

MINUTES.

Ordinary Council Meeting

28 February 2017

Mayor and Councillors

Here within is the Report on the Westralian Centre considered behind closed doors at the Ordinary Council Meeting of the City of South Perth Council held Tuesday 28 February 2017 in the City of South Perth Chamber, Cnr Sandgate Street and South Terrace, South Perth.

Please note the City has decided to make this report publically available.



GEOFF GLASS
CHIEF EXECUTIVE OFFICER

28 April 2017

The following is considered no longer confidential.

15.1.3 The Westralian Centre

Location: South Perth
Ward: Mill Point Ward
Applicant: City of South Perth
File Ref: D-17-16598
Date: 28 February 2017
Author: Phil McQue, Manager Governance and Administration
Reporting Officer: Geoff Glass, Chief Executive Officer
Strategic Direction: Places -- Develop, plan and facilitate vibrant and sustainable community and commercial places
Council Strategy: 4.4 Engage the community to develop a plan for vibrant activities and uses on and near foreshore areas and reserves around the City.

Summary

This report considers a proposed concept for the City of South Perth.

Officer Recommendation

Moved: Cr Glenn Cridland

Seconded: Cr Jessica Black

That the Council:

- Support in principle the Westralian Centre Concept to be located at the Flagpole Node 9, South Perth Foreshore;
- Authorise the Chief Executive Officer to:
 - commence community and stakeholder consultation;
 - commence investigations and preparatory works pertaining to statutory approvals and proposed operational management requirements for the Westralian Centre Concept;
 - commission a business plan on the Westralian Centre Concept;
 - investigate capital funding for the Westralian Centre Concept with public and private sources;
- Note that a progress report on the business plan, community and stakeholder consultation, investigation and preparatory works and potential external capital funding sources will be provided to Council by June 2017 and;
- Allocate an additional \$50,000 from municipal funds for the Westralian Centre Concept investigations and preparatory works with the following adjustment:

Ledger Account	Account Description	Item Type	Current Budget	Amended Budget	Decrease Surplus
8967.5831	Westralian Centre	Expenditure Increase	25,000	75,000	50,000

ABSOLUTE MAJORITY REQUIRED

Amended Motion AND COUNCIL DECISION

Moved: Cr Colin Cala

Seconded: Mayor Sue Doherty

That the Officer Recommendation be amended as follows in red:

That:

- the Council support in principle the Westralian Centre Concept to be located on the South Perth Foreshore **in accordance with the South Perth Foreshore Plan (the preferred location at this time being Node 9)**;
- the Council authorise the Chief Executive Officer to:
 - commence community and stakeholder consultation
 - commence investigations **and preparatory works** pertaining to statutory approvals and proposed operational management requirements for the Westralian Centre Concept
 - commission a business plan on the Westralian Centre Concept
 - investigate capital funding for the Westralian Centre Concept with public and private sources
- **Note that** a progress report on the business plan, community and stakeholder consultation, site and management investigations and **preparatory works** potential external capital funding sources will be provided to Council by June 2017 **for the purposes of an initial review before proceeding to any further stage of the Proposed Project and**;
- the Council allocate an additional \$50,000 from municipal funds for the Westralian Centre Concept investigations and preparatory works with the following adjustment:

Ledger	Account	Item Type	Current	Amended	Decrease
Account	Description		Budget	Budget	Surplus
8967.5831	Westralian Centre	Expenditure Increase	25,000	75,000	50,000

- **the Council resolution of this Item be no longer deemed confidential.**

CARRIED (7/1)

Reasons for Amended Motion

- It is important that any proposal for the foreshore be clearly in accordance with the South Perth Foreshore Plan that has been adopted by the City after extensive consultation and therefore should form part of any motion.
- The Motion should be clear that the Project is only a proposal at this stage and following a review of the feedback from the community and investigations undertaken, a review will be undertaken before any endorsement is given by the Council.
- The Report can remain confidential if it is thought there are commercial in confidence issues, but I believe the Council Motion should be made public.

The Amendment then became the substantive.

COUNCIL DECISION

Moved: Cr Glenn Cridland

Seconded: Cr Jessica Black

That:

- the Council support in principle the Westralian Centre Concept to be located on the South Perth Foreshore in accordance with the South Perth Foreshore Plan (the preferred location at this time being Node 9);
- the Council authorise the Chief Executive Officer to:
 - commence community and stakeholder consultation

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- commence investigations pertaining to statutory approvals and proposed operational management requirements for the Westralian Centre Concept
- commission a business plan on the Westralian Centre Concept
- investigate capital funding for the Westralian Centre Concept with public and private sources
- a progress report on the business plan, community and stakeholder consultation, site and management investigations potential external capital funding sources will be provided to Council by June 2017 for the purposes of an initial review before proceeding to any further stage of the Proposed Project and;
- the Council allocate an additional \$50,000 from municipal funds for the Westralian Centre Concept investigations and preparatory works with the following adjustment:

Ledger Account	Account Description	Item Type	Current Budget	Amended Budget	Decrease Surplus
8967.5831	Westralian Centre	Expenditure Increase	25,000	75,000	50,000

- the Council resolution of this Item be no longer deemed confidential.

CARRIED (7/1)

Background

The South Perth Foreshore (SPF) is an extensive area of public open space that occupies approximately 62 hectares of Swan River foreshore land, with four kilometres of foreshore facing the City of Perth. It has the potential to occupy a central place in the cultural and recreational life of metropolitan Perth.

The 2015 South Perth Foreshore Strategy and Management Plan (SPF Plan) was developed to balance the competing demands for use, development and management of this metropolitan regional reserve with the need to conserve and enhance a functional healthy river and foreshore environment.

The proposed concept to be located within Sir James Mitchell Park, which is the subject of this report, has been developed within the context of the SPF Plan.

The City engaged extensively with the community and stakeholders in the development of the SPF Plan to improve the amenity, access and sustainability of the reserve. The objectives of the SPF Plan include:

- **Create opportunities for increased social activity:** provide diverse activities to support the City’s changing demographic
- **Develop and enhance existing parkland, flora and fauna:** protect and enhance vegetation, restore water quality and develop and maintain suitable habitats for fauna
- **Encourage healthy lifestyles:** provide diverse recreational opportunities, both passive and active. Encourage people to engage with nature and spend more time outdoors
- **Recognise and celebrate history and cultural heritage:** promote awareness and knowledge about site and cultural history through interpretation, place making and engagement initiatives

- **Foster and promote sustainability:** establish more sustainable water and energy practices, climate responsive planning and design and maintenance strategies
- **Improve accessibility and connectivity:** provide for access to an integrated, well serviced public and alternative transport system including an integrated pedestrian and cycle network. Provide clear wayfinding within and from outside the site. Provide access to everyone, including people with disabilities
- **Maintain vistas:** preserve vistas to the City and the Swan River
- **Governance:** ensure responsible business principles, budget allocation and best practice infrastructure asset management are applied

The SPF Plan has four strategies to assist with planning and management of the foreshore, including:

Transport and Access

- Create a highly accessible and connected public open space, with improved access, connectivity and legibility for all users to the foreshore environment;
- Identify transport considerations aimed to reduce car use and conflict between modes of transport; review current transport provisions; and investigate multi-modal transport options.

Infrastructure

- Manage the operation, maintenance, renewal and upgrade of infrastructure assets in order to meet community needs in a sustainable, cost effective and holistic manner.

Activation

- Increase activation and appeal of existing spaces through ideas that are trialed and assessed and long term place making opportunities realised through good design, appropriate management, community activation and partnering.

Culture, Environment and Heritage

- Celebrate culture and heritage as a strong element of the foreshore's identity;
- Develop an environment that responds to the requirements of climate change and water sensitive urban design practice and provides biodiversity.

Comment

In line with the SPF Plan, the City has been seeking to develop a multi-purpose tourist attraction and civic public space on the South Perth foreshore that will complement other tourism destinations and attractions within South Perth and the greater Perth Water.

To that end, the City has developed the 'Westralian Centre' concept to occupy a central location on the South Perth foreshore. It is intended to be a commemorative public space destination that celebrates unique Western Australian stories and key themes central to South Perth and the Swan River.

The name 'Westralian Centre' is a working title, chosen to symbolically represent the State significance of the South Perth foreshore, as well as being the name assigned to all West Australian regiments in World War 1.

Westralian Centre Location

The proposed location for the Westralian Centre is in the vicinity of the existing flag

15.1.3 The Westralian Centre

pole paper bark grove. It is approximately 1000sqm and is a central, visible, open and accessible. The site's northern exposure is well protected from south and south westerly weather.

The site is approximately 800m east of the Mends Street Jetty with its ferry link to Elizabeth Quay and 300m west of the Coode Street Jetty, which has previously been used for public river transport services, and presently under consideration by the State Government for the re-introduction of ferry services.

The proposed location has been chosen to maximise the opportunity for formal civic and public occasions, with the Westralian Centre proposed to be a central focus for events of local, state and national significance.

The SPF Plan identifies this proposed location as Foreshore Node 9: 'Flag Pole' with the following statement of intent:

- A landmark site, representing national, state, local and Aboriginal significance, that expresses the historical background of the area; and
- A landmark event space for calendar civic and social events that provides recreational facilities throughout the year

The proposed location will also facilitate the Westralian Centre leveraging and complementing the future development activities planned for Connect South at the Mends Street Node 1.

The proposed location also creates symmetry between the State War Memorial in Kings Park and Elizabeth Quay, with the three significant tourism attractions located in a triangular formation, visible to each other.

A key community engagement component in the development of the SPF Plan was a survey on the community's importance of objectives in the South Perth foreshore. At the November 2013 meeting, the Council resolved to consider only items that had importance rating of greater than 3 in the survey. This means that only objectives that the community rated as being greater than Neutral would be considered.

The objective '*Recognise and celebrate history and culture*' rated 3.58 in this survey and this is the primary objective of the Westralian Centre, which will be a civic space dedicated to the history and culture of South Perth and greater Perth.

Westralian Centre Features

The Westralian Centre will be a multi-purpose interpretive facility and public space featuring:

- Internal interpretation and exhibition space - 350sqm
- Outdoor recreation and interpretation space - 120sqm
- Theatre / lecture room (40 person capacity) – 250sqm
- Office – 80sqm
- Café / Restaurant (40-60 person capacity) - 350sqm
- Gift and souvenir shop
- Public toilets

The Westralian Centre will focus on important historic themes – the settlement, development and history of South Perth, military commemoration, aboriginal settlement and the significance of the Swan River, all of which are detailed further below.



Westralian Centre Design and Environment

The City commissioned SIA Architects to design the concept for the Westralian Centre. SIA Architects have previously designed the Goldfields War Museum and other renowned civic spaces.

The Westralian Centre's architectural design is responsive to its natural setting, emphasising both the land and river environments. Initial concepts have proposed that the structures are partly buried in the landscape to minimise the impact on the existing natural landscape.

The initial concept drawings illustrate the inconspicuous design of the building from the southerly aspect, ensuring that view corridors to the Swan River are retained. The glass dome will be the most visible feature of the Westralian Centre from the northern aspect.

The Westralian Centre has been designed with best practice environmental and sustainability practices. This includes passive solar design principles, harvesting of excess rainwater and the use of natural materials such as stone, exposed concrete, anodized aluminum and bronzing to optimise the life of the building.

Westralian Centre Timeframe

The significance of the 100th anniversary of the end of World War I has presented an ambitious opportunity for the Westralian Centre to open by 11 November 2018 – arguably the most significant Armistice Day in recent history. This proposed timeframe is not critical to the success of the project and should it not be achieved, there is the potential for this project to be staged, with other opportunities to commemorate 11 November 2018.

Notwithstanding the above timeframe, it is estimated that the approvals process would take approximately six months and construction and fit-out of the Westralian Centre could take approximately 15 months.

Westralian Centre Benefits – Tourism, Economic Development and Employment

The City's recent Strategic Community Plan community consultation identified tourism and economic development as a priority and focus for the City of South Perth. Tourism is becoming increasingly important for the Perth economy, with it being a significant contributor to employment and investment in local communities.

Many tourists are seeking opportunities to explore more of the inner Perth metropolitan area, including South Perth, which is highly visible from all parts of the CBD and within easy reach for most tourists. There is already a strong tourism focus in South Perth as a result of well-known destinations such as Perth Zoo and the Old Mill.

Sir James Mitchell Park attracts approximately 1 million visitors per year and the Westralian Centre would provide a unique attraction for these visitors. The opportunities for tourism transport to South Perth foreshore are evidenced by total boardings of the current ferry service increasing by more than 96% since Elizabeth Quay opened (over 600,000 patrons per annum). This has led to a 15 minute service during peak times between South Perth and the Perth Central Business District.

The recent installation of the pop up 'Embargo Bar' for a five week period in November / December 2016 demonstrated a demand from the broader Perth metropolitan community for places to congregate to eat and drink at the South Perth foreshore. Embargo Bar was extremely well received by the community, reaching its 500 person capacity many times and proving to be an extremely popular cultural destination.

As previously mentioned, The Westralian Centre would provide a strong business case for the State Government to reactivate Coode Street jetty, which would be of considerable benefit to South Perth residents wishing to utilise public transport to access Elizabeth Quay and potentially the Perth Stadium into the future.

The Westralian Centre would also provide permanent infrastructure at this node, which would avoid the City and other park users having to erect and install temporary infrastructure for future events, ceremonies and functions.

In addition, the Westralian Centre would provide opportunities for regional employment during the construction period, and more beneficially, opportunities for local employment once the Centre is operational.

Exhibition Themes – Culture and Heritage

The Westralian Centre will attract a diverse range of historical exhibitions, exploring a number of key themes. The exhibition space will be curated to evolve and transform; accommodating permanent and temporary exhibitions that explore stories of South Perth, greater Western Australia and Aboriginal culture.

South Perth Local History

The Westralian Centre will have a strong focus on South Perth, including the Swan River, market gardens, cultivated fields and vineyards, Shenton's Mill, residential subdivision and development. Together, these depictions will create a story of the South Perth foreshore from pre-1829 to present.

Within this chronological landscape there will be accurate representations of the diverse groups of people who have populated the local area - Noongar warrior and child, early colonial settler and soldier, Chinese market gardeners, World War 1 and World War 2 troops, soldier settler, flour miller, dairy farmer and others. These representations will draw visitors into the historical themes of South Perth and Western Australia.

Military Commemoration

The Westralian Centre will permanently and temporarily exhibit military objects and archives drawn from the Australian War Memorial and other collections, focusing on local involvement in military conflict.

It will complement the State War Memorial in Kings Park by documenting the contribution that the West Australian contingents of the Australian Imperial Force (AIF) made to forging our unique local identity.

A permanent exhibition could include the 10th Light Horse Regiment, whilst preliminary discussions with relevant parties have identified the following potential temporary exhibitions:

- 28th Swan Regiment
- 44th Westralian Battalion
- 10th & 16th Light Horse Brigades
- Aboriginal troops and their families

Aboriginal Heritage

Extensive research and consultation into the history, heritage value and conservation of the foreshore has identified Aboriginal several elements referenced to the Sir James Mitchell Park foreshore. In recognition of this significance, the Westralian Centre will reference Aboriginal pre-colonial history and Aboriginal experiences in early colonial history into the present.

Consultation

The Westralian Centre concept was the subject of a confidential Councillor Briefing held 30 August 2016.

The City has engaged GRA Everingham, a bipartisan independent strategic advisory firm which specialises in government relations, stakeholder communications and engagement to assist the City in seeking capital funding from external sources.

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GRA Everingham has been in discussions with key politicians, political parties, and Federal and State Government agencies. In addition, the City has had informal discussions with relevant army / war associations in relation to the Westralian Centre. All discussions have been received very positively with strong support for this proposal.

GRA Everingham are seeking to attract and secure capital funding for the Westralian Centre, as it is standard practice for similar concepts to be fully capital funded by external sources. It is not proposed that the City would fund the capital expenditure for Westralian Centre.

During the process, the City also proposes to formally consult with a number of organisations, including:

- South Perth Historical Society
- Aboriginal Reference Groups
- Returned Services League
- Australian War Museum
- West Australian Museum
- State Heritage Office
- National Trust

The Westralian Centre will deliver on the vision for the Flagpole Node 9 of the South Perth Foreshore identified through the SPF Plan stakeholder engagement and community consultation process.

Further stakeholder and community engagement is proposed in the short to medium term in relation to this project. The consultation will further engage relevant stakeholders and the community to provide opportunities at the inform and involve levels. It will seek to align the project with community expectations and the vision for the area and assist the Elected Members in the final decision-making process.

The engagement process will include consultation to meet requirement of policy and legislative requirements from Federal, State and Local governments and agencies as well as additional City of South Perth objectives.

Policy and Legislative Implications

As part of the process for progressing the Westralian Centre proposal, a number of approvals would be required from State Government agencies.

The Westralian Centre is proposed to be located on C-Class Reserve 34565 reserved for 'Parks and Recreation' under the Metropolitan Regional Scheme (MRS), with the City having a Management Order. Reserve 34565 is within the development control area described in Section 10 of the *Swan and Rivers Management Act 2006*.

Reserve 34565 comprises two lots – Lot 10157 on Plan 240379 (Vol LR3141 Fol. 190) and Lot 11835 on Plan 240379 (Vol LR3141 Fol. 191). The majority of the reserve, including the flag pole, is located on Lot 11835.

The City's Management Order conditions for Lot 11835 is as follows –

- To be utilised for 'Recreation' purposes only
- May lease, sub-lease or licence the land, or portion of, for a term of 21 years (for the purpose of 'recreation') subject to the Minister of Lands approval and in accordance with the provisions *Land Administration Act 1997*.

Metropolitan Region Scheme

The City would require planning approval from the Western Australian Planning Commission (WAPC) pursuant to the MRS as the proposal constitutes development on reserved land (i.e. pursuant to section 13 of the MRS). The City would be required to complete a Form 1 to the MRS and submit the application with the recommended conditions to the WAPC for determination.

Part 5 Development Application – Department of Parks and Wildlife

The City would be required to make a development application to the Department of Parks and Wildlife. The application must include details and plans on the proposed development as well as impacts on the current and proposed levels, elevations of proposed structures, effects on any large trees or significant site vegetation and information on drainage and sewer, and impacts on parking, noise and traffic generated by the proposal.

The Director General of Parks and Wildlife is the primary assessing authority under Part 5 of the *Swan and Canning Rivers Management Act 2006*. The Director General makes a recommendation to the Minister for Environment, who makes the final determination on the application. In formulating advice, the Director General must consult with the Swan River Trust and provide the Swan River Trust's views to the Minister

Section 18

The *Aboriginal Heritage Act 1972* requires that the consent of the Minister is required via a Section 18 by giving notice to the Aboriginal Cultural Material Committee (Committee) accompanied by information as to the intended use of the land.

The Committee shall as soon as it is reasonably able, form an opinion as to whether there is any Aboriginal site on the land, evaluate the importance and significance of any such site, and submit the notice to the Minister together with its recommendation in writing as to whether or not the Minister should consent to the use of the land for that purpose, and, where applicable, the extent to which and the conditions upon which his consent should be given.

The Minister may then consent or decline the request for the use of land. In the event the City is aggrieved at the decision, it has the right to appeal to the State Administrative Tribunal.

Financial Implications

Capital Funding

SIA Architects estimate that the Westralian Centre will cost approximately \$7 million, based on the initial design concepts.

As previously mentioned, it is the intent of the proposal that the capital expenditure be fully funded from external sources.

Management and Maintenance

It is proposed that the City will manage and maintain the Westralian Centre and be responsible for all ongoing operating and maintenance costs during the lifetime of the building.

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The City engaged MacroplanDimasi to develop a financial proof for the Westralian Centre concept, with a view to ensuring it would provide long term financial sustainability to the Council. It considers projected visitation numbers and expenditure, operational models and costs, sponsorship and revenue opportunities, and is based on case studies of similar facilities around Australia.

The Westralian Centre would generate considerable revenue for the City through venue hire and the leasing of the café / restaurant. The City's operating expenditure for the Westralian Centre would include staffing, security, curation, and utilities.

Based on a number of baseline assumptions, MacroplanDimasi are of the view that the Westralian Centre's projected revenue would match the projected expenditure.

Budget Allocation

The City has spent approximately \$23,000 year to date on preliminary design works and associated consultant works, with an existing budget of \$25,000. It is proposed that a further \$50,000 be allocated with a budget adjustment, to progress the Westralian Centre concept.

Strategic Implications

This report is aligned to the City's [Strategic Community Plan 2015-2025](#).

Sustainability Implications

This report is aligned to the City's [Sustainability Strategy 2012-2015](#).

Attachments

Nil