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**STRATEGY AND POLICY REVIEW COMMITTEE**  
**5 MAY 2008** **POLICY AND PLANNING**

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<b>A1</b>	<b>ST KILDA FAMILY AND CHILDREN'S CENTRE/ST KILDA TOWN HALL PRECINCT PLAN</b>
<b>LOCATION/ADDRESS:</b>	<b>CNR CHAPEL ST AND CARLISLE ST, ST KILDA</b>
<b>RESPONSIBLE EXECUTIVE DIRECTOR:</b>	<b>DAVID YEOUART, EXECUTIVE DIRECTOR COMMUNITY ASSETS AND SERVICES</b>
<b>AUTHOR:</b>	<b>GREG WOOD, MANAGER COMMUNITY SERVICES</b>
<b>FILE NO.:</b>	
<b>ATTACHMENTS:</b>	<b>OPTIONS FOR THE REDEVELOPMENT OF THE ST KILDA FAMILY AND CHILDREN'S CENTRE</b>

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**1. EXECUTIVE SUMMARY**

- 1.1. Council had approved the renovation and expansion of the St Kilda Children's Centre in the 2007/2008 capital works budget.
- 1.2. Renovation and integration of the adjoining Maternal and Child Health Centre was being proposed by council officers for the 2008/2009 capital works budget.
- 1.3. Federal and State government funding opportunities have arisen since November 2008, therefore council is being asked to reconsider the size and scope of the proposed works to maximise external funding opportunities, in the context of a broader St Kilda Town Hall Community and Civic Precinct and Council's Municipal Early Years Plan.
- 1.4. The recommended option recognises that state and federal governments have adopted an approach consistent with the City of Port Phillip policies supporting an integrated approach to the delivery of family and children's services.

**2. BACKGROUND AND CONTEXT**

- 2.1. In the 2007/2008 capital works program Council approved the renovation and expansion of the St Kilda Children's Centre from a 50 place centre to a 75 place centre, with a budget of \$800,000. This renovation is at the "ready to tender" stage. Pre tender cost estimates are approximately \$1.6 million.
- 2.2. In the second half of 2007, Council officers submitted a proposal for the 2008/2009 capital works budget to renovate, extend and integrate the adjoining Maternal and Child Health Centre at an additional cost of \$500,000.

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- 2.3. In November 2007, the Australian Labor Party made a pre-election promise to spend over \$200 million to build up to 260 new centres across Australia, including one in St Kilda/East St Kilda and one in Port Melbourne. This promise has been informally confirmed since the election.
- 2.4. In December 2007, the Victorian State Government announced a number of funding opportunities for Family and Children's Centres. Included in these proposed grants are infrastructure renewal grants of up to \$1 million (available only to local government) and grants of up to \$500,000 for a Family and Children's centre.
- 2.5. In April 2008, Councillors were briefed on a proposed Draft Carlisle St Structure Plan, which includes recognition of a St Kilda Town Hall Community and Civic Precinct.
- 2.6. Other components of the Precinct include:
- 2.6.1. The **St Kilda Parish Mission (Uniting Church)** site. The church is proposing to redevelop their site which adjoins the St Kilda Children's Centre. The Mission owns part of the land used by the St Kilda Children's Centre as part of its outdoor play area. Council currently leases this land.
- 2.6.2. The **St Kilda Primary School** is proposing to redevelop and extend its Out of School Hours program and is seeking to create stronger links between the school and the early years sector. Discussions have occurred between the School Principal, the President of the School Council and Council Family and Children's Services Officers about how a new integrated early years facility in St Kilda would support a collaborative approach to life long learning.
- 2.6.3. **The St Kilda Library**, which is in Carlisle St, opposite the St Kilda Town Hall.

**3. RECOMMENDED OPTION**

**3.1. Criterion for recommendation**

- 3.1.1. The St Kilda Town Hall Precinct should be recognised as a Community and Civic Hub providing a range of social, cultural and civic functions for St Kilda and the broader City of Port Philip community. The precinct will be incorporated in the Draft Carlisle St Structure plan be presented to council in the July 2008 meeting cycle.
- 3.1.2. Council should support the enhancement and redevelopment of the following social and cultural components of the hub, including:
- A new St Kilda Family and Children's Centre located on the existing children's centre site at 171 Chapel St, St Kilda
  - The St Kilda Mission site on the corner of Chapel St and Carlisle St, St Kilda
  - The St Kilda Library.
  - St Kilda Primary School

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- 3.1.3. The recommended option provides for the construction of a new two level family and children's centre with underground car park on the existing children's centre site at 171 Chapel Street, St Kilda. The new centre is designed to create physical integration between the school and the early years programs.
- 3.1.4. The recommended option also provides for an additional 51 car parking spaces in the Precinct. These additional car parking spaces would be needed to cater for increased patronage of the Community and Civic Precinct with its future development.
- 3.1.5. Council could authorise the Chief Executive Officer to negotiate the purchase of land owned by the Uniting Church and currently used by the St Kilda Children's Centre. Ownership of the land will provide long term security for the playground area and more flexible design options for the proposed new building.
- 3.1.6. Council should support the redevelopment of the St Kilda Parish Mission site, consistent with the Draft Carlisle St Structure Plan.
- 3.1.7. Council could make available a number of car parking spaces for the redeveloped Mission site. The number of spaces and the conditions under which they would be made available would be subject to negotiations with the Uniting Church.
- 3.1.8. There is \$100,000 proposed in the 2008/2009 capital works budget to support a project to analyse the future needs of the St Kilda Library. This project also includes an assessment of how best to treat the forecourt area on Carlisle St, in order to both physically and strategically link the library with the newly redeveloped St Kilda Town Hall. This is consistent with the intent of the Draft Carlisle St Structure Plan.
- 3.1.9. The flats located on top of the Chapel Street Maternal and Child Health centre are rented on the private market, and the current tenants are on a monthly lease.
- 3.1.10. Council should support St Kilda Primary School's intention to redevelop and extend its Out of School Hours program and create stronger links between the school curriculum and the early years programs.

**3.2. Sustainability assessment**

Social Pillar	The recommended option will provide a central location that links a range of integrated, affordable and accessible care, education and health services to all children, their families and the local community. Increased opportunities for community connection and friendship will be created. Flexible design will ensure greater adaptability of the physical environment as community needs change over time. Actively engaging the community and local service providers in the planning for this new model of service provision will ensure its relevance to the local community now and into the future. Strong neighbourhood partnerships, central management, group employment and integrated service provision will ensure long term flexibility, sustainability and quality services for the St Kilda community.
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<p>Economic Pillar</p>	<p>The recommended option will seek to maximize council assets and through more effective and flexible use of facilities will reduce costs of providing services to the local community.</p> <p>The development of an integrated service will increase the longer term sustainability and viability of the early childhood care, education and health service. Consolidating administrative aspects and processes will increase efficiencies. There will be opportunities to utilise staff across a range of services and programs as well as resource staff and families in a more effective manner.</p>
<p>Environmental Pillar</p>	<p>The recommended option, through the design and operations of a new facility, will demonstrate significant environmental improvements and increased sustainability compared to what is achievable with the existing building. The new facility will be located within easy access to public transport and is convenient for the local community.</p>
<p>Cultural Pillar</p>	<p><i>The recommended option will engage all stakeholders in its planning and provides opportunities for the diverse culture of St Kilda to be reflected in its operations. The proposal will enable families to be better connected to supportive networks from the birth of their first baby. The new integrated facility with a range of universal and specialist services will have increased capacity to respond to children and families with additional needs, those from culturally and linguistically diverse backgrounds and families in complex situations. The facility will enable residents to enjoy lifelong learning, from birth to 12 years and into adulthood.</i></p>

**3.3. Policy and legislative implications**

- 3.5.1 Establishing integrated family & children's centres has been identified as a key action of Port Phillips **Municipal Early Years Plan (MEYP)**. The MEYP has identified six goals that support the establishment of these facilities - improved child development and wellbeing, promote a 'whole of child' perspective, increase children's participation, adopt a fully integrated approach, work in partnership and building on research evidence.
- 3.5.2 Council also adopted a **Community Hubs Policy** in 2004 which provides the framework for the planning and delivery of integrated family and children's services models for Port Phillip.

- 3.5.3 Council's **Health Plan** also promotes opportunities for greater social cohesion and integration of service provision as key determinants of improved health and wellbeing outcomes for children and families. The proposal is also consistent with the Council Plan 2005-2009 goals to 'consolidate services and activities in community centres in key locations' and 'Bringing people together to make our city better'.
- 3.5.4 The recommended option is also consistent with new research evidence about the importance of the early years and a range of **state government** strategies to improve outcomes for children and to give them the best possible start in life (e.g. Children First, Best Start, A Fairer Victoria, and Joining the Dots, Victoria's plan to improve outcomes in early childhood - National Reform Agenda).
- 3.5.5 The recommended option is consistent with the policies that underpin the establishment of the newly created, integrated State Government Department of Education and Early Childhood Development and the department's '**Blueprint for Early Childhood Development and School Reform**' discussion paper that proposes 'to improve partnerships with local government through a focus on developing early childhood services that meet community needs, including the provision of multiple services at a single site; and improve seamless delivery of 0-8 learning, care and health services'.
- 3.5.6 The Australian Labor Party made a **pre-election promise** to spend over \$200 million to build up to 260 new centres across Australia, including one in St Kilda/East St Kilda and one in Port Melbourne. It was also announced that these centres would be located on primary school grounds or community grounds where possible as part of Labor's new approach to child care and early childhood education.
- 3.5.7 In the lead up to the **2020 Summit**, the **federal government** announced its interest in developing universal **Parent and Child Centres** that would offer all parents with 0-5 year olds access to a one stop early childhood health, care and education service.

#### **3.4. Risk implications**

- 3.4.1. The recommended option incorporates external funding from both the State and Federal Government however this has not been confirmed.
- 3.4.2. The outcome of funding applications to the State Government is expected to be announced by June 2008. The Federal Government has yet to formally make a funding announcement. They have indicated however that 'up to \$200million for up to 260 new centres' will be made available in the future, including one in St Kilda/East St Kilda and one in Port Melbourne.
- 3.4.3. Council would need to reconsider the proposal if federal and/or state government funding is not made available for this project.

**3.5. Resource implications**

- 3.5.1 The total cost of the recommended option is estimated at \$7 million.
- 3.5.2 Two funding applications have been submitted to the State Government which total \$1.5 million.
- 3.5.3 A further \$1million (approximately) will be applied for from the Federal Government for the recommended proposal.
- 3.5.4 Council's contribution towards this proposal is therefore approximately \$4.5 million.
- 3.5.5 Council has already committed \$800,000 for the expansion of St Kilda Children's Centre by 25 places. Latest cost estimates indicate that this would cost \$1.6 million. A further \$500,000 was proposed in the 2008/2009 budget for the integration and expansion of the Chapel Street maternal and child health service. This proposal is represented by alternative 1.
- 3.5.6 The recommended option therefore requires an additional \$2.4 million of Council funding in addition to that required for alternative 1. The recommended option will provide a **further** 45 childcare places (120 in total), additional consulting suites for visiting specialists, additional playgroup facilities, integrated early years and primary school programs, additional car parking and community meeting spaces.
- 3.5.7 Under the recommended option, Council will no longer receive rental income (between \$20,000 and \$25,000 per annum) from the flats located on top of the Chapel Street Maternal and Child Health centre.

<b>Proposed Funding Sources</b>	<b>Amount</b>
2007/2008 Capital Works Budget	\$800,000
State government grants	\$1,500,000
Federal government grant	\$1,000,000
Additional Council contribution	\$3,700,000
<b>Total</b>	<b>\$7,000,000</b>

**4. ALTERNATIVE OPTIONS**

- 4.1. **Alternative 1** – Proceed with original renovation and also refurbish and integrate Maternal and Child Health
- 4.1.1. This original renovation provides for an increase in children's services places from 50 to 75
- 4.1.2. The Maternal and Child Health integration provided for a new entry foyer, refurbishment of consulting spaces, provision of an additional

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maternal and child health consulting room, and extension and re-alignment of playgroup spaces

4.1.3. Cost Estimates

Childcare component	\$1,600, 000
Integration of MCH	\$500,000
Total	\$2,100,000

4.1.4. A variation on alternative 1 would be to proceed with the original childcare centre renovation only. This would not be consistent with the desired integrated facility but would finalise Council's original commitment to increased childcare places.

4.1.5. Both variations of this alternative would involve spending money on a building nearing the end of its useful life.

4.1.6. **Sustainability assessment**

Social Equity Pillar	This option would have benefits similar to the recommended option except that: <ul style="list-style-type: none"> <li>The overall building would be smaller and therefore unable to offer the same range of services</li> <li>The design would be less flexible to meet changing future demands.</li> </ul>
Economic Viability Pillar	The existing building is nearing the end of its lifespan and is requiring increased maintenance to remain operational. A new, purpose built facility, that co-locates a range of services, will have reduced maintenance costs, and provide greater opportunities for sharing amenities and resources.
Environmental Responsibility Pillar	The existing building is not as environmentally friendly as the proposed new development.
Cultural Vitality Pillar	The cultural benefits of this option would be similar to the preferred option except for the impact of a reduced range of services

4.1.7. **Policy and legislative implications**

This option would have similar policy and legislative implications to the recommended option, except that there would be less opportunity to integrate the facility with St Kilda Primary School and consequently take less advantage of DEECD new directions in early childhood education.

4.1.8. **Risk implications**

This option has less reliance on external funding, so that the proposal would provide more certainty on outcomes at this time.

4.1.9. **Resource implications**

This option would be cheaper, at least in the short term, for council and would be unlikely to attract external government funding.

- 4.2. **Alternative 2** – Demolish existing building (St Kilda Children’s Centre, Maternal and Child Health and flats) and construct new 2 level family and children’s centre
- 4.2.1. This would be similar to the recommended option except would not provide additional car parking.
- 4.2.2. This option still requires a raised ground floor to be above the flood plain
- 4.2.3. This option would still require security over church owned land for playground space but would not provide alternative car parking space for the church’s development nor would it provide parking for increased staffing and users of the expanded family and children’s centre.
- 4.2.4. Cost Estimate       \$6.1 million
- 4.3. **Alternative 3** – As for recommended option plus office space above
- 4.3.1. This option would provide office space on a third level for family and children’s services staff eg Home Based Childcare, Family Support and School Holiday Program plus other council community services and/or community groups.
- 4.3.2. This would allow better integration of other Family and Children’s Services in a single building. However, the services listed are already located in the precinct in the Annexe, so that additional office space for this reason alone would be difficult to justify.
- 4.3.3. Alternatively, the office space could be leased to provide for a return on investment.
- 4.3.4. Provision could be made in the recommended option for this additional space to be added at a future date.
- 4.3.5. Cost Estimate \$9.5 million
- 4.4. **Alternative 4** – Not to proceed to upgrade St Kilda Children’s Centre
- 4.4.1. This option would not deliver on Council’s existing commitment to childcare.
- 4.4.2. This option may still require purchase of the play area land from the Parish, to secure its long term availability with any development of the Parish’s community facilities.
- 4.4.3. Cost Estimate
- This is a no cost option from a capital works perspective, although some money would need to be spent from the maintenance budget to extend the life of the existing building.

**5. PARTICIPATION AND ENGAGEMENT**

**5.1. Internal**

5.1.1. The people who have been engaged with in relation to this issue are:

- Mayor and councillors
- Chief Executive Officer
- Family and Children's Services coordinators
- Chapel Street Maternal and Child Health staff
- St Kilda Children's Centre staff
- Family Support Services
- Urban Services and Social Planning and Policy

5.1.2 Internal feedback has been positive overall, subject to issues of external funding and is consistent with the proposal being further developed.

**5.2. External**

5.2.1. The external people and/or organisations who have been engaged with in relation to this issue are:

- Chapel Street Playgroups, families from St Kilda Children's Centre and Maternal and Child Health were consulted around the initial renovation proposal and have been informed of the rescoping.
- St Kilda Primary School. Discussions have been held with St Kilda Primary School about its plans to extend their Out of School Hours program and develop a transitional program in collaboration with the proposed new integrated facility.
- Port Phillip Community Group and St Kilda Parish Mission. Letters of support for this proposal, and resulting partnerships, have been received from the Port Phillip Community Group and St Kilda Primary School.
- Discussions have occurred with Maxine Morand, Minister for Children and Early Childhood Development, and relevant regional early childhood managers of Department of Education and Early Childhood Development (DEECD), Southern Region.
- Martin Foley, State Member for Albert Park is aware and supportive of the proposal.
- Discussions have occurred with Maxine McKew, MP regarding the need for increased integrated care and education services in the municipality.
- In the Labor Party pre-election commitment the Minister for Families, Housing, Community Services and Indigenous Affairs, Jenny Macklin identified the areas of St Kilda and Port Melbourne as particular areas of high need for child care and potential recipients of commonwealth funding.
- Russell Ayers, Branch Manager, Early Childhood Education Reform, Commonwealth Department of Education, Employment & Workplace Relations and Trish Mercer, Group Manager, Early Childhood Education and

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COAG Group, Office of Early Childhood Education and Child Care Department of Education, Employment and Workplace Relations.

- 5.2.2 The external people and/or organisations who will be engaged with in relation to this issue are:
- Further consultations with families and engagement with children from the existing children's centre, playgroups and St Kilda primary school.
  - Other specialist family and children's agencies and organisations such as Connections, Noah's Ark and Inner South Community Health, Toy Libraries that may operate from the integrated facility.
  - Establishment of a steering group to advise and monitor the development of the facility.
  - More detailed discussions will continue with various stakeholders if council endorses the proposal.
- 5.2.3. Feedback from external consultation so far has been positive overall. There may be some concern about future disruption to services during relocation and construction.
- 5.2.4. The Mayor has convened a meeting on the 9 May 2008 to facilitate co-ordination between the federal government, state government and the City of Port Phillip on the children's centres promised by the federal government for the St Kilda/East St Kilda and Port Melbourne areas. Outcomes from this meeting, including any impact on the recommended option, will be reported back to Council on 26 May 2008. Attendees at the meeting include:
- Michael Danby, Federal Member for Melbourne Ports
  - Martin Foley, State Member for Albert Park
  - Tony Lupton, State Member for Prahran
  - Janet Cribbes, Mayor City of Port Phillip
  - David Spokes, CEO City of Port Phillip
  - Rebecca Bartel, Childcare Access

**6. COMMUNICATION**

- 6.1. The new St Kilda Family and Children's Centre will:
- Help deliver Federal Labor's pre-election promise to create a new childcare centre in St Kilda
  - More than double the existing number of childcare places in St Kilda to 120
  - Create integrated and affordable early childhood care, education and health services and support for families in the one location, adjacent to the local primary school
  - Bring council's investment in childcare and early childhood services for families to over \$10M since 2005.
  - Families using the existing St Kilda Children's and MCH Centre will have access to alternative locations so that while the new centre is built families and children enjoy continuity of care with the same staff.

- Council is planning for the future needs of St Kilda families by developing a new flexible facility which will be able to change as community needs change.

6.2 These messages will be delivered via:

- Media releases
- Letters to parents of St Kilda Children's Centre
- Updates on council website
- Divercity newsletter

## **7. RECOMMENDATION**

That the Strategy and Policy Review Committee recommend that Council resolve:

- 7.1. That the Draft Carlisle St Structure Plan, which will be presented to council in the July 2008 meeting cycle, incorporates a St Kilda Town Hall Community and Civic Precinct
- 7.2. That the Council recognises that the St Kilda Town Hall Community and Civic Precinct provides a range of social, cultural and civic functions for St Kilda and the broader City of Port Philip community.
- 7.3. That council supports the enhancement and redevelopment of the following social and cultural components of the precinct:
- 7.3.1. A new St Kilda Family and Children's Centre located on the existing children's centre site at 171 Chapel St, St Kilda.
- 7.3.2. The St Kilda Parish Mission site on the corner of Chapel St and Carlisle St, St Kilda
- 7.3.3. St Kilda Library
- 7.3.4. St Kilda Primary School
- 7.4. That Council supports the construction of a new two level family and children's centre with underground car park on the existing children's centre site at 171 Chapel Street, St Kilda at a projected cost of \$7 million.
- 7.5. Council notes that this proposal provides for an additional 51 car parking spaces in the Precinct.
- 7.6. That Council supports the future development of the St Kilda Parish Mission site, consistent with the objectives of the precinct plan including facilitating the co-location of community services, as defined by the Carlisle St Structure Plan.
- 7.7. That Council authorises the Chief Executive Officer to negotiate the purchase of land owned by the Uniting Church and currently used by the St Kilda Children's Centre.
- 7.8. That, as part of negotiations with the Uniting Church, Council makes available a number of car parking spaces to support development of the Mission site.

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- 7.9. That Council notes that there is \$100,000 proposed in the 2008/2009 capital works budget to support a project to analyse the future needs of the St Kilda Library. This project also includes an assessment of how best to treat the forecourt area on Carlisle St, in order to both physically and strategically link the library with the newly redeveloped St Kilda Town Hall.