

12.8 Edward Millen Park Master Plan_Final Report

Location	East Victoria Park
Reporting officer	Ellie van Rhyn
Responsible officer	David Doy
Voting requirement	Simple majority
Attachments	<ol style="list-style-type: none">Attachment 1 - Edward Millen Park Master PlanAttachment 2 - Edward Millen Park Master Plan: Public Comment Responses<ol style="list-style-type: none">Attachment 1 - Edward Millen Park Master Plan [12.8.1 - 35 pages]Attachment 2 - Edward Millen Park Master Plan: Public Comment Responses [12.8.2 - 19 pages]

Recommendation

That Council:

1. Acknowledges the submissions received during the public advertising period, and
2. Approves the Edward Millen Park Masterplan to proceed to the Detailed Design phase.

Purpose

To consider the results of the public advertising period for the Edward Millen Park Masterplan (the Masterplan) and determine if the Masterplan should proceed to the Detailed Design phase.

In brief

- A draft Masterplan was prepared by HASSELL for Edward Millen Park. The Masterplan relates to the parklands only and does not prescribe future upgrades or potential land uses for Edward Millen House.
- The Masterplan includes a vision, a detailed Masterplan (including materials, potential uses of the parklands, and planting), visualisations and an implementation strategy. It was developed over a series of three workshops with the community-based Design Reference Group.
- In the November 2019 OCM, Council endorsed the Masterplan to be presented to the community for public comment.
- A total of 15 submissions were received from the public; 14 through Your Thoughts and one (1) via email. All 15 of these submissions were from residents of Victoria Park.

Background

1. Edward Millen Park is located in the south-east of the Town of Victoria Park, adjacent to the activity centre at the corner of Albany Highway and Hill View Terrace known as the St James Town Centre.
2. Edward Millen Park houses the State heritage listed Edward Millen House.
3. A draft Masterplan has been prepared for Edward Millen Park and is contained in Attachment 1. The Masterplan relates to the parklands only and does not prescribe future upgrades or potential land uses for Edward Millen House. The Masterplan does however consider the public space adjacent to the building and the interface of the park and the future activated building.
4. The Town appointed HASSELL in early 2019 to prepare a Masterplan based on rigorous site analysis and community engagement. The design process included:
 - a. Literature review and site analysis culminating in an outline of opportunities and constraints;
 - b. Public Life study – on site for 2 hours every day for a week;

- c. Pop-Up event – Saturday morning session at Edward Millen Park;
 - d. Your Thoughts Online Survey;
 - e. Design Reference Group – three (3) dedicated evening design sessions.
5. The Masterplan includes a vision, a detailed Masterplan (including materials, potential uses of the parkland, and planting), visualisations and an implementation strategy as contained in Attachment 1.
 6. Following the Council's endorsement for public comment in the November 2019 OCM, the Masterplan was advertised on Your Thoughts from 20th November 2019 until 9th December 2019. Responses to the submissions received is provided in Attachment 2 - Public Comment Responses.

Strategic alignment

Civic Leadership	
Strategic outcome	Intended public value outcome or impact
CL01 – Everyone receives appropriate information in the most efficient and effective way for them	Extensive, best practice and carefully designed communication was undertaken to ensure community members and stakeholders were informed.
CL02 - A community that is authentically engaged and informed in a timely manner.	Authentic engagement with key stakeholders and the community has and will continue to be undertaken
CL03 - Well thought out and managed projects that are delivered successfully.	The Masterplan has been the subject of a rigorously developed and monitored project plan. Future detailed design and construction will also be managed in stringent compliance with the Town's project management practices.
CL06 - Finances are managed appropriately, sustainably and transparently for the benefit of the community.	The preparation of this Masterplan has been in accordance with the allocated budget. The Detailed Design phase will continue to be delivered in accordance to the approved and allocated budget.

Economic	
Strategic outcome	Intended public value outcome or impact
EC02 - A clean, safe and accessible place to visit.	The Masterplan proposes a design that will significantly improve the aesthetic of Edward Millen Park. The Masterplan has also incorporated passive surveillance principles to design out the potential for crime and achieve a safer place to visit for the community. A lighting upgrade and key lighting principles have also been considered in order to resolve the original community feedback of the park being unsafe to visit at night.

Environment	
Strategic outcome	Intended public value outcome or impact
EN07 - Increased vegetation and tree canopy.	The Masterplan maintains significant amenity trees. Thirty-six (36) younger trees planted along the recently created fence line compromise the flow and use of the site, as well as a new DDA compliant pathway, and are therefore proposed to be removed. Replacing these will be forty-eight (48) new trees planted in locations that allow for the terraced amphitheater and

	a disability access compliant path network. This will ultimately result in a net increase in trees and canopy coverage.
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Social	
Strategic outcome	Intended public value outcome or impact
S01 - A healthy community.	The Masterplan proposes a design that provides improved passive and active recreations (including playground) opportunities.
S03 - An empowered community with a sense of pride, safety and belonging.	Involvement of the community in the Masterplan design process invited community members to influence the outcomes of Masterplan process and facilities to create a high-quality public open space.
S04 - A place where all people have an awareness and appreciate of arts, culture, education and heritage.	The Masterplan includes a design that respects the history of the site by the considered use of storytelling and interpretive elements. Indigenous history will be explored during the detailed design phase as agreed following conversations with the Town's Aboriginal Engagement Advisory Group. The planned terracing creates an event space for performance.

Engagement

Internal engagement	
Infrastructure operations	Inclusion of Parks Staff in internal design review sessions with consultants at each design stage (prior to community workshops)
Property and development	Internal Project team included Property Development Manager (attendance at all consultant meetings and community workshops)
Stakeholder Relations	Internal Project team included Community engagement advisor (attendance at all consultant meetings and community workshops)
Community Development	The Community Arts officer attended the 3 rd workshop and provided internal review and feedback throughout each stage of the design process.

External engagement	
Stakeholders	<ul style="list-style-type: none"> Local Community (broad and intense) Aboriginal Engagement Advisory Group Public Art Advisory Group Heritage Council
Period of engagement	<ul style="list-style-type: none"> Broad community consultation period - April to July 2019 Collaborative design workshop process – June to July 2019 Public comment period on Draft Masterplan – 20 November to 9 December 2019

Level of engagement	Collaborate
Methods of engagement	<ul style="list-style-type: none"> Public life study – on-site for 2 hours every day for a week Pop Up Event – Saturday morning session Design Reference Group – 3 intensive evening design sessions with 20 community members 2 x Your Thoughts online surveys <ol style="list-style-type: none"> Broad community consultation period - April to July 2019 Public comment period on Draft Masterplan – 20 November to 9 December 2019, which includes notification to the Community Sounding Board
Advertising	<ul style="list-style-type: none"> Your Thoughts Social Media On-site A1 Core flute signs A3 Posters – town wide Post cards delivered to nearby residents and business owners
Submission summary	<p>Broad community consultation period - April to July 2019</p> <ul style="list-style-type: none"> 94 completed surveys via Your Thoughts <p>Public comment period on Draft Masterplan – 20 November to 9 December 2019</p> <ul style="list-style-type: none"> 14 completed surveys via Your Thoughts 1 submission via email
Key findings	<p>Broad community consultation period - April to July 2019</p> <ul style="list-style-type: none"> The key findings directly influenced the final design as outlined in the Masterplan report contained in Attachment 1. <p>Public comment period on Draft Masterplan – 20 November to 9 December 2019</p> <ul style="list-style-type: none"> The key findings of this public comment period are related to details of the Masterplan, maintaining and increasing amenity in the park and transport options. A summary is included in the Analysis section, with comments and responses provided in Attachment 2. 10 of the 15 submissions supported the Masterplan but have some concerns. Four (4) of the 15 submissions supported the Masterplan. One (1) of the 15 submissions opposed the Masterplan. The summary of these comments is provided in Attachment 2.

Legal compliance

Not applicable.

Risk management consideration

Risk and consequence	Consequence rating	Likelihood rating	Overall risk analysis	Mitigation and actions
Reputational The Town is not able to secure the funds to implement the Masterplan, which may result in limited interest during the EOI process of the overall Edward Millen House redevelopment.	Moderate	Unlikely	Moderate	Working with the Elected Members to continue the understanding of the interrelationship of the Town investing in the reserve to assist in the overall redevelopment project success.
Reputational The Town does not implement the Masterplan (for various reasons)	Moderate	Unlikely	Moderate	The Town will continue to progress this project with the best practice in project management, engagement and design as well as proactively plan financially to ensure implementation.

Financial implications

Current budget impact	Sufficient funds exist within the annual budget to address this recommendation and progress to the detailed design phase in 2019/2020 subject to Council approval of the Masterplan.
Future budget impact	<p>The total estimated cost to construct the design proposed in the Masterplan is \$5,844,583.40. These figures will be captured in the Town's Long-Term Financial Plan.</p> <p>This cost is an estimate only, made at the Master Planning stage. Should the Masterplan be approved, the next stage of the project would be Detailed Design (construction ready drawings), which will provide more accurate costings. This Masterplan can be implemented in stages.</p> <p>The total estimated cost does not include any services that are required to be relocated, and excludes the following:</p> <ul style="list-style-type: none">• GST

- Civil Engineering including works for car park
- Electrical Services
- Hydraulics Engineer including works to sewer and water supply
- Potential services relocation
- Project Associated Design & Management Fees
- All other works not otherwise nominated
- Public art

Should the Masterplan be implemented it is estimated that the Edward Millen Park maintenance expenditure would increase from \$50,000 per annum to approximately \$100,000 per annum.

Analysis

1. The Town publicly advertised the Masterplan to the community between 20 November 2019 and 9 December 2019.
2. A total of 15 submissions were received from the public; 14 through Your Thoughts and one (1) via email. 10 of the 15 submissions supported the Masterplan but had some concerns, four (4) submissions supported the Masterplan and one (1) submission opposed the Masterplan.
3. A summary of these comments can be seen below. Each of the comments highlighting these topics is included within Attachment 2 and is accompanied by a response from Administration.
 - a. *Use of Edward Millen House:* Three submissions referenced the proposed use of Edward Millen House. The Masterplan relates to the Edward Millen Park only and does not prescribe future upgrades or potential land uses for Edward Millen House. Potential uses for the House are guided by the public engagement that has previously taken place for this site.
 - b. *Planting and vegetation:*
 - i. Concern with large trees being removed: The majority of the site's trees have been retained in the design. The 36 trees proposed to be removed are all younger trees along the recently created fence line and are being removed to be able to provide a DDA compliant path network. 48 new trees will be planted to see an ultimate net increase in tree and canopy coverage.
 - ii. Request more understory planting instead of grass: A significant increase in understory planting in the park is a key intent of the design. This needs to be balanced against maintaining the significant areas of open lawn space to promote active uses. A comparison between native planting and lawn can be seen on page 16 of the Masterplan.
 - c. *Playground:* Some submissions made suggestions to the type of play that is included in the Park. While the intention is for this space to accommodate passive recreation (as opposed to active used such as basketball courts), it is noted that the imagery of the playground captures the playground design intent only. The intent of this playground is to be suitable to a range of ages and capabilities, and looks to provide adventurous play opportunities, not just nature play. It is intended to be a sculptural and bold form that spreads under the shade of the existing trees. This will be refined during the Detailed Design phase.

- d. Reduction in general runabout area: The Masterplan retains an expansive lawn space clear of trees to the north of the site that is approximately 75m in length. In addition to this, the 'loop through the trees' concept provides 1620sqm of surface for joggers, and the nature play zone encourages active and imaginative play for children. Additionally, the current design of the terracing provides ample spaces that can be used for alternative uses on non-event days.
- e. Off leash dog walking capability: The retention of the dog walking area is a key design principle of this Masterplan. Item 17 on the Masterplan identifies an extensive lawn space for ball play and dog walking. The current design intention is to maintain this as off leash. This will be dependent on future management considerations and any future issues that arise.
- f. Location of family shelters and BBQ's adjacent to neighbouring residences: BBQs and shelters have been included by the play space as well as along the winding path. The amount and exact positioning can be reviewed during Detailed Design.
- g. Additional lighting for increased safety: In response to this submission, additional lighting has been noted to be included in the BBQ area.
- h. Fencing along Hill View Terrace and Albany Highway: The design intent along this edge is for an expansive, low level vegetation buffer to separate the active play areas and the streets. The play areas and the event space have been located centrally to distance these from the streets. However future management considerations may change this, and a fence could be installed in the future.
- i. Transport:
 - i. *Too much parking provided:* The future adaptive re-use of the Edward Millen House will bring to the site uses and activities that are additional to what is currently there. In addition to this, the masterplan looks to create a playground that acts as a regional attractor and can accommodate events of scale to the park. This collective increase in use will require additional parking and not be reliant on neighbouring private parking. The Masterplan looks to minimise the impact of parking as much as possible, locating car bays in the most unobtrusive location on the site, minimising impact on useable green space.
 - ii. *Not enough parking provided:* Through community consultation, it is apparent that the overwhelming majority of the community would prefer to see this space retained as public green space, as opposed to a multi-storey car park. As a registered site with the State Heritage Office, it is unlikely that the Heritage Council would be supportive of a multi-storey car park on the site.
 - iii. *Public transport hub:* The Town is continuously advocating for improved public transport to and from Victoria Park. This aligns with the strategic aims of the Town's Integrated Movement Network Strategy 2013 to advocate for improved night-time bus services along Albany Highway and for Light Rail or a Trackless Tram route on Albany Highway, as well as the ongoing liaison with METRONET and the PTA on the Level Crossing Removal and redevelopment of Oats Street Station. Additionally, the masterplan looks to increase the accessibility from existing bus stops to the park and to Edward Millen House, while also providing several bike racks at main entry points.
- j. Inappropriate heritage interpretation: The Interpretation Strategy included within the Masterplan responds to three key heritage themes on the site, being People, Architecture

and Landscape and will include stories and heritage information that add to the narrative of the park. The Town will look to reference the heritage on site in line with Heritage Council and interpretation best practice.

- k. *Renaming the park*: While this is outside the scope of the Masterplan, it is noted that a suggestion was made to rename the park after Elizabeth Baillie who originally owned the land.
 - l. *Inappropriate use and distribution of the Towns resources*: Through strategies such as the Public Open Space Strategy, Administration is looking to improve and increase access to public open space throughout the Town, with a number of spaces (including Edward Millen Park) identified as key priority locations. The masterplan for the park looks to support the future use of the Edward Millen House, which has been identified as a top five strategic priority for the Town. Additionally, the park has been identified as a regional scale park to act as a strong feature and attractor to the area, hence the level of investment.
4. Following the review of the public comments, minor changes have been made to the Masterplan. These include:
- a. Additional lighting noted within the BBQ areas;
 - b. Additional accessible path linking bus stop to circulation path;
 - c. Additional bike rack included at northern entrance; and
 - d. Note that the Interpretation Strategy identifies options only.
5. Other considerations will be considered in greater detail during the next phase of this project (Detailed Design).
6. Following the review of the public comments and the subsequent minor revisions to the masterplan, the Edward Millen Park Masterplan is recommended for council adoption and approval to proceed to the Detailed Design phase.

Relevant documents

Attachment 1 – Edward Millen Park Masterplan Report

Attachment 2 – Edward Millen Park Public Comment Responses

Further Discussion

The following question was asked at the Agenda Briefing Forum at 4 February 2020.

Question	Answer
Can the whimsical path be reduced on the western side of the park to allow for more runabout space?	The Town will work with the designer during the detailed design phase to bring the path closer to the heritage boulevard to increase the size of runabout space. The orientation of that path is currently heavily influence by accessibility requirements.