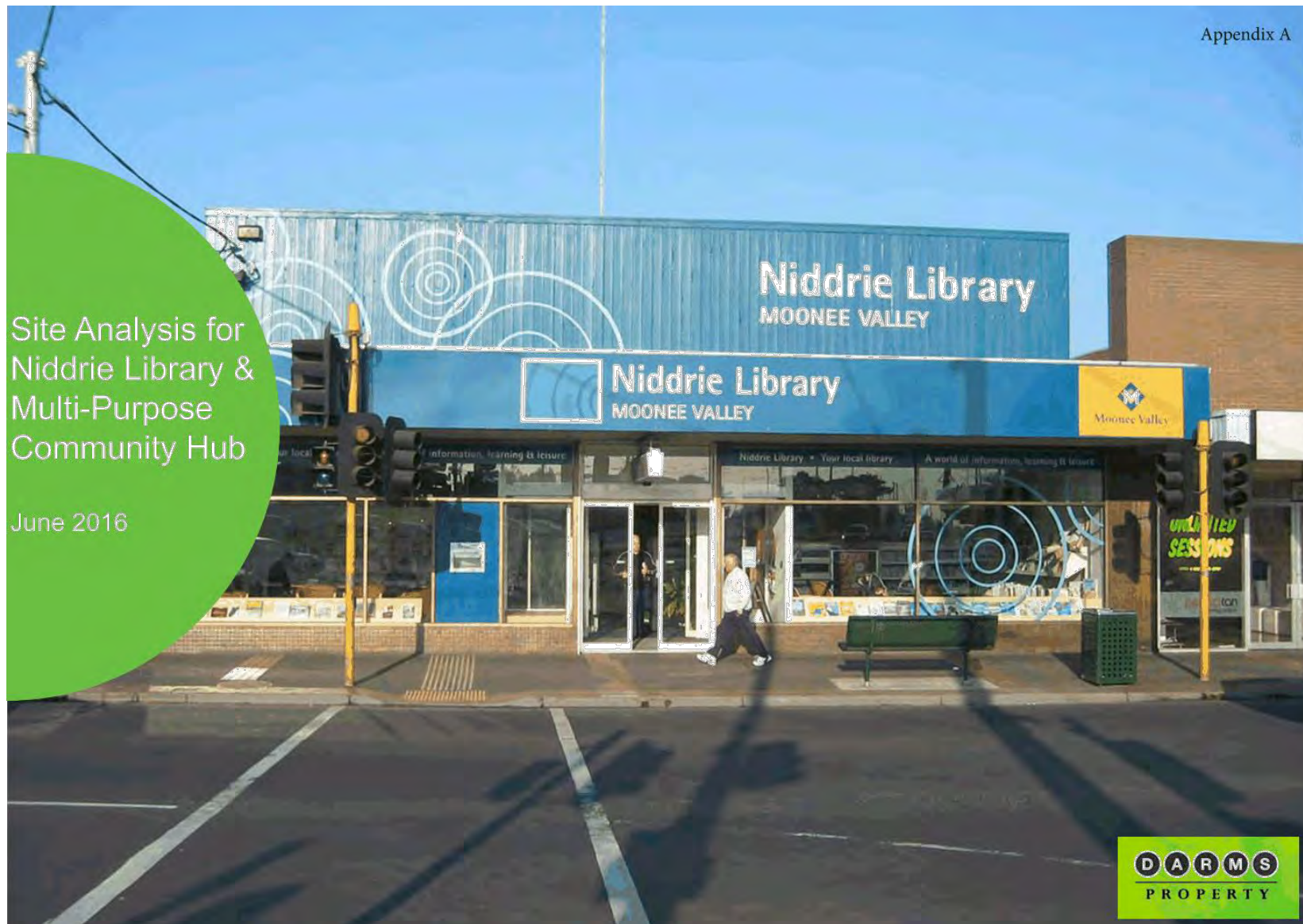


Appendix A

Site Analysis for
Niddrie Library &
Multi-Purpose
Community Hub

June 2016



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Site Analysis Report for Niddrie Library & Multi-Purpose Community Hub — May 2016

Client:

City of Moonee Valley - (Project Team: Troy Watson, Theary Sindel, Kate McCaughey, Gary Mills, Carey Patterson, Rosa Serratore)


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B	17/6/2016	Draft - For Review	Chris Quinn	John Darmody	
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● Table of Contents

EXECUTIVE SUMMARY	1
INTRODUCTION	3
Background	3
Methodology	4
NIDDRIE LIBRARY & MULTI-PURPOSE COMMUNITY HUB	5
Vision & Future Area Requirements	5
Future Area Requirements	6
Community Hub Model & Requirements	7
Potential Community Hub Uses	8
Lease or Own Considerations	9
Base Case Option - Renew Lease Only	10
ALTERNATIVE SITES ASSESSMENT & ANALYSIS	11
Assessed Sites Context Map	11
Assessed Sites Street View	12
Site One Analysis - 1-3 Hotham Road, Niddrie	13
Site Two Analysis - 1-5 Treadwell Road, Niddrie	15
Site Three Analysis - 483 Keilor Road, Niddrie	17
Site Four Analysis - 29-31 Ross Street, Niddrie	19
Site Assessment Summary	21
1-3 Hotham Road, Niddrie Concept Plan	22
Town Planning Summary	23
Site Assessment Matrix	24
Risk Assessment	25
Economic & Cost Benefit Analysis	26
Program & Delivery	27
RECOMMENDATIONS	28
APPENDICES	29



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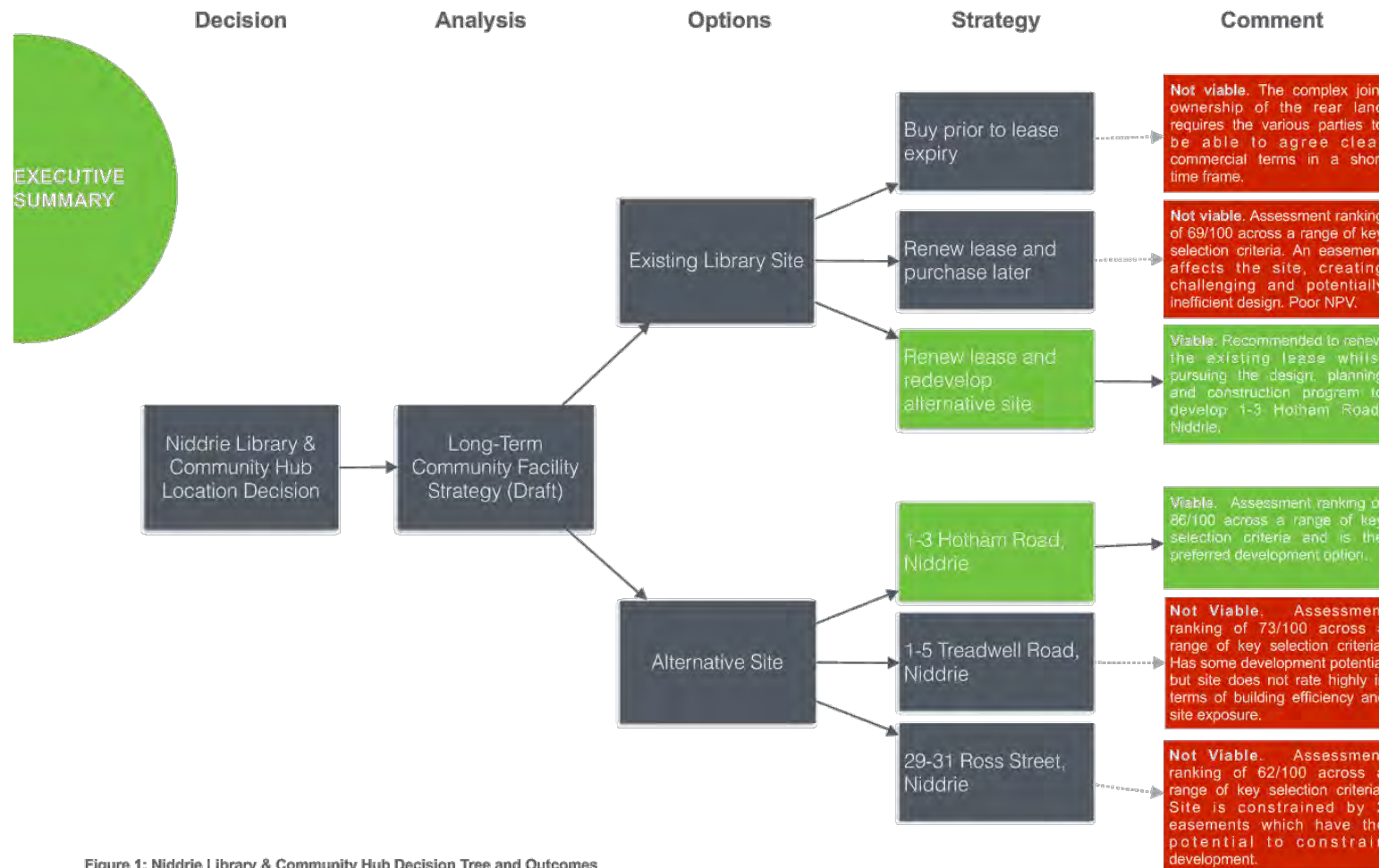


Figure 1: Niddrie Library & Community Hub Decision Tree and Outcomes



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Executive Summary

This site assessment report provides Council with a decision making framework to identify a preferred strategy for the supply of suitable accommodation to deliver a library and community hub in Niddrie.

Specifically, the report addresses the suitability of the existing Niddrie Library premises ability to meet future requirements for the Library and Community Hub function, or whether redeveloping an alternative Council owned site is more appropriate.

Moonee Valley City Council (MVCC) has identified the Niddrie Library and other Council services require additional space and that there is the potential to co-locate other complementary services with the library to create a multi-purpose community hub. The Niddrie Library currently leases premises at 483 Kellor Road, Niddrie. The current lease expires on 1 May 2017, with an option to renew the lease for a further 5 years (to be triggered by 1 February 2017).

This report has been prepared based on instructions dated April 2016, which outlines the following tasks:

- For the current site – 1) review the ongoing lease. 2) undertake a high-level analysis and review the attributes of the existing facility, to determine whether it is an appropriate long-term location (under a lease or purchase scenario).
- For alternative Council land holdings in Niddrie – 1) undertake a high-level analysis and review the attributes of each site to determine whether an alternative site represents a more favourable long-term location.
- Provide a summary of recommendations for the future site of Niddrie Library.

Table 1: Summary of site assessment rankings

Criteria ¹	Max Score	Rank #1	Rank #2	Rank #3	Rank #3
		1-3 Hotham Rd, Niddrie	1-5 Treadwell Rd, Niddrie	483 Kellor Rd, Niddrie	29-31 Ross St, Niddrie
Site Suitability	30	27	21	16	15
Location Attributes	30	24	21	28	24
Financial Suitability	20	17	13	9	11
Planning Compatibility	10	8	10	10	10
Co-location Efficiencies	10	10	8	6	2
TOTAL	100	86	73	69	62

1. Built on Long-Term Facility Planning Principles

The future area requirements for the Niddrie Library and Multi-Purpose Community hub are estimated to be 2,835m² of Gross Floor Area (GFA), to be delivered by 2025. DARMS Property and Council's Project Team worked together to establish appropriate assessment criteria and weightings to analyse the sites. To inform the ratings to apply to each site, DARMS analysed four sites (the existing library site & three other Council-owned sites) through a combination of SWOT analysis, design testing and financial analysis. Table 1 presents a summary of the assessment rankings for each site.

CONCLUSIONS

1-3 Hotham Road, Niddrie has been identified as a possible preferred option for the long-term location of the Niddrie Library & Multi-Purpose Community Hub. We recommend in the short term that the existing lease be renewed at 483 Kellor Road for a further five years to allow the development strategy for Hotham Road to be undertaken in parallel.

A closer review of the existing Niddrie Library site reveals some complexities, with the rear land (Library car park) being owned in dual ownership with the neighbouring property owner.

The development strategy for a new Library and Community Hub requires a detailed community consultation, planning, design and construction program to be prepared and funded by Council. Provision of Library services to the community requires the current lease option to be exercised by Council, extending tenure until 2022. The extension of the lease term for five years will provide Council adequate time to undertake a strategic development plan for a library and community hub facility that will cater for community needs into the future.

RECOMMENDATIONS

1. Renew the existing lease option in accordance with the terms of the lease.
2. Prepare a market led master plan for the 1-3 Hotham Road, Niddrie site which incorporates a new library and community hub facility.

The master plan is to be supported with a framework analysis that will inform the asset engagement strategy and resolve, as far as practical, land ownership and site consolidation issues (titles, easements, services infrastructure etc.). It will also incorporate detailed site investigations including ground conditions assessment and environmental assessments to ensure risks from physical site conditions are considered.
3. Prepare a business case for Council to consider, which recommends:
 - I. The investment required for the new library and community hub facility
 - II. An appropriate market engagement plan incorporating the redevelopment of Council owned assets through joint ventures, in order to assist council fund the new facility (an approach currently being undertaken by other Councils).
 - III. The market engagement plan should be based on a feasibility study of joint venture options on Council owned land.
 - IV. The preferred commercial structure for Council to engage with the private developer industry to deliver Council's objectives in an efficient and effective manner.
4. Secure Council funding for the project inception and development in line with the draft Long-Term Community Facility Strategy and other Council decision making processes.
5. Undertake appropriate community consultation to enable the preparation of a detailed functional and operational brief for the agreed library and community hub facility. This brief will inform a more detailed concept design development process for the facility.

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INTRODUCTION

Moonee Valley City Council (MVCC) has identified the Niddrie Library requires additional space. Moreover, MVCC has identified the potential to co-locate other complementary services with the library to create a multi-purpose community hub.

This report analyses the options available to best meet the future space requirements of the Niddrie Library and potential community hub. These options included:

1. Re-leasing the current premises
2. Purchasing the current premises
3. Relocating to an alternative Council owned site

Background

Moonee Valley City Council (MVCC) has undertaken a review of its future infrastructure requirements for Council's Library and Learning Services across the municipality. As part of this review the project team have reviewed previous studies¹ and consulted internally to define future space requirements for both a library and multi-purpose community hub as at 2025. The future space requirements have been identified as follows:

- The library facility - approximately 1,859m²; and
- The multi-purpose community hub - approximately 502m²

The total area for both functions equates to a net lettable area of approximately 2,361m² and a gross building area of 2,835m².

The current premises is leased, accordingly any significant change to the premises will require Council to negotiate new commercial terms for the new area in addition to an extended lease term. This report has been prepared to enable Council to navigate through this process.

The alternate scenario with the current site is for Council to consider purchasing the property from the current landlord and driving the redevelopment directly on the site. This report considers the implications of this scenario and compares the benefits of this approach with the lease option.

A third alternative, is to consider locating the library and community hub at another Council owned site. Council has advised it owns three other sites in the Niddrie area.

Along with the MVCC Project Team, DARMS has established a site assessment framework which incorporates a range of selection criteria. This report ranks the alternative sites and presents the findings of the site assessments.

A further consideration of the report was to determine the most appropriate program for the delivery of the library having regard to the existing lease requirements and the lead times for planning and construction of a new or improved library facility. The conclusions contained in this report include a recommendation for Council to undertake a business case analysis to explore project funding and joint venture options, (this approach is currently being explored by a number of other Councils as a way of unlocking land value and providing access to capital funding).

It is envisaged that this report informs MVCC with the strategic and commercial advice required to enable clear decision making on the Niddrie Library site in the medium and long-term.

1. MVCC Library Future Infrastructure Requirement Report (October 2015)



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● Methodology

The project methodology was based on the following key phases:

Phase 1 – Project Inception

An initial meeting/workshop was held on Tuesday 3rd May with the Project Team to:

- ▶ Develop the site assessment criteria.
- ▶ Refine the project methodology and deliverables.
- ▶ Discuss and confirm the project program and underlying assumptions.
- ▶ Discuss and confirm the stakeholder engagement strategy.
- ▶ Confirm project liaison and milestone reporting requirements.

Phase 2 – Literature Review

All relevant resources that influenced the basis of the development strategy were reviewed. These included:

- ▶ MVCC Library Future Infrastructure Requirement Report (October 2015) - which provides clear recommendations and priorities that directed this strategic site selection exercise.
- ▶ Moonee Valley Planning Scheme.
- ▶ Moonee Valley Library Community Satisfaction Survey 2016.
- ▶ Moonee Valley Community Facility Planning Policy (Draft) 2016 (Includes Community Facility Principles and Planning Criteria).
- ▶ Moonee Valley Community Survey 2013.
- ▶ Moonee Valley Council Meeting Minutes 18 September 2001 & 18 December 2001.

Phase 3 – High Level Options Assessment

A high-level financial feasibility assessment of the site options was undertaken. This required input from the broader project team (GHD Architects and Vines Planning) to determine building envelope concepts.

The design work informed and underpinned the financial analysis, which was applied to the suitable sites. Once the development footprint for each site was established, the project costs were estimated and financial analysis was undertaken.

Industry benchmarks for construction costings were adopted and land values based on current Council valuations were applied, to inform the financial analysis of the options being considered.

This analysis will assist Council gain an insight into economic drivers for the project and consider the drivers required to generate a viable project.

Phase 4 – Library Site Strategy Report Preparation & Presentation

A draft final report was prepared for Council to review, which summarised the analysis findings and provided concise recommendations for Council to action to support the successful delivery of the Library and Multi-Purpose Community Hub.



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“The changing role of libraries in the community means it is becoming increasingly important to co-locate library facilities with other complementary services in a community hub model”¹

● Vision

MVCC has undertaken significant strategic planning work in relation to the Niddrie Library and Learning service, particularly the preparation of the **Library Future Infrastructure Requirements Report** (October 2015).

The report details that the future provision of library services should incorporate:

- ▶ **Co-location** - The changing role of libraries in the community means it is becoming increasingly important to co-locate library facilities with other complementary services in a community hub model.
- ▶ **Integration with other services** - Libraries should be seen as a key ‘portal’ or frontline service for the delivery and accessibility of a wide range of Council services, programs and opportunities for communicating with the community¹.

With regards to the Niddrie Library, the report identifies the following priorities:

- ▶ **Resolving the tenure of the library** – 1) Stay at the current location or 2) redevelop the facility on an alternative location.
- ▶ **Providing a facility with contemporary spaces.**
- ▶ **Increasing floor space** – Niddrie Library requires a significant increase in floor space by 2025.

▶ Location & Facility Development Principles

Location is a critical factor in library visitation. The Library Future Infrastructure Requirements Report outlines the following principles to guide development of new facilities or relocation of existing facilities. These include:

- ▶ **Co-location with other community uses** such as retail centres and supermarkets, local schools and educational facilities, health and family services, community spaces and neighbourhood houses, and arts and culture facilities.
- ▶ **Prominent locations** in an area of existing high activity such as busy main street shopping strips.
- ▶ **High profile street frontage** integrated with the main activity area and high pedestrian foot traffic.
- ▶ **Good visibility and presence at street level** enabling pedestrians to see the library on foot.
- ▶ **Entrances should prioritise pedestrian access** and meet universal access standards.
- ▶ **Branches should be located within 400 to 500 metres walking distance of public transport stops/stations.**
- ▶ **Access to convenient and safe car parking** with priority for users with special needs.
- ▶ **Available space on site to accommodate future expansion.**

1.. MVCC Library Future Infrastructure Requirement Report (October 2015), pg 10.



● Area Requirements

Table 2: Niddrie Library & Community Hub Area Requirements

Service	Space Required	Area (m ²) ¹
Niddrie Library	Existing library & library HQ office space	1,064
Niddrie Library (Future)	Additional library space required by 2025	795
Bowes Avenue Community Centre	<ul style="list-style-type: none"> • Multi-purpose hall • Multi-purpose rooms 	211
Niddrie Community Hub	<ul style="list-style-type: none"> • Multi-purpose hall • Multi-purpose rooms • Kitchen 	291
Total Net Lettable Area (NLA)		2,361
Total Gross Floor Area (GFA)		2,835²

Notes

1. Based on Niddrie Library & Community Hub Required Floor Area Schedule supplied to DARMS on 10 May 2016.
2. Nominal 20% allowance applied to NLA to calculate GFA. The GFA of 2,835m² has been adopted by GHD to determine building envelopes and massing studies.



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● Multi-Purpose Community Hub Model

“A community facility (hub) is the combination of both the building and the services provided within a building.¹ Community facilities are those which support people to meet and participate in the life of their communities and neighbourhoods.”²

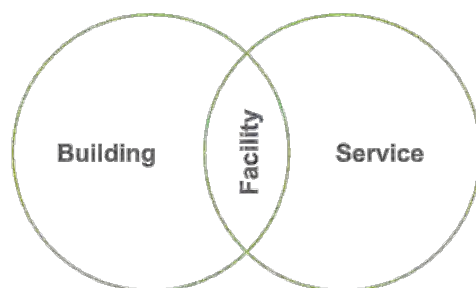


Figure 2: Community Hub model

1. A framework for the strategic management of facilities, balancing physical and financial considerations with service, customer, utilisation and environmental requirements, page 4. Nicola Brackertz, Swinburne University of Technology, 2003

2. MVCC Library Future Infrastructure Requirement Report (October 2015)

The MVCC Project team has identified the following community service providers as showing interest in co-locating with the Niddrie Library, to form a multi-purpose community hub:

- Bowes Avenue Community Centre
- Niddrie Community Hub (currently located in Matthews Avenue)

The Moonee Valley Long-Term Community Facility Planning Strategy (Draft) 2016, identifies community hubs as:

- A public place with indoor and outdoor spaces for communities to safely gather for a wide range of inclusive activities, programs, services and events; and
- Conveniently located near range of compatible land uses including retail/ commercial (economic/ employment), green spaces, social services, education, transport and residential uses.

Community hubs typically include the following elements:

- **Service coordination and delivery** – Accommodate more than one group and include a range of activities that share buildings, rooms or open spaces at the same time (concurrently) or at different times (sequentially). Services located within hubs are committed to enhanced coordination among services, and access to them by the community. This includes intergenerational flexibility to accommodate community needs as they evolve over time.
- **Place making** - Strengthen a place's identity and create a more attractive environment for people to gather and interact. Community facilities can also have a broader role in helping to define the character of neighbourhoods and can shape the physical layout and look of new developments and precincts within the city. Forecourts and outdoor areas can: activate their surrounding environment; and be spaces for program delivery which compliment indoor activities if well designed.
- **Community building** – Enhance connections and relationships among people and strengthen common values and understanding.
- **Operational sustainability** – Provide quality services and facilities in a way that is economically viable over time; and have clearly defined models of delivery (ownership and funding) and on-going management (leasing and governance arrangements).



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● Potential Community Hub Uses

► TRAINING AREAS



Sheila C. Johnson Design Center
 Architects: Lyn Rice Architects

► INTERNET ZONES



Caroline Springs Library
 Architects: Suter Architects

► EXHIBITION + DISPLAY AREAS



Sheila C. Johnson Design Center
 Architects: Lyn Rice Architects

► AUDITORIUM SPACES



Kinderstad
 Architects: Sponge Architects & Rupali Gupta + IOU Architecture

► CHILDREN'S + YOUTH AREAS



Kinderstad
 Architects: Sponge Architects & Rupali Gupta + IOU Architecture

► CAFE + BISTRO SPACES



State Library of Victoria - Mr. Turk



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● Lease or Own Considerations

The lack of tenure offered by a lease can be problematic in delivering a civic asset, such as a library, in perpetuity.

The MVCC Project Team has identified that of the five libraries located in the City of Moonee Valley, only Niddrie Library is currently subject to a commercial lease (one other library is located on Crown land and the other three libraries are in locations owned by Council).

At a municipal level, it would appear that it is Council's preference to own rather than lease premises for civic assets due to a combination of factors including the public perception of 'rent money being dead money' and the control afforded by owning rather than leasing an asset.

The long term use requirement and civic nature of a library and community hub underpins a view that that it is beneficial to own the asset rather than lease.

With this in mind, consideration needs to be given to the potential of purchasing the existing Niddrie Library site (483 Keilor Road, Niddrie). We understand the current owner has indicated that he would consider a sale of the site to Council. It is likely the property value will increase significantly if Council exercises the lease option until 30 April 2022 and then considers purchasing the site.

Consequently, Council has a brief window of opportunity to affect a sale agreement prior to exercising the lease option on the property. This opportunity raises the following considerations:

- **Does the existing site represent the best location?** The site assessment matrix covered in this report provides further information to suggest the current site is not the preferred site.
- **Can a deal be realistically negotiated?** The land at the rear of 483 Keilor Road (currently used for library car parking), is owned via a joint ownership structure with the owner of the neighbouring property at 481 Keilor Road. This creates significant complexity in the negotiation process as the various parties will need to agree clear commercial terms in a short time frame.

Table 3: Lease v's Own pro's & con's

	Lease	Own (Purchase)
Pros	<ul style="list-style-type: none"> • Flexible Occupancy • Suited to short term use • Maintained by Landlord 	<ul style="list-style-type: none"> • Full control • Capital Growth • Suited to civic assets
Cons	<ul style="list-style-type: none"> • Lack of tenure • Recurrent Cost 	<ul style="list-style-type: none"> • Absorbs Capital • Maintenance Liability

9

► Existing Lease Considerations

The Niddrie Library (483 Keilor Road, Niddrie) is currently tenanted by Moonee Valley City Council via a commercial lease which commenced on 1 May 2002 for an initial term of 15 years.

The terms and conditions of the lease provide for a further term of 5 years which, if Council exercise the option, will extend the lease term from 1 May 2017 through until 30 April 2022.

Council are required to notify the landlord of it's intention to exercise the option for the further term between November 2016 and January 2017.

There are no existing provisions in the lease which prescribe a commercial basis for the landlord to undertake major renovation on behalf of the tenant. Accordingly, the only option for Council to be able to achieve the scope of work required to meet future library and infrastructure requirements would be by agreement with the current landlord. We understand the current landlord has advised that there is no interest in redeveloping the site for Council at this point in time.

The complex joint ownership of the rear land requires the various parties to be able to agree clear commercial terms in a short time frame.



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● Base Case Option - Renew Existing Lease Only

A base case scenario of renewing the existing lease and not developing was analysed. Total costs over a 10 year period are forecast to be \$3.5m with a net present value of \$2.32m.¹

This option is not viable as it fails to achieve future library and community hub strategic objectives² and does not offer security of tenure to a significant Council service. An alternative library facility is required if the community needs are to be met in the future.

► Financial Analysis

Financial Assessment												
Year	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	Total
Period	0	1	2	3	4	5	6	7	8	9	10	
OPERATING EXPENDITURE												
Library												
Water & Sewerage	21,000	21,630	22,279	22,947	23,636	24,345	25,075	25,827	26,602	27,400	28,222	268,964
Electricity	2,180	2,245	2,313	2,382	2,454	2,527	2,603	2,681	2,762	2,844	2,930	27,921
Telephone & Fax Calls	5,500	5,665	5,835	6,010	6,190	6,376	6,567	6,764	6,967	7,176	7,392	70,443
Property Lease 483 KEILOR ROAD	232,134	241,419	251,076	261,119	271,564	282,427	293,724	305,473	317,691	330,399	343,615	3,130,641
TOTAL LIBRARY OPERATING COSTS	260,814	270,960	281,503	292,459	303,844	315,674	327,969	340,745	354,022	367,820	382,159	3,497,968
Net Present Value Until 2026												2,323,973

NOTES:

1. Based in FY16 financial results provided by MVCC. 3.00% escalation allowance for operating costs and 4.00% escalation allowance for rent.
2. MVCC Library Future Infrastructure Requirement Report (October 2015)

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ALTERNATIVE
 SITES
 ASSESSMENT
 & ANALYSIS

Site 1 - 1-3 Hotham Road, Niddrie

- ▶ 8,147m²
- ▶ At-grade car park

Site 2 - 1-5 Treadwell Road, Niddrie

- ▶ 2,100m²
- ▶ At-grade car park & vacant residential dwelling

Site 3 - 483 Keilor Road, Niddrie

- ▶ 1,015m²
- ▶ [Existing Niddrie Library location](#)
- ▶ Commercial building & car park

Site 4 - 29-31 Ross Street, Niddrie

- ▶ 1,350m²
- ▶ At-grade car park

Sites not considered

3-15 Matthews Avenue, Niddrie

- ▶ Long-term lease creates restrictions

31-33 Dudley Street, Niddrie

- ▶ Site considered too small for requirements

Assessed Sites Context Map



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Assessed Sites - Street View

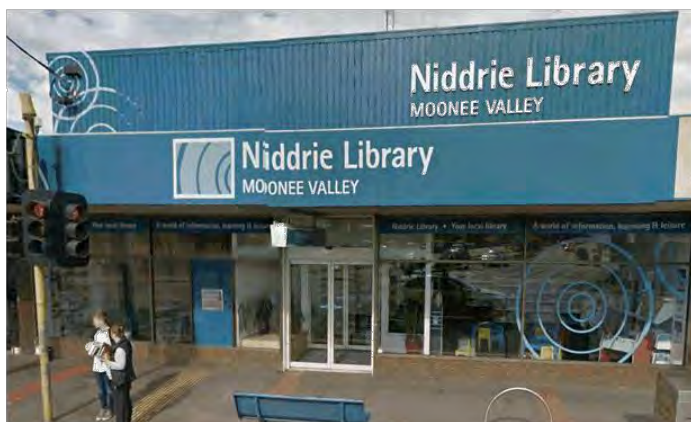
► Site One 1-3 Hotham Road, Niddrie



► Site Two 1-5 Treadwell Road, Niddrie



► Site Three 483 Keilor Road, Niddrie



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► Site Four 29-31 Ross Street, Niddrie



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● Site One Analysis 1-3 Hotham Road, Niddrie

► SWOT Analysis



- **Zoning:** Residential 1 Zone (R1Z) - allows for community uses
- **Planning Overlays:** DD07
- **Approximate Area:** 8,147m²
- **Site Description:**

1-3 Hotham Road, Niddrie site is a generally regular shaped property located between Hotham Road to the north and Carrington Road to the south.

The subject site is an amalgamation of titles comprising approximately 8,147m² (0.81 hectares) of total land.

The subject site is used for at-grade car parking, providing approximately 310 car spaces, and represents one of the major traffic hubs in the Keilor Road Activity Centre Structure Plan 2011.

The subject site is located approximately 50m south of Keilor Road and has the potential to interface with Keilor Road (via the Wallis Mall). It has strong potential to create a sense of place, through incorporating the existing Wallis Mall thoroughfare and neighbouring retail precinct into the design process.

The site is large enough to accommodate the Niddrie Library forecast area requirements and its complementary uses to create a community hub.

A building for library and community use on this site would be permitted under current zoning controls.

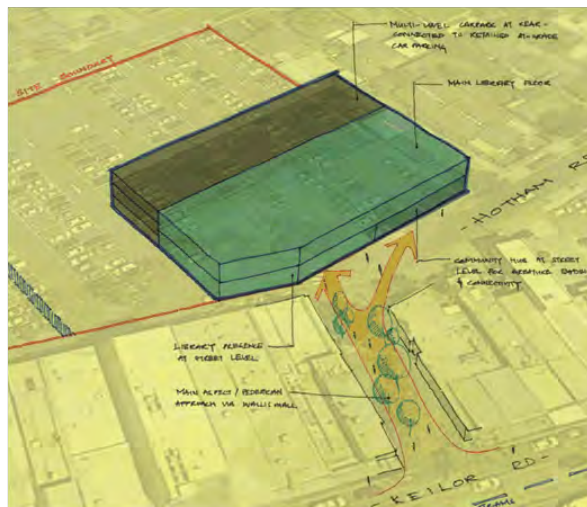
<p>STRENGTHS</p> <ul style="list-style-type: none"> ► Large site allows greatest flexibility for spatial planning, design and for ease of construction and potential future expansion. ► The site is owned by MVCC, which provides control over the decision making process for the site. ► Located in Keilor Road Activity Centre Structure Plan 2011, which supports redevelopment. ► Located on southern side of Keilor Rd, adjacent to car park, which ensures the majority of people won't need to cross over Keilor Road. ► Connection to Keilor Road via Wallis Mall. ► Appropriately sized to accommodate to Niddrie Library year 2025 space requirements on a single level. ► Appropriately sized to accommodate complementary uses (in addition to the library requirements) and create a community hub. ► Strong potential to incorporate sufficient on site car parking to meet land use requirements. ► Potential to create a sense of place by incorporating neighbouring land uses, e.g. cafes and retail shops, into the design process. ► Generally regular in shape and level, which enables greater flexibility for quality urban design outcomes to be achieved. ► Multiple access and egress points which enhances the sites flexibility for traffic management. 	<p>WEAKNESSES</p> <ul style="list-style-type: none"> ► Development is not fully visible from Keilor Rd. Main aspect is limited to the view corridor of Wallis Mall. ► Frontage onto rear of shop lots along Hotham Rd, which provides back-of-house service access. ► Affected by standard encumbrances (covenant & easement), which are unlikely to impact the potential area for redevelopment. ► Affected by a deed between MVCC and Niddrie Traders Association Inc., which requires Council to ensure there is a minimum number of public car parking spaces provided in the Keilor Road precinct. ► Current zoning places restrictions on the land use options (for office use). ► Largely embedded within residential area.
<p>OPPORTUNITIES</p> <ul style="list-style-type: none"> ► Strategically located and interfaces with Keilor Road (via Wallis Mall), providing an opportunity to access pedestrian traffic and drive library visitors. ► Potential to accommodate complementary uses (in addition to the library requirements) and create a community hub. ► Rezoning opportunity to support reuse &/or redevelopment options. ► Aligned with proposed Urban Design Wallis Street Mall upgrade. 	<p>THREATS</p> <ul style="list-style-type: none"> ► We have assumed titles can be easily consolidated. ► The status of contamination on the site is unknown, accordingly we recommend further investigations take place to isolate any risk of contamination on the land. ► An easement runs through the centre of the site, which will influence location and design outcomes. ► Will require change to current at-grade car parking

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Developable Area



3D Building Envelope



Legend & Notes

Potential for a multi-level design, incorporating two levels of library and community hub spaces along Hotham Road and three levels of car parking at the rear.

- **Library & community hub** - library & community hub presence at street level, library presence on first level.
- **Car parking** - provision for 131 car spaces including reinstatement of 73 existing at-grade car spaces lost as a result of the redevelopment.
- **Street Presence** - approach and main aspect is via Wallis Mall.
- **Key Greenery** - utilises sense of place created by neighbouring land uses and greenery in Wallis Mall.
- **Easement** - the developable area is partially constrained by two easements (drainage and sewerage). One runs along the length of the eastern side of the site; the other intersects the property at the mid point of the eastern boundary.

Financial Analysis

SUMMARY	Area Sq.M	\$ Rate	Total \$M
New Facility 1-3 Hotham Rd			
Project Costs			
Library Operating Costs			\$2.201
Land	2,730	\$637	\$1.739
Car Park - Spaces	3,930	\$1,500	\$5.895
Library & Hub - Build	2,835	\$2,750	\$7.796
Library & Hub - Fit Out		\$1,100	\$2.651
Total GFA	6,765		
Other Contingency			\$4.407
Total Costs			\$24.689
NPV			\$18.420

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Financial Assessment												
Year	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	Total
Period	0	1	2	3	4	5	6	7	8	9	10	
OPERATING EXPENDITURE												
Total Library Operating Costs	260,814	270,960	281,503	292,409	303,844	315,674	327,969	35,273	36,331	37,421	38,544	2,205,790
CAPITAL EXPENDITURE - NEW BUILDING												
Land Input Cost Hotham Road (partial site use)	1,739,010	-	-	-	-	-	-	-	-	-	-	1,739,010
Stamp Duty, Legal Fees and acquisition costs	-	-	-	-	-	-	-	-	-	-	-	0
Construction Cost	-	-	4,524,656	4,524,656	4,524,656	4,524,656	-	-	-	-	-	18,098,625
Fitted Cost	-	-	-	-	-	2,650,725	-	-	-	-	-	2,650,725
Total Capital Cost	1,739,010	-	4,524,656	4,524,656	4,524,656	7,175,381	-	-	-	-	-	22,488,360
TOTAL PAYMENTS FOR YEAR	1,999,824	270,960	4,806,159	4,817,115	4,828,500	7,491,056	327,969	35,273	36,331	37,421	38,544	24,689,150
Net Present Value												18,420,001

Key Assumptions /Comments

Land Area : Approximately (Apportioned Part of Site) 2,730 square metres. Land value based on MVCC municipal valuation assessment.

Building: Ground Level Community Hub, 2 levels library, 3 level car park

Land Ownership: Council Owned

Existing Lease : Renewed until April 2022

Construction Costs: Based on Rider Levett Bucknall (RLB) Construction Guide inclusive of professional services for design and build costs. A flat line cashflow has been assumed over the project period from design until completion of construction.

Site Infrastructure Costs: A \$300k PC sum has been allowed for site infrastructure works to cover items such as substation and or drainage requirements for the site.

Demolition Costs : Included in construction costs.

Contingency : A design and construction allowance of 30% has been allowed based on the estimated construction cost for the project.

Statutory Fees: Have not been applied to the project.

Stamp Duty : Not incurred.

Public Car Park Replacement: 73 reinstated spaces (+58 for Library & Hub) total 131

Funding: Capital Costs Funded from Council Budget (no finance /interest costs).

Planning: Proposed Library and Community Hub use complies with zoning.

Project Delivery Program: Allowance of 48 Months.

Indicative Date for Opening of New Premises: First Quarter 2022

NPV: Cash flows discounted at 7 percent

GST: All costs are exclusive of GST.

14

PRIVATE & CONFIDENTIAL

● Site Two Analysis 1-5 Treadwell Road, Niddrie

► SWOT Analysis



- **Zoning:** Commercial 1 Zone (C1Z) - allows for a mix of uses
- **Planning Overlays:** DD07
- **Approximate Area:** 2,082m²
- **Site Description:** 1-5 Treadwell Road, Niddrie site is a regular shaped property located to the west of Treadwell Road. It is surrounded by commercial land uses to the south and residential land uses to the west and north.
- The subject site is an amalgamation of three titles comprising approximately 2,082m² of total land.
- Approximately two-thirds of the site is currently used for at-grade car parking, providing approximately 44 car spaces. The balance of the land is vacant land, affected by a Council resolution to maintain a minimum of 68 car spaces and a town planning requirement to provide access to Ross Street carpark.
- The subject site is located approximately 70m north of Keilor Road.
- It has potential to accommodate the Niddrie Library forecast area requirements and its complementary uses to create a community hub (current zoning can accommodate a range of potential land use options).

STRENGTHS

- The site is owned by MVCC, which provides control over the decision making process for the site.
- Located in Keilor Road Activity Centre Structure Plan 2011, which supports redevelopment.
- Strong potential to incorporate sufficient on site car parking to meet land use requirements.
- Regular in shape which generally enables greater flexibility for quality urban design outcomes to be achieved.
- Generally level which provides a simple basis for development to occur.
- Flexibility of current zoning to accommodate a range of potential land use options.
- Easement runs along rear of site, and has minimal impact on the built-up potential of the site.
- Proximity to at-grade car parking across the street.
- Rear lane access from the west.

WEAKNESSES

- Located in close proximity to Keilor Road, however does not directly interface with Keilor Road frontage and is located behind a taller neighbouring commercial property. This may have an effect on accessing pedestrian traffic and could impact on the number of library visitors (based on historical evidence).
- Located on north side of Keilor Rd, which may require people to cross over Keilor Road, if they have parked in the Hotham Rd car park.
- Moderately sized land, which will require design flexibility and may result in the Niddrie Library being designed over multiple levels. May not allow for much future expansion.
- Affected by encumbrances (covenant & easement), which are unlikely to impact the potential area for redevelopment. Any proposals will need to accommodate these encumbrances.
- Affected by a deed between MVCC and Niddrie Traders Association Inc. which requires Council to ensure there is a minimum number of public car parking spaces provided in the Keilor Road precinct. Further reinstatement of car parks could apply to current vacant land (5 Treadwell Road).
- Access to the site is restricted to one frontage which will need traffic engineering input to ensure egress and ingress can occur safely.
- Main access off a street that is primarily residential in character.
- Bulk of a building on this site will be directly adjacent to residential buildings.

OPPORTUNITIES

- Potential to accommodate complementary uses (in addition to the library requirements) and create a community hub.

THREATS

- Site affected by requirements for provision of through vehicle access by adjoining site.
- The status of contamination on the site is unknown, accordingly we recommend further investigations take place to isolate any risk of contamination on the land.

LEGEND

- Red box: City Boundary
- Blue arrow: City Centre
- Green arrow: Green Space
- Blue arrow: Water
- Blue arrow: Road
- Blue arrow: Railway
- Blue arrow: Main Road / Motorway
- Blue arrow: BRT / Light Rail
- Blue arrow: National Development Area (DRAFT)

Scale: 1 cm = 100 m

Map Labels:

- NATIONAL DEVELOPMENT
- A-MOEST DEVELOPMENT
- TRELAWNEY

Access to Ross St carpark

MULTI-LEVEL CARPARK (UNDER-DEVELOPED WITH 40-5000 PARKING)

LIBRARY ON UPPER FLOORS

COMMUNITY HALL AT GROUND LEVEL FOR BORNAGE OF COMPLEXITY

RED -

TEAD HILL

Must provide access to car parking in Ross Street (Planning Reference MV\134\2012).

SUMMARY	Area Sq.M	\$ Rate	Total \$M
<i>New Facility 1-5 Treadwell Rd</i>			
Project Costs			
<i>Library Operating Costs</i>			<i>\$2.201</i>
<i>Land</i>	<i>2,082</i>	<i>\$2,476</i>	<i>\$5.156</i>
<i>Car Park - Spaces</i>	<i>2,220</i>	<i>\$1,500</i>	<i>\$3.330</i>
<i>Library & Hub - Build</i>	<i>2,835</i>	<i>\$3,750</i>	<i>\$10.631</i>
<i>Library & Hub - Fit Out</i>		<i>\$1,100</i>	<i>\$2.651</i>
<i>Total GFA</i>	<i>5,055</i>		
<i>Other Contingency</i>			<i>\$4.488</i>
Total Costs			\$28.457
NPV			\$21.873

[illegible]

Land Area: Approximately 2,082 square metres. Land value based on MVCC municipal valuation assessment.

Building: Ground Level Community Hub, 4 levels library, 4 level car park

Land Ownership: Council Owned

Existing Lease: Renewed until April 2022

Construction Costs: Based on Rider Levett Bucknall (RLB) Construction Guide inclusive of professional services for design and build costs. A flat line cashflow has been assumed over the project period from design until completion of construction.

Site Infrastructure Costs: A \$300k PC sum has been allowed for site infrastructure works to cover items such as substation and or drainage requirements for the site.

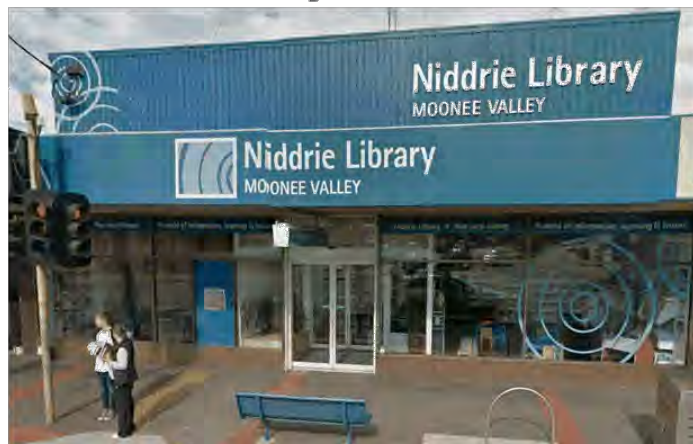
Demolition Costs: Included in construction costs.

NPV; Cash flows discounted at 7 percent

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● Site Three Analysis 483 Keilor Road, Niddrie

► SWOT Analysis



- **Zoning:** Business 1 Zone (B1Z) - allows for a mix of commercial uses
- **Planning Overlays:** DD07
- **Approximate Area:** 1,015m²
- **Site Description:** 483 Keilor Road, Niddrie is a compact land parcel located between Keilor Road to the north and Hotham Road to the south.

The subject site is an amalgamation of two titles comprising approximately 650m² of existing building area and 816m² of at-grade car park (although the car park lot is dual owned an only 365m² has been adopted as the developable portion). An easement runs between the two titles.

The existing building is occupied by the Niddrie Library and provides direct access to Keilor Road, which has proven to increase library visitors.

The compact size will require careful spatial planning and design to accommodate the Niddrie Library forecast area requirements and its complementary uses (current zoning can accommodate a range of potential land use options).

The site is not owned by MVCC and will require careful negotiation with the incumbent owner.

STRENGTHS

- Located in Keilor Road Activity Centre Structure Plan 2011, which supports redevelopment.
- Flexibility of current zoning to accommodate a range of potential land use options.
- Strategically located with direct Keilor Road exposure, providing the strongest opportunity to access pedestrian traffic and drive library visits.
- Medium-sized lot that could provide sufficient space for a new library and attached facilities with appropriate spatial planning and design.
- Located on south side of Keilor Rd (southern side) within proximity to major car park and ensures the majority of people won't need to cross over Keilor Road.
- Generally level which provides a simple basis for development to occur.
- Current & recognized location of Niddrie Library.
- Prominent street frontage at main intersection of Keilor Rd and Matthews Ave.

OPPORTUNITIES

- Potential to accommodate complementary uses (in addition to the library requirements) and create a community hub.
- Structured sale agreement with owner/s to reduce risk and increase value to MVCC.
- Potential for sale with leaseback to MVCC &/ or extended settlement period to de-risk.

WEAKNESSES

- Compact land parcel, which will require design flexibility and could result in the Niddrie Library being designed over multiple levels.
- Reduced potential to incorporate sufficient on site car parking to meet land use requirements.
- Access to the site is restricted to one frontage which will need traffic engineering input to ensure egress and ingress can occur safely.
- There is an existing building on the site, which is outdated in appearance. Any viable development concept will require appropriate treatment of the existing building.
- Contingent risks associated with development of the existing building. This can be addressed via further investigation.
- Current location of Niddrie Library - development work here will disrupt the ongoing operations of the library.
- Not Council-owned land, which reduces the flexibility for future development.
- Bisected by easement as indicated on Certificate of Title.
- Triangular lot at the rear will be very difficult to capitalise on, due to its odd shape, placement and dual private ownership.

THREATS

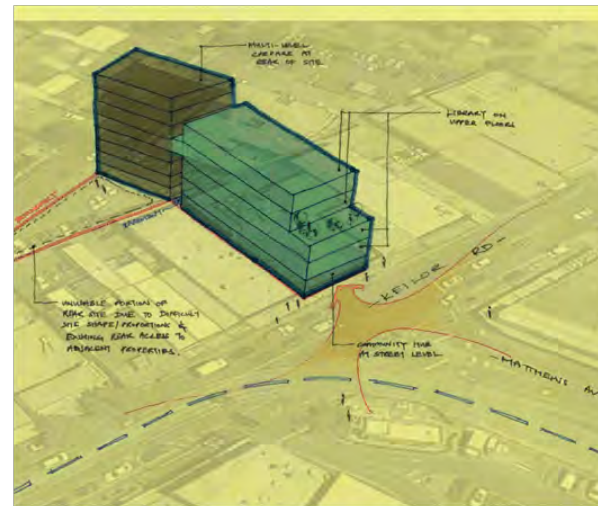
- The site is not owned by MVCC, which provides risk for the decision making process for the site and will require the cooperation of the current owner.
- An easement is likely to impact the potential area for redevelopment.
- Part of the site is owned by multiple owners, this has the potential to create challenges in agreeing a development strategy.
- The status of contamination on the site is unknown, accordingly we recommend further investigations take place to isolate any risk of contamination on the land.

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Developable Area



3D Building Envelope



Legend & Notes

Potential for a multi-level design, incorporating five levels of library and community hub spaces along Kellor Road and eight levels of car parking at the rear.

Library & community hub - community hub presence at street level, library presence on upper levels.

Car parking - provision for 85 car spaces including reinstatement of 27 existing at-grade car spaces lost as a result of the redevelopment.

Street Presence - approach and main aspect is via Kellor Road.

Easement - the developable area is constrained by an easement, which runs between the two lots and requires careful design treatment (e.g. a suspended walkway).

Financial Analysis

SUMMARY	Area Sq.M	\$ Rate	Total \$M
New Facility 483 Kellor Rd			
Project Costs			
Library Operating Costs			\$1.483
Land	1,015	\$5,000	\$5.075
Acquisition costs			\$0.431
Car Park - Spaces	2,550	\$1,500	\$3.825
Library & Hub - Build	2,835	\$3,750	\$10.631
Library & Hub - Fit Out		\$1,100	\$2.651
Total GFA	5,385		
Other Contingency			\$4.737
Total Costs			\$28.833
NPV			\$23.628

D A R M S
PROPERTY

Financial Assessment	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	Total
Year	0	1	2	3	4	5	6	7	8	9	10	
Period												
OPERATING EXPENDITURE												
Total Library Operating Costs	280,814	29,540	331,500	292,459	333,844	33,248	34,245	35,273	36,331	37,421	38,544	1,483,221
CAPITAL EXPENDITURE - NEW BUILDING												
Land Purchase	5,075,000	-	-	-	-	-	-	-	-	-	-	5,075,000
Stamp Duty, Legal Fees and acquisition costs	431,375	-	-	-	-	-	-	-	-	-	-	431,375
Construction Cost	1,189,570	4,798,281	4,798,281	4,798,281	3,598,711	-	-	-	-	-	-	19,199,125
Fit Out Cost	-	-	-	-	2,650,725	-	-	-	-	-	-	2,650,725
Total Capital Cost	6,705,945	4,798,281	4,798,281	4,798,281	6,249,436	-	-	-	-	-	-	27,550,225
TOTAL PAYMENTS	6,986,759	4,827,822	5,129,784	5,090,740	6,603,279	33,248	34,245	35,273	36,331	37,421	38,544	28,833,446
Net Present Value												23,628,082

Key Assumptions /Comments
<p>Land Area : Approximately 1,015 square metres. Land value is based on recent sales evidence of nearby 7-11 site.</p> <p>Building: Ground Level Community Hub, 5 levels library, 8 level car park</p> <p>Land Ownership: Council purchase 483 Kellor Road & Part of Rear Lot having 15.24 m frontage to Hotham Road (buy out of part interest). Purchase Price Pro-Rata \$5,000 m2</p> <p>Acquisition Costs: Allowance made for legal and associated costs.</p> <p>Existing Lease : Not renewed as Council purchases site</p> <p>Construction Costs: Based on Rider Levett Bucknall (RLB) Construction Guide inclusive of professional services for design and build costs. A flat line cashflow has been assumed over the project period from design until completion of construction.</p> <p>Site Infrastructure Costs: A \$300k PC sum has been allowed for site infrastructure works to cover items such as substation and or drainage requirements for the site.</p>
<p>Demolition Costs : \$100k Have been allowed for the existing Library building</p> <p>Contingency : A design and construction allowance of 30% has been allowed based on the estimated construction cost for the project.</p> <p>Statutory Fees: Have not been applied to the project.</p> <p>Stamp Duty : Has been allowed on the land Purchase Price.</p> <p>Decant & Temporary Lease : Costs have been allowed for 3 years rent while new premises are built.</p> <p>Public Car Park Replacement: Not required on this site as privately owned.</p> <p>Funding: Capital Costs Funded from Council Budget (no finance /interest costs).</p> <p>Planning: Proposed Library and Community Hub use complies with zoning.</p> <p>Project Delivery Program: Allowance of 48 Months. Completion 1st Qtr 2022.</p> <p>NPV: Cash flows discounted at 7 percent</p> <p>GST: All costs are exclusive of GST.</p>

18

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Site Four Analysis 29-31 Ross Street, Niddrie

► SWOT Analysis



- **Zoning:** Business 1 Zone (B1Z) - allows for a mix of commercial uses
- **Planning Overlays:** DD07 and part ESO2
- **Approximate Area:** 1,350m²
- **Site Description:** 29-31 Ross Street, Niddrie site is an irregular shaped property with a prominent location on the corner of Keilor Road and Matthews Avenue (diagonally opposite from the existing Niddrie Library). It is bound by Matthews Avenue to the west, Keilor Road to the south and Ross Street to the north.

The subject site is amalgamation of two titles comprising approximately 1,350m² of total land. The land is affected by two easements, which run north/south and east/west across the site and have the potential to constrain development.

The subject site is used for at-grade car parking providing approximately 60 car spaces.

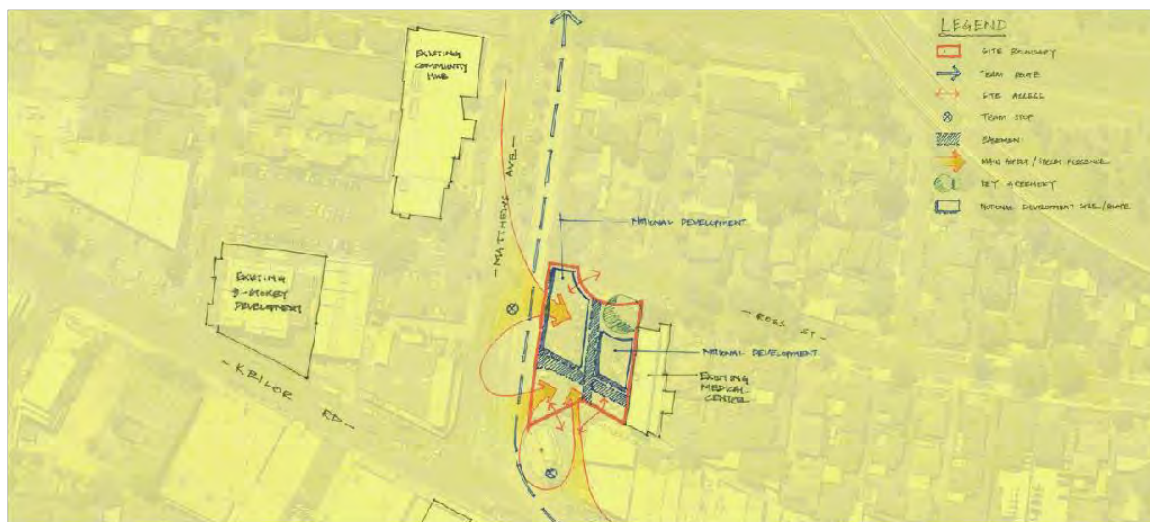
The subject site has direct access to Keilor Road and provides good access to pedestrian traffic.

STRENGTHS <ul style="list-style-type: none"> ► The site is owned by MVCC, which provides control over the decision making process for the site. ► Located in Keilor Road Activity Centre Structure Plan 2011, which supports redevelopment. ► Location is suited to an iconic gateway development. ► Excellent street frontage and visual prominence at main intersection of Keilor Rd and Matthews Ave. ► Strategically located with direct Keilor Road exposure, providing the strongest opportunity to access pedestrian traffic and drive library visits. ► Clearly defined sense of approach and front entry off Keilor Rd and Excellent connectivity with main tram route on Keilor Rd / Matthews Ave. ► Flexibility of current zoning to accommodate a range of potential land use options. ► Ability to catalyse a new civic precinct due to proximity to adjacent medical centre and existing Niddrie Community Hub along Matthews Rd. 	WEAKNESSES <ul style="list-style-type: none"> ► Located on northern side of Keilor Rd, which may require people to cross over Keilor Road, if they have parked in the Hotham Rd major car park. ► Challenging access for traffic. ► Affected by a deed between MVCC and Niddrie Traders Association Inc., which requires Council to ensure there is a minimum number of public car parking spaces provided in the Keilor Road precinct. ► Irregular in shape, which requires more tailored design solutions. ► Small site - currently utilised for at-grade car parking and a clear decision needs to be made about managing car parking requirements. ► Site is constrained by 2 easements running north-south and east-west across the site and have the potential to constrain development. ► Site is constrained by a tree to the north which is affected by an Environmental Significance Overlay. ► No immediate access to nearby car parking on other properties.
OPPORTUNITIES <ul style="list-style-type: none"> ► Existing site constraints (easements, significant tree) could be translated into design opportunities, e.g. taller urban icon with internal green open spaces or on-site parking. ► Potential to accommodate complementary uses (in addition to the library requirements) and create a community hub. 	THREATS <ul style="list-style-type: none"> ► Small site - will require multiple levels of development to achieve the spatial requirements of a new library and community hub. ► The status of contamination on the site is unknown, accordingly we recommend further investigations take place to isolate any risk of contamination on the land.



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► Developable Area




► Legend & Notes

No 3D envelope and financial analysis has been undertaken as development on the site is unviable.

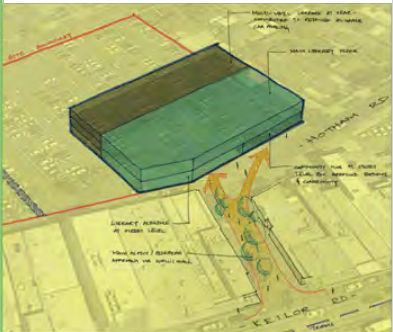
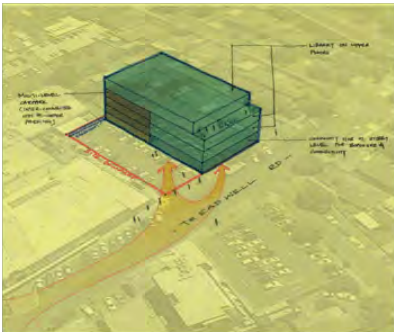
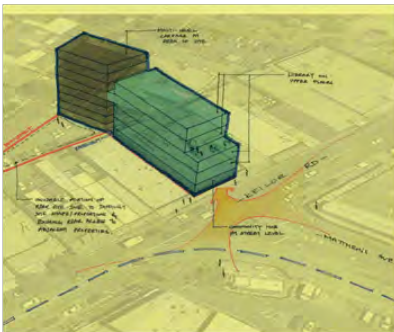

Site is constrained by 2 easements running north-south and east-west across the site and have the potential to constrain development.

 **Street Presence** - approach and main aspect is via Keilor Road.

 **Easement** - the developable area is partially constrained by two easements. One runs along the length of the eastern side of the site; the other intersects the property at the mid point of the eastern boundary.

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Site Assessment Summary

Rank 1	Rank 2	Rank 3	Rank 4
1-3 Hotham Road, Niddrie	1-5 Treadwell Road, Niddrie	483 Keilor Road, Niddrie	29-31 Ross Street, Niddrie
			
▶ Ranking: 86 / 100	73 / 100	69 / 100	62/100
▶ Ownership: Council - Owned	Council - Owned	Private - Owned	Council - Owned
▶ Land Area: 2,730m ²	2,082m ²	1,015m ²	1,350m ²
▶ Library & Hub GFA: 3,930m ²	2,220m ²	2,550m ²	N/A
▶ Car Park GFA: 2,835m ²	2,835m ²	2,835m ²	N/A
▶ Total GFA: 6,765m ²	5,055m ²	5,385m ²	N/A
▶ Building: <ul style="list-style-type: none"> • Library & Hub: 2 levels • Car park: 3 levels 	<ul style="list-style-type: none"> • Library & Hub: 4 levels • Car park: 4 levels 	<ul style="list-style-type: none"> • Library & Hub: 5 levels • Car park: 8 levels 	N/A
▶ Car Parking: 131	74	85	N/A
▶ Total costs: \$24.689m	\$28.457m	\$28.833	N/A
▶ NPV: \$18.420m	\$21.873m	\$23.628m	N/A
▶ Zoning: Residential 1 Zone (R1Z)	Commercial 1 Zone (C1Z) Allows for a mix of uses	Business 1 Zone (B1Z) Allows for a mix of commercial uses	Business 1 Zone (B1Z) Allows for a mix of commercial uses
▶ Current Use: At-grade car park	At-grade car park & dwelling	Commercial building & car park	At-grade car park

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● 1-3 Hotham Road, Niddrie | Concept Plan



DARMS
PROPERTY

GHDWOODHEAD

Mark Palmer
Design Associate / Architect

22

PRIVATE & CONFIDENTIAL

● Town Planning Summary

Vines Planning Property and Development (Vines PPD) assessed the town planning implications and issues associated with site options under consideration by the City of Moonee Valley (Council) for the proposed Niddrie Library facility, including the potential for co-location of complementary Council services in a multi-purpose community hub model.

Under the Moonee Valley Planning Scheme the proposed library facility and potential community hub activities fall under the land use classifications of Place of Assembly (PoA) and Office (O) respectively. In the event that the scale and design of community hub component was incorporated as a legitimate secondary use to the library as the primary use, the facility may be defined as a PoA.

Table 4: Town Planning Summary

Site	Address	Zone & Purpose	Overlay & Objectives
1	1-3 Hotham Road, Niddrie	Residential 1 Zone – allows for community uses but only a limited range of non-residential uses to service local community needs in appropriate locations PoA – permit use All development O – prohibited use	DDO7 – reflects built form objectives and strategies of the Keilor Rd Activity Centre Structure Plan 2011 & Keilor Built Form Guidelines 2012
2	1-5 Treadwell Road, Niddrie	Commercial 1 Zone – creation of vibrant mixed use commercial centres for retail, office , business, entertainment and community uses . PoA – permit use O – as of right use	DDO7 – reflects built form objectives and strategies of the Keilor Rd Activity Centre Structure Plan 2011 & Keilor Built Form Guidelines 2012
3	483 Keilor Road, Niddrie	Business 1 Zone - creation of vibrant mixed use commercial centres for retail, office , business, entertainment and community uses . PoA – permit use O – as of right use	DDO7 – reflects built form objectives and strategies of the Keilor Rd Activity Centre Structure Plan 2011 & Keilor Built Form Guidelines 2012
4	29-31 Ross Street, Niddrie	Business 1 Zone - creation of vibrant mixed use commercial centres for retail, office , business, entertainment and community uses . PoA – permit use O – as of right use	DDO7 – reflects built form objectives and strategies of the Keilor Rd Activity Centre Structure Plan 2011 & Keilor Built Form Guidelines 2012

The key conclusions from this planning assessment of the site options are as follows:

- ▶ A Library ('Place of Assembly') is a permit use (i.e. requires a planning permit) and a Community Service Hub ('Office') is an 'as of right' use' (i.e. no permit required) under the existing commercial zoning on Sites 2, 3 and 4. The exception is Site 1 (1-3 Hotham Rd) where 'office' is a prohibited use under the existing R1Z and as recommended by the Keilor Road Activity Centre Structure Plan 2011, would require rezoning to B1Z (or Public Use zone) to allow this use. Rezoning of this site may not be necessary in the event that the community hub is incorporated as a genuine secondary use to the library and the integrated facility can be defined as a Place of Assembly, which is permit use in the existing R1Z.
- ▶ A permit is required for built form development on all sites.
- ▶ Current planning policy settings support the principle of more intensive development of the sites due to their major activity centre context and proximity. The vision and objectives of The Keilor Road Activity Centre Structure Plan 2011, and the applicable commercial zone objectives provide solid policy support for a library project and potential community service office hub on Sites 2, 3 and 4. The existing R1Z zone purpose (and decision guidelines) does not accommodate office-based uses on Site 1 (reflected by the prohibited status of office uses in this zone), however there is policy support for commercial rezoning of this site which would address this issue.
- ▶ The Keilor Road Activity Centre Structure Plan 2011 and the Keilor Road Built Form Guidelines 2012 recommend varying maximum building height and minimum setback policies and guidelines for each site which are given statutory effect by the DDO7 overlay control.
- ▶ The built form controls prefer:
 - Site 1 (>5,000m²) – buildings up to 5 storeys (18m)
 - Sites 2, 3 and 4 (< 5,000m²) – buildings up to 4 storeys (15m),
 - All sites could be eligible for 'key site' status accommodating buildings up to 6 storeys (21m).
- ▶ The tree protection zone of a significant pine tree partially affects the NE corner of Site 4 (29-31 Ross St), and will be a constraint on site redevelopment.
- ▶ Strong policy support exists for redevelopment of existing at-grade car parks (Sites 1,2 and 4), but also for retention of existing parking capacity. Given the Activity Centre context of the site options, if necessary a case could be considered for reduction and/or waiver of Planning Scheme parking rates to support redevelopment. No doubt Council would need to be satisfied that overall centre parking supply is sufficient and/or strategies are in train to fund alternative parking supply within the Keilor Road centre (eg. under an existing cash in lieu scheme in the absence of a PPP), that would also address any loss of public parking as a result of redevelopment of existing at-grade public parking sites.



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Site Assessment Matrix

ASSESSMENT CRITERIA		WEIGHT SCALE	1-3 Hestham Road, Middle			1-3 Treadwell Road, Middle			483 Kenilworth Road, Middle			29-31 Ross Street, Middle		
			Comment	Score 1-Low 5-High	Weighted Score	Comment	Score 1-Low 5-High	Weighted Score	Comment	Score 1-Low 5-High	Weighted Score	Comment	Score 1-Low 5-High	Weighted Score
1 Site Suitability														
1.1	Site & configuration (adaptability to meet changing community needs, including potential for outdoor areas)	7.5	Large site of approximately 8,147m ² , generally regular shape. Allows for greatest flexibility for spatial planning and design.	5.0	7.5	Medium size of approximately 2,100m ² , generally regular shape. Allows for some flexibility however would require multi-level design.	3.0	4.5	Small site of approximately 450m ² , generally regular shape. Provides limited flexibility and requires multi-level design.	2.0	3.0	Medium size of approximately 1,200m ² , with irregular shape. Allows for some flexibility however would require multi-level design.	2.0	3.0
1.2	Development constraints / risks	7.5	Vacant site (at-grade car park). Title has some encumbrances (assessments) however there is sufficient unencumbered land.	4.0	6.0	Partially vacant site (at-grade car park) with an existing dwelling which would require demolition. Title has some encumbrances (assessments) running along the rear of the site.	3.0	4.5	Current location of Niddale Library and development work would disrupt the ongoing operation to the library. Has an easement running along the southern boundary.	3.0	4.5	Vacant site (at-grade car park). Title has encumbrances (assessments) which run through the middle of the property and create significant constraints.	2.0	3.0
1.3	Development readiness (Site is owned, vacant & has appropriate zoning)	7.5	Council owned land, vacant site (car park). Place of Assembly is a permitted use.	4.0	6.0	Council owned land, vacant site (car park). Place of Assembly and/or Office is a permitted use.	5.0	7.5	Not Council owned land, currently occupied, triangular lot at rear of site will be difficult to develop due to odd shape and dual private ownership.	2.0	3.0	Council owned land, vacant site (car park). Place of Assembly is a permitted use.	4.0	6.0
1.4	Potential to foster a sense of place and identity	7.5	Potential to create a sense of place by integrating Wallis Mill public space and neighbouring retail amenity.	5.0	7.5	Less suited to an iconic development due to restricted potential to interface with Kellor Rd.	3.0	4.5	Small site would require creative design principles to create a sense of space which relies on vertical integration.	4.0	6.0	Relatively moderate land size, with easement constraints results in a limited developable area.	2.0	3.0
Subtotal =>		30		18.0	27.0		14.0	21.0		11.0	16.5		16.0	15.0
2 Location Attributes														
2.1	High visibility	6	Not located on Kellor Rd and main aspect is limited to view corridor of Wallis Mill.	3.0	3.0	Not located on Kellor Rd and located at the rear of a taller neighbouring commercial property.	2.5	3.0	Prominent street frontage at main intersection of Kellor Rd and Matthews Ave, with a recognised and established location.	5.0	6.0	Excellent street frontage and visual prominence at main intersection of Kellor Rd and Matthews Ave.	5.0	6.0
2.2	Potential to drive and capture pedestrian traffic	6	Location on south side of Kellor Rd, potential to interface with major car park, retail, cafes and services along Kellor Rd (via Wallis Mill).	4.0	4.8	Location on north side of Kellor Rd, located in an area that is primarily residential in character.	3.0	3.6	Location on south side of Kellor Rd, proximity to large Hestham Rd at-grade car park.	5.0	6.0	Location on north side of Kellor Rd, potential to interface with car park, retail, cafes and services along Kellor Rd.	4.0	4.8
2.3	Connectivity to other areas of community activity	6	Site interfaces with major car park to enhance exposure to community activity.	4.0	4.8	Further away from main commercial activity along Kellor Road.	3.0	3.6	Kellor Rd location and proximity to Niddale Community Hub on Matthews Ave.	4.0	4.8	Kellor Rd location and proximity to Niddale Community Hub on Matthews Ave, although separated by train line.	3.0	3.6
2.4	Proximity to public transport	6	Located 50m from train stop (stop 83A).	4.0	4.8	Located 70m from train stop (stop 83).	4.0	4.8	Located 25m from train stop (stop 83).	5.0	6.0	Located adjacent to train stop (stop 83).	5.0	6.0
2.5	Proximity for car parking	6	Abundant major car park.	5.0	6.0	Potential to incorporate on site car parking into design. Council owned at-grade car parking opposite the site.	5.0	6.0	Limited on site car parking potential but within proximity of Hestham Rd car park.	4.0	4.8	Potential to incorporate on site car parking into design.	3.0	3.6
Subtotal =>		30		20.0	24.0		17.5	21.6		23.0	27.6		20.0	24.0
3 Financial Suitability														
3.1	Site Value (lower land value = higher score)	6.7	Council assessed land value of \$437m ² . Less than half of any other assessed site.	4.0	5.3	Council assessed land value of \$2,500m ² .	3.0	4.0	Estimated land value of \$6,000m ² .	2.0	2.7	Council assessed land value of \$1,433m ² .	3.0	4.0
3.2	Development Costs (efficiency to build)	6.7	Large site allows for ease of construction.	4.0	5.3	Restorable street frontage and rear lane should allow for ease of access.	3.0	4.0	Narrow site, main access will be via triangular lot at the rear which has dual ownership.	2.0	2.7	Irregular shaped site creates design and construction inefficiencies.	2.0	2.7
3.3	Value for Money (combination of land and building efficiency + value uplift)	6.7	Low land value, efficient construction access and ability to improve the value of the balance of land.	5.0	6.7	Higher land value, efficient construction access and potential ability to improve land value.	3.5	4.7	High land value, potentially challenging construction and a heavy doesn't represent the highest and best use of the site.	3.0	4.0	Relatively high land value, inefficient construction and compromised developable area.	3.0	4.0
Subtotal =>		20		13.0	17.3		9.5	12.7		7.0	9.3		8.0	10.7
4 Planning Compatibility														
4.1	Alignment with planning policy (including the Kellor Road Activity Structure Plan)	10	Located in R1Z, which supports Place of Assembly as a permitted use. Kellor Road Activity Centre Structure Plan 2011 recommends future rezoning.	4.0	8.0	Located in C1Z, which supports Place of Assembly and Office uses as permitted uses.	5.0	10.0	Located in a B1Z, which supports the use of Place of Assembly and Offices.	5.0	10.0	Located in a B1Z, which supports the use of Place of Assembly and Offices.	5.0	10.0
Subtotal =>		10		4.0	8.0		5.0	10.0		5.0	10.0		5.0	10.0
5 Colocation with other complementary uses														
5.1	Opportunities to co-locate activities and create four area efficiencies through functional spaces and minimal vertical integration.	10	Large site allows the greatest flexibility for spatial planning and future co-located community uses.	5.0	10.0	Moderate site which allows for vertical expansion but may limit future expansion.	4.0	8.0	Small site will require vertical development, which will require innovative integration of co-located users.	3.0	6.0	Moderate site which allows for vertical expansion but may limit future expansion.	1.0	2.0
Subtotal =>		10		5.0	10.0		4.0	8.0		3.0	6.0		1.0	2.0
TOTAL SCORE		100		60	86		50	73		49	69		44	62



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Risk Assessment

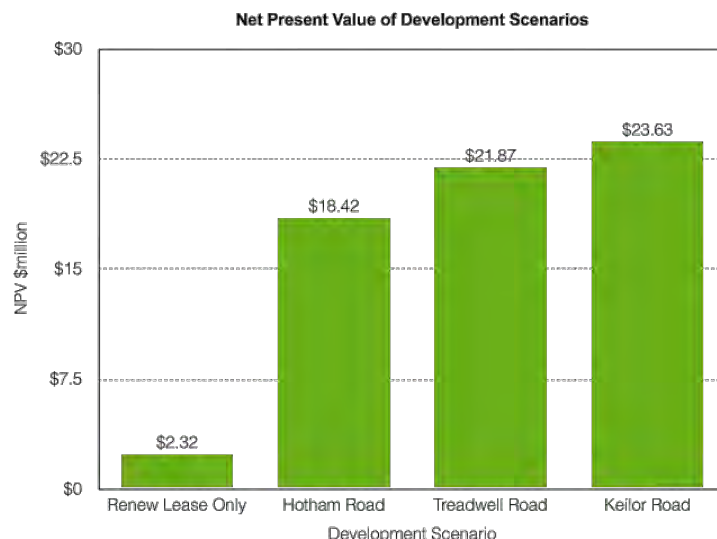
Risk ID	Description	Likelihood	Consequence	Risk Rating	Key Controls
Market Risks					
1	Inability to agree market based commercial terms with current landlord at Keilor Road	4	3	Extreme	Ability to achieve a transaction based on market terms can only be determined once the landlord has formally stated commercial terms
2	Inability for landlord to deliver new premises as a leaseback option	4	3	Extreme	Ability to achieve a transaction based on market terms can only be determined once the landlord has formally stated commercial terms
Feasibility Risks					
3	Failure to scope & cost project that Council will support	2	5	Moderate	MVCC to determine appropriate budget for new combined facility. Then adopt appropriate Design, Value Management, Review of Cost Plan
Reputation Risks					
4	Perception amongst local Community that a new facility is not appropriate	3	1	Moderate	Engage with community and undertake a marketing & public relations exercise
Environmental Risks					
5	Ensure preferred options are not restricted due to contamination	2	4	Moderate	Undertake due diligence to clarify environmental risk profiles
Land Risks					
6	Inability to deliver new clear title for development sites	2	3	Moderate	MVCC to undertake due diligence on title and services required
7	Inability to strike agreeable commercial terms vendor of Keilor Road	5	3	High	Resolve as a matter of priority
Council Funding Risk					
8	Failure to get MVCC support for new initiative	2	4	High	Lobbying Council and rate payers to support the vision - project meets clear community needs and is a strategic action aligned with future plans
Delivery Risk					
9	Delay due to design acceptance by stakeholders	4	4	High	Establish a binding stakeholder decision making framework
10	Cost control of MVCC project budget	3	4	High	Engage commercial contract management skill set
Current Lease Risk					
11	Failure to renew existing lease in appropriate time frame	2	5	High	Ensure notice provided to land lord post November 2016
Community Risks					
12	Loss of community support through lack of consultation	2	3	Low	Plan and time public relations around roll out plan
13	Lack of community support for proposed location	2	3	Low	Clearly outline benefits of preferred location
Finance risks					
14	Lack of Financial Support from Council	2	4	Low	Present clear business case to Council
Other risks					
15	Council unable to commit in required time frame	2	4	High	This makes timing of strategy elements difficult

25

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● Economic & Cost-Benefit Analysis

► Economic Analysis



The Net Present Value Analysis of the 3 options which have the potential to deliver a new Niddrie Library and Community Hub, reveals that the Hotham Road site is the most cost effective option for Council.

The purchase and redevelopment of the existing library site at 483 Keilor Road is negatively impacted by additional costs associated with:

1. The lease cost of temporary library space while the existing premises are being re-built; and
2. The acquisition costs of the existing property.

The key drivers that influence the cost base of the Hotham Road project that result it being more cost effective than Treadwell Road and Keilor Road are:

1. Lower land value.
2. Lower construction costs for 2-3 level building compared to 5+ level buildings.
3. No additional rental cost incurred whilst new purpose built facility is being constructed.



► Cost-Benefit Analysis

Previous work undertaken by Council to determine future infrastructure requirements (as per October 2015 report) has identified that it is increasingly important to co-locate library facilities with other complementary services in a community hub model.

The co-location of a library with community services has cost and benefit implications which are captured in the table below. At this stage of the project, it is not possible to undertake actual financial analysis of the cost and benefits due to the large range of variables that may influence the assessment. Detailed financial analysis can be contemplated once a preferred site and building functional and operational brief has been agreed.

Table 5: Cost-Benefit Analysis

	Costs	Benefit
Financial	<ul style="list-style-type: none"> Construction cost of new facility where an existing community facility is vacated. Construction nuisance caused during the development period. 	<ul style="list-style-type: none"> Potential savings driven from provision of "shared spaces" that are utilised by both Library and Community Hub (e.g. meeting rooms) Productivity Savings driven from reduction in duplication of resources both staffing and physical Efficiencies in labour time required by movement between different locations Economic uplift of land adjacent the preferred option, e.g. additional traffic to benefit retail properties near by.
Non-Financial	<ul style="list-style-type: none"> Community engagement required to transition current community services into new hub 	<ul style="list-style-type: none"> Establishment of Library and Community Hub that acts as a key portal will provide community with central destination for Council services. Improved liveability and resilience for the community

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Program

Year		2016			2017			2018			2019			2020			2021			2022				
Qtr-Ended		Jun	Sep	Dec	Jan	Jun	Sep	Dec	Jan	Jun	Sep	Dec	Jan	Jun	Sep	Dec	Jan	Jun	Sep	Dec	Jan	Jun	Sep	Dec
	Allowance																							
Milestone																								
Notification of Lease Option Renewal				By 1/2/17																				
Commence Final Lease Term - 5 years					Commences May 2017																Expires April 2022			
New Library & Community Hub																								
Capital Works Budgeting																								
Design Development & Consultation	9 mths																							
Development Approvals	6 mths																							
Design Documentation	3 mths																							
Tender & Award Construction Contract	6 mths																							
Construction	24 mths																							
Hand Over	-																							
Total	48 mths																							

- ▶ Existing Lease is renewed during the renewal period - November 2016 to February 2017
- ▶ Lease renewal period is 5 years (to April 2022)
- ▶ Capital work budgeting commences in June 2017 for FY2020
- ▶ 4 year design, planning & construction program

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RECOMMENDATIONS

This study has reviewed 5 options available to Council as a solution to providing future infrastructure to meet community needs.

The options are:

1. Do Nothing – Remain in current premises 483 Keilor Road as a tenant for the foreseeable future.
2. Purchase 483 Keilor Road, Niddrie prior to exercising the lease option (no later than January 2017) and redevelop the property with a purpose built facility to meet future requirements.
3. Build a new purpose built facility at 29-31 Ross Street.
4. Build a new purpose built facility at 1-3 Hotham Road, Niddrie.
5. Build a new purpose built facility at 3-5 Treadwell Road, Niddrie.

Each option has been reviewed and our investigations have revealed that options 1,2 and 3 all suffer from development constraints which preclude each site from being able to meeting future requirements of the Library and Community Hub. The development constraints include site restrictions such as easements over the land and complex land ownership structures of potential development sites.

A site assessment criteria was established and each option was then assessed against the criteria. The findings of the site assessment process are also consistent with our preliminary investigations and result in option 4 and 5 as the preferred sites for a future library and community hub.

A financial assessment of the costs associated with the two preferred options results in the selection of the site at 1-3 Hotham Road, Niddrie as the ultimate preferred site for the location and development of the future library and community hub.

To implement the findings of this report, we recommend the following be undertaken:

1. Renew the existing lease option in accordance with the terms of the lease.
2. Prepare a market led master plan for the 1-3 Hotham Road, Niddrie site which incorporates a new library and community hub facility.
The master plan is to be supported with a framework analysis that will inform the asset engagement strategy and resolve, as far as practical, land ownership and site consolidation issues (titles, easements, services infrastructure etc.). It will also incorporate detailed site investigations including ground conditions assessment and environmental assessments to ensure risks from physical site conditions are considered.
3. Prepare a business case for Council to consider, which recommends:
 - I. The investment required for the new library and community hub facility
 - II. An appropriate market engagement plan incorporating the redevelopment of Council owned assets through joint ventures, in order to assist council fund the new facility (an approach currently being undertaken by other Councils).
 - III. The market engagement plan should be based on a feasibility study of joint venture options on Council owned land.
 - IV. The preferred commercial structure for Council to engage with the private developer industry to deliver Council's objectives in an efficient and effective manner.
4. Secure Council funding for the project inception and development in line with the draft Long-Term Community Facility Strategy and other Council decision making processes.
5. Undertake appropriate community consultation to enable the preparation of a detailed functional and operational brief for the agreed library and community hub facility. This brief will inform a more detailed concept design development process for the facility.

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● APPENDICES - Town Planning Assessment



NIDDRIE LIBRARY and MULTI-PURPOSE COMMUNITY HUB TOWN PLANNING ASSESSMENT

Prepared for Darms Property Pty Ltd



MAY 2016

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NIDDRIE LIBRARY and MULTI-PURPOSE COMMUNITY HUB TOWN PLANNING ASSESSMENT

Prepared for Darms Property Pty Ltd

Issue No	Type	Date
A	Draft	5 May 2016
B	Final	9 May 2016
C	Final	20 May 2016

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Niddrie Library & Multi Purpose Community Hub
Town Planning Assessment
May 2016

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Contents

Table of Contents

	Page
1. Introduction	4
2. Site Options	4
3. Planning Overview	5
4. Relevant Planning Policy	6
5. Development Controls	10
6. Conclusion	11

Appendices

- Appendix A – Planning Property Reports
- Appendix B – Zone and Overlay Controls
- Appendix C – Keilor Road Activity Centre Structure Plan 2011
- Appendix D – Keilor Road Built Form Guidelines 2012



1. Introduction

This report has been prepared by Vines Planning Property and Development (Vines PPD) for DARMS Property (Darms) to assess the town planning implications and issues associated with site options under consideration by the City of Moonee Valley (Council) for the proposed Niddrie Library facility, including the potential for co-location of complimentary Council services in a multi-purpose community hub model.

Council has identified floor space needs of circa 1,200m² by 2025 for a new Niddrie library facility (*Library Future Infrastructure Requirements - October 2015*). The potential complimentary community hub will primarily provide office-based services with total floor space needs of circa 1,500m².

Four sites within the Keilor Road Activity Centre precinct have been identified for investigation comprising the existing leased library site, and three alternative Council owned at-grade car park sites.

This report assesses relevant strategic planning policy issues and town planning controls to inform ongoing evaluation of the site options.

2. Site Options

The four site options under investigation are summarised in the following table and highlighted in the aerial plan below.

Site	Address	Approx Size (m ²)	Owner	Current Land Use
1	1-3 Hotham Rd, Niddrie	8,150	Council	At-grade car park
2	3-5 Treadwell Rd, Niddrie	2,103	Council	At-grade car park
3	483 Keilor Rd, Niddrie	2,100	Private	Existing library & at-grade car park
4	29-31 Ross St, Niddrie	1,350	Council	At-grade car park & medical centre

Candidate Sites for Niddrie Library and Multi-Purpose Community Hub



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3. Planning Overview

Under the Moonee Valley Planning Scheme the proposed library facility and potential community hub activities fall under the land use classifications of *Place of Assembly (PoA)* and *Office (O)* respectively. In the event that the scale and design of community hub component was incorporated as a legitimate secondary use to the library as the primary use, then it's conceivable that an integrated facility may be defined as a PoA. However the advice in this report is premised on the two uses being of similar scale, and therefore more likely to be defined as separate uses.

The table below summarises the planning status of the four site options and the basic land use and development (built form) controls. Planning Property Report and Zoning/Overlay control details are provided in **Appendices A and B**.

A Library (Place of Assembly) requires a land use permit on all sites. Unless the community hub component is incorporated as a genuine secondary use to the library, then the fundamental differentiation is that 'office uses' are prohibited on site 1, which would require rezoning from its current residential zone (R1Z) to an appropriate commercial or public use zone to allow this land use. Office uses are 'as of right' (no permit required) on all of the other commercially (C1Z or B1Z) zoned sites. Built form development requires a planning permit on all sites.

The NE corner of Site 4 is partially impacted by an Environmental Significance Overlay (ESO2), which defines a tree protection zone for a significant pine tree (*Moonee Valley City Council Significant Tree Register Review 2014*), and seeks to preserve and minimise impacts on the tree. Removal or pruning of the tree would require a permit unless specific exemptions apply (eg for fire protection, road safety, emergency works due to risk of injury or damage etc).

Sites	Address	Zoning	Applicable Overlay Controls	Land Use Control	Development Control
1	1-3 Hotham Rd	R1Z	DDO7	PoA – permit use O – prohibited use	All development requires a permit.
2	3-5 Treadwell Rd	C1Z	DDO7	PoA – permit use O – as of right use	All development requires a permit.
3	483 Kellor Rd	B1Z	DDO7	PoA – permit use O – as of right use	All development requires a permit.
4	29-31 Ross St	B1Z	DDO7 Part ESO2	PoA – permit use O – as of right use	All development requires a permit. Removal or topping of significant tree requires permit unless exemption applies

R1Z – Residential 1 Zone
C1Z – Commercial 1 Zone
B1Z – Business 1 Zone
DDO7 – Design Development Overlay, Schedule 7
ESO2 – Environmental Significance Overlay, Schedule 2



Kiddie Library & Multi Purpose Community Hub
Town Planning Assessment
May 2016

5

4. Relevant Planning Policy

4.1 Kellor Road Activity Centre Structure Plan 2011

The Kellor Road Activity Centre Structure Plan 2011 (Structure Plan – **Appendix C**) is the key strategic planning policy framework influencing the future use and development of the four site options.

The Structure Plan was developed in line with State Government policy to provide for more compact and intense development forms in major activity centres and articulates the following vision for the Kellor Road centre:

'A vibrant, attractive, safe and sustainable centre that offers places to live, work and relax which attracts visitors, business, services and investment from within the City of Moonee Valley and beyond'

The four site options are within or adjacent to the 'core retail' area defined in the Structure Plan, which amongst a suite of policy objectives contains the following strategies pertinent to the future use and development of the sites:

Land Use & Activities Strategies

- Promote a mix of uses comprising retail, **community services, offices** and café/restaurants;
- Encourage the development of car parks suitable for a mixture of uses and not just car parking, but
- Ensure that there is no net loss of public car parking in the centre.

Built Form Strategies

- The following map summarises the proposed built form envisaged for the Kellor Road Activity Centre, which in relation to the site options supports up to 3 or 4 storeys (10-12m) on sites 2, 3 and 4, and up to 5 storeys (18m) on site 1.

The Structure Plan also envisages potential for up to 6 storey (21m) development on sites defined as 'key sites' in accordance with the criteria contained in the *Kellor Road Built Form Guidelines 2012* (refer sec 4.2 of this report).



Kiddie Library & Multi Purpose Community Hub
Town Planning Assessment
May 2016

6

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The Structure plan also seeks to:

- Ensure new development provides a sensitive and appropriate interface to adjoining streetscapes, buildings and established residential areas.
- Ensure building materials, colours and finishes reflect and respect the character of the surrounding area.
- Encourage the development of landmark buildings at key gateway locations (most relevant to site 4).
- Incorporate ESD, and CPTED design principles in all new development and ensure that building design adheres to the established standards and guidelines regarding the safety and accessibility of all users.
- Encourage buildings to address the principles of Universal Design (inclusive design to support people of diverse age, ability or circumstance) and encourage adaptable building design that can be readily altered or expanded to accommodate alternate uses over time.

Access Strategies

- The Structure Plan recognises the opportunity to redevelop existing at-grade parking areas within the retail core into deck or underground parking with development above, and highlights key car parks (sites 1 and 2) requiring improved pedestrian linkages with the retail area as summarised in the plan below.



A range of planning scheme initiatives (rezonings and overlay controls) recommended to implement the Structure Plan have already been actioned by Council, however there are others, with implications for the future development of the site options, that have not progressed including:

- The rezoning of remaining at-grade car parking areas from R1Z to B1Z (eg site 1) in the longer term to encourage redevelopment and improvement of these sites;
- Preparation of a Parking Precinct Plan (PPP) which could implement holistic and tailored parking strategies and requirements for the entire centre in lieu of the application of standard planning scheme parking requirements for individual developments (refer sec 5.3). Council advice¹ is that preparation of a PPP for the Kellor Road activity centre is not anticipated until 2017; and

1. Discussion with Council's Strategic Planner – Brian Labadie, May 2016



- Preparation of a Development Contributions Plan (DCP) identifying developer contributions (levies) for the funding of community infrastructure provision within the centre. Council advises¹ that preparation of a municipality wide DCP is now under consideration instead of DCPs for individual activity centres and precincts. Given that DCPs essentially aim to extract private developer contributions towards community infrastructure provision, it's logical and likely that any DCP policy would also exempt community facility development by Council on its own land.

4.2 Kellor Road Built Form Guidelines 2012

A recommendation already actioned from the Structure Plan has been the development of the *Kellor Road Built Form Guidelines 2012* (the Guidelines – **Appendix D**), which articulate more detailed built form (height/setback) 'guidelines' and 'controls' for the centre.

The built form controls most pertinent to the site options are summarised in the tables below, and should be read in conjunction with the following *Built Form Controls Map*.

These controls are consistent with and provide more detail in relation to the development height policies contained in the Structure Plan.

For Sites 1 and rear of Site 3

PRECINCTS 1 & 2 (LAND IN A RESIDENTIAL ZONE/ PUBLIC USE ZONE)

With the exception of residential zoned properties fronting onto Kellor Road

PREFERRED MAX BUILDING HEIGHT	MINIMUM GROUND LEVEL SETBACK	MINIMUM UPPER LEVEL SETBACK
Up to 3 storeys (9-10m)	ResCode applies to residential zoned properties	ResCode applies to residential zoned properties
Up to 5 storeys (18m) on sites >5000m ²	SIDE <i>Where the sides of the lot abuts a residential property:</i> Buildings over 3 storeys (10m) in height should be set back a minimum of 3 metres from side boundaries	FRONT & REAR Upper levels above the third storey should be set back a minimum of 3 metres from the ground floor building footprint (at the front and rear)

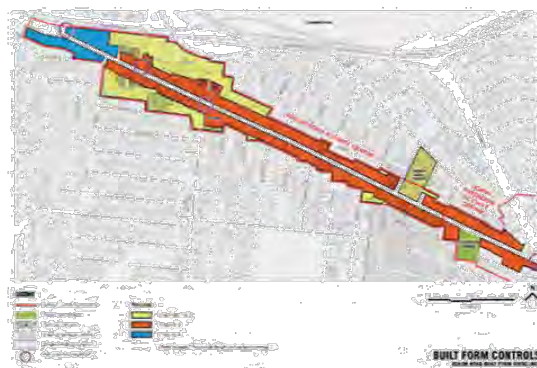
For Sites 2, front of Site 3, and Site 4

PRECINCT 3 (LAND IN A BUSINESS ZONE)

PREFERRED MAX BUILDING HEIGHT	MINIMUM GROUND LEVEL SETBACK	MINIMUM UPPER LEVEL SETBACK
Up to 3 storeys (9-10m) where a single dwelling covenant applies	FRONT Buildings should be built to the front boundary (zero metre front setback)	FRONT All levels above the third storey should be setback a minimum of 3 metres from the ground floor building footprint (at the front)
Up to 4 storeys (15m)	REAR <i>Where the rear of the lot abuts a lane:</i> Buildings should be set back a minimum of 1 metre from the rear boundary	REAR All levels above the third storey should be setback a minimum of 5 metres from the ground floor building footprint (at the rear)
Up to 5 storeys (18m) on sites >5000m ²	<i>Where the rear of the lot abuts a residential property:</i> Buildings should be set back a minimum of 3 metres from the rear boundary	
Up to 6 storeys (21m) on 'key sites'		



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The Guidelines also set out criteria for defining 'key sites', which subject to compliance with at least three of the following criteria, could accommodate more intensive development up to six storeys (21m). The following table demonstrates that all site options could potentially meet the key sites criteria.

Key Sites Criteria	Site Options / Potential Applicability
The site has a total land parcel area of greater than 1500m ² with a frontage of greater than 25m	Sites 1, 2 and 3
Vehicle access to the site can be achieved either via a rear lane (less than 25m long) or off a side street	All Sites
The site is on a corner with demonstrated gateway characteristics such as the beginning or end of a retail precinct or where a cross street to Kellor Road is in a Road zone	Site 4
The site is not part of or does not directly abut a building of heritage value	All sites



Niddrie Library & Multi Purpose Community Hub
Town Planning Assessment
May 2016

9

4.3 Zone and Overlay Objectives

The following table summarises the pertinent zoning and overlay control objectives, and demonstrates solid policy support for library and community service office use and development on all sites, except Site 1 where the policy support for office based uses is less robust (reflected in the prohibited status of 'office' uses in this zone).

Site	Address	Zone Purpose	Overlay Objectives
1	1-3 Hotham Rd	R1Z – allows for community uses but only a limited range of non-residential uses to service local community needs in appropriate locations	DDO7 – reflects built form objectives and strategies of the Kellor Rd Activity Centre Structure Plan 2011 & Kellor Built Form Guidelines 2012
2	3-5 Treadwell Rd	C1Z – creation of vibrant mixed use commercial centres for retail, office , business, entertainment and community uses.	DDO7 – reflects built form objectives and strategies of the Kellor Rd Activity Centre Structure Plan 2011 & Kellor Built Form Guidelines 2012
3	483 Kellor Rd	B1Z – creation of vibrant mixed use commercial centres for retail, office , business, entertainment and community uses.	DDO7 – reflects built form objectives and strategies of the Kellor Rd Activity Centre Structure Plan 2011 & Kellor Built Form Guidelines 2012
4	29-31 Ross St	B1Z – creation of vibrant mixed use commercial centres for retail, office , business, entertainment and community uses.	DDO7 – reflects built form objectives and strategies of the Kellor Rd Activity Centre Structure Plan 2011 & Kellor Built Form Guidelines 2012

5. Development Controls

5.1 Design and Development Overlay (DDO7)

The key development controls are contained in the DDO7 overlay which covers all site options, and was a key Planning Scheme implementation initiative following adoption of the Structure Plan.

The DDO7 controls prescribe and **give statutory planning effect** to the preferred maximum building height and setback controls (which vary for each site) and the 'key sites' criteria contained in the Built Form Guidelines (Refer sec 4.2).

The DDO7 control provides discretion for consideration of development applications that **exceed preferred heights**, which are supported by a detailed site analysis, urban context report and shadow assessment, and can demonstrate how the development will achieve each of the design objectives of the overlay control.

5.2 Environmental Significance Overlay (ESO2)

The ESO2 overlay controls **only** apply to the defined tree protection zone of a significant existing pine tree partially impacting Site 4 (29-31 Ross Road).

While the controls provide mechanisms to seek permit approval for removal or lopping of significant trees, the listing of this tree on the *Moonee Valley City Council Significant Tree Register 2014* confirms that the priority is to preserve and protect the tree from development impacts.



Niddrie Library & Multi Purpose Community Hub
Town Planning Assessment
May 2016

10

PRIVATE & CONFIDENTIAL

5.3 Car Parking Requirements

Clause 52.06 of the Moonee Valley Planning Scheme sets out parking requirements and design standards for new developments.

The following table summarises the Planning Scheme car parking requirements applicable to the Library and potential Community hub facility.

Land Use	Standard Parking Requirement (Column A)	Standard Parking Requirement (Column B)
Library (Place of Assembly)	0.3 spaces/patron permitted	0.3 spaces/patron permitted
Community Hub (Office)	3.5 spaces/100m ² net floor area	3.0 spaces/100m ² net floor area

Standard 'Column A' parking rates apply unless reduced 'Column B' rates apply as specified within a Parking Overlay (PO). Although a specific PO does not apply to the Kellor Road precinct, Council policy is to apply reduced Column B rates in activity centres well served by public parking and public transport.

Clause 52.06 also outlines the circumstances for the possible reduction or waiver of applicable parking requirements based on an assessment of anticipated parking demand, which needs to consider a range of factors including the characteristics of the new use, any existing use and aspects such as existing parking supply and public transport availability.

If required, Council may favourably consider a parking reduction or waiver for a library/community service hub if it's satisfied that overall centre parking supply is sufficient and/or strategies are in train to fund alternative parking supply within the Kellor Road centre (eg. under an existing cash in lieu scheme), that would also address any loss of public parking as a result of redevelopment of the existing at-grade public parking sites (Sites 1, 2 and 4).

6. Conclusion

The key conclusions from this planning assessment of the site options are as follows:

- A Library ('Place of Assembly') is a permit use (ie. requires a planning permit) and a Community Service Hub ('Office') is an 'as of right' use (ie. no permit required) under the existing commercial zoning on Sites 2, 3 and 4. The exception is Site 1 (1-3 Hotham Rd) where 'office' is a prohibited use under the existing R1Z and as recommended by the *Kellor Road Activity Centre Structure Plan 2011*, would require rezoning to B1Z (or Public Use zone) to allow this use. Rezoning of this site may not be necessary in the event that the community hub is incorporated as a genuine secondary use to the library and the integrated facility can be defined as a Place of Assembly, which is permit use in the existing R1Z.
- A permit is required for built form development on all sites.
- Current planning policy settings support the principle of more intensive development of the sites due to their major activity centre context and proximity. The vision and objectives of *The Kellor Road Activity Centre Structure Plan 2011*, and the applicable commercial zone objectives provide solid policy support for a library project and potential community service office hub on Sites 2, 3 and 4. The existing R1Z zone purpose (and decision guidelines) does not accommodate office-based uses on Site 1 (reflected by the prohibited status of office uses in this zone), however there is policy support for commercial rezoning of this site which would address this issue.

2. Discussion with Council Strategic Planner – Brian Labadie, May 2016



Middle Library & Multi Purpose Community Hub
Town Planning Assessment
May 2016

11

- The Kellor Road Activity Centre Structure Plan 2011* and the *Kellor Road Built Form Guidelines 2012* recommend varying maximum building height and minimum setback policies and guidelines for each site which are given statutory effect by the DDO7 overlay control.

The built form controls prefer:

- Site 1 (>5,000m²)** – buildings up to 5 storeys (18m), with minimum ground level setbacks of 3m for buildings over 3 storeys abutting residential properties. All levels above the third storey setback a minimum of 3m from the ground level footprint at the front and rear.
- Sites 2, 3 and 4 (< 5,000m²)** – buildings up to 4 storeys (15m), with zero lot line front setback and a minimum 3m rear boundary setback at the ground level (as the site abuts a lane). All levels above 3 storeys setback a minimum of 3m from the ground level footprint at the front and 5m at the rear.
- All sites could be eligible for 'key site' status accommodating buildings up to 6 storeys (21m).
- The tree protection zone of a significant pine tree partially affects the NE corner of Site 4 (29-31 Ross St), and will be a constraint on site redevelopment.
- Strong policy support exists for redevelopment of existing at-grade car parks (Sites 1, 2 and 4), but also for retention of existing parking capacity. Given the Activity Centre context of the site options, if necessary a case could be considered for reduction and/or waiver of Planning Scheme parking rates to support redevelopment. No doubt Council would need to be satisfied that overall centre parking supply is sufficient and/or strategies are in train to fund alternative parking supply within the Kellor Road centre (eg. under an existing cash in lieu scheme in the absence of a PPP), that would also address any loss of public parking as a result of redevelopment of existing at-grade public parking sites.



Middle Library & Multi Purpose Community Hub
Town Planning Assessment
May 2016

12

