Report to the Future Melbourne (Major Projects) Committee

Bourke Street Precinct Redevelopment: Application for a Planning Permit

10 December 2018

Agenda item 6.2

Presenter: Rob Adams, Director City Design and Projects

Purpose and background

- 1. The purpose of this report is to seek approval from the Future Melbourne Committee to submit an application for a Planning Permit to the Department of Environment, Land, Water and Planning (DELWP), and an application for a Heritage Permit to Heritage Victoria for the Bourke Street Precinct Redevelopment.
- 2. The Bourke Street Precinct Redevelopment is a 2018/19 Council Annual Plan (Major) Initiative: *Commence the redevelopment of the Bourke Street Precinct, including preparation of a planning permit application for the proposed new buildings*' (API 8.4).

Key issues

- 3. An application for a Planning Permit for the Bourke Street Precinct Redevelopment has been prepared.
- 4. The Bourke Street Precinct Redevelopment aims to:
 - 4.1. Create an exemplar development that aligns with the goals and priorities outlined in the City of Melbourne's Future Melbourne 2026 Plan.
 - 4.2. Improve precinct activation and a create a 'public commons' to revitalise a key site located within the retail core.
 - 4.3. Address the City of Melbourne's current and future accommodation needs.
 - 4.4. Demonstrate leadership in sustainability and urban design.
 - 4.5. Create commercial opportunities while maintaining asset ownership.
- 5. The Bourke Street Precinct Redevelopment proposal, as outlined in the application for a Planning Permit comprises a two-staged development that includes:
 - 5.1. In stage one:
 - Demolition of the existing buildings at 227-229 and 231-233 Bourke Street.
 - Upgrade and refurbishment of the former Commonwealth Bank building at 219-225 Bourke Street.
 - Construction of a new building adjacent and connected to 219-225 Bourke Street.
 - 5.2. In stage two:
 - Demolition of the existing and construction of a new Council House 1 at 200 Little Collins Street.
 - Minor refurbishment and upgrade works to the existing basement levels in Council House 2, which currently connects to Council House 1 under Royal Lane.
- 6. The Bourke Street Precinct Redevelopment proposal is compliant with the planning controls and Design and Development Overlays for the Capital City Zone, within which the site resides.
- 7. The total Gross Floor Area (GFA) proposed for the Bourke Street Precinct Redevelopment exceeds 25,000m2 and as such requires an application for a Planning Permit from The Minister for Planning.
- 8. The former Commonwealth Bank building at 219-225 Bourke Street is included on the Victorian Heritage Register (VHR H2264) is of architectural and historical significance and therefore requires a permit from Heritage Victoria for upgrade and refurbishment included in the proposal.

Recommendation from management

- 9. That the Future Melbourne Committee approves the submission of:
 - An application for a Planning Permit to the Department of Environment, Land, Water and Planning 9.1. for the Bourke Street Precinct Redevelopment
 - 9.2. An application for a Heritage Permit to Heritage Victoria for the upgrade and refurbishment of the former Commonwealth Bank building, as part of the Bourke Street Precinct Redevelopment.

Attachments:

- 1.
- Supporting Attachment (Page 3 of 60) Bourke Street Precinct Redevelopment Final Investment Case Summary (Page 5 of 60)

^{2.} 3. Bourke Street Precinct Redevelopment - Architectural Report Summary prepared by DesignInc (Page 17 of 60)

Attachment 1 Agenda item 6.2 Future Melbourne Committee 10 December 2018

Supporting Attachment

Legal

1. Legal advice has and will continue to be provided on all aspects of the Bourke Street Precinct Redevelopment.

Finance

- 2. In Financial Year 2018-2019, \$5m budget was approved for the Bourke Street Precinct redevelopment design stage, and this will cover the cost of application for Planning Permit to the DELWP. No additional funding is required for Financial Year 2018–2019.
- 3. The remaining balance of the full project funding being \$225.7m will go through Capital Works Panel and Council approval process during the budget build for next Financial Year 2019–2020.
- 4. Finance will continue to provide advice and review progress on the development as it progresses.

Conflict of interest

5. No member of Council staff, or other person engaged under a contract, involved in advising on or preparing this report has declared a direct or indirect interest in relation to the matter of the report.

Occupational Health and Safety

- 6. Current Occupational Health and Safety Policies will be considered in the design of all CoM workplaces to maintain the health, safety and wellbeing of councillors, contractors, volunteers and members of the public associated with this development together with external regulatory controls such as Section 28 of the OH&S Act (Safety by Design). Designing for a high quality work environment optimising;
 - Indoor Air Quality, Acoustic Comfort, Indoor Lighting Quality, Daylighting and Visual Comfort, Biophilia, Thermal Comfort and Reduced Exposure to Pollutants.

Stakeholder consultation

7. External stakeholder consultation has not been undertaken prior to the preparation of the Town Planning application.

Relation to Council policy

- 8. The Bourke Street Precinct Redevelopment responds to City of Melbourne's Future Melbourne 2026 Plan, as well as the following current City of Melbourne strategies and strategic plans:
 - Transport Strategy 2012-2030
 - Bicycle Plan 2016-2020
 - Last Kilometre Freight Plan 2016
 - Heritage Strategy 2013
 - Creative Strategy 2018-2028
 - Total Watermark City as a Catchment 2014
 - Municipal Integrated Water Management Plan 2017
 - Climate Change Adaptation Strategy 2017
 - Open Space Strategy 2012
 - Green our City Strategic Action Plan 2017
 - Nature in the City 2017
 - Urban Forest Strategy 2012-2032 and Central City Precinct Plan
 - Aboriginal Melbourne Action Plan (refresh currently in development)
 - Climate Change Mitigation Strategy (refresh currently in development)
 - Waste and Resource Recovery Strategy (refresh currently in development)

Environmental sustainability (THP)

- 9. In developing this proposal a range of environmental sustainability initiatives and opportunities are being considered and will be developed as the design progresses. Key initiatives are but not limited to;
 - Water Sensitive Urban Design (WSUD) solutions utilising 'MUSIC' software to meet CoM pollution reduction targets. Initial modelling results are indicating achievement above pollutant specified targets.
 - Two 50kL tanks to collect rainwater from CH1 and CB will be utilised for toilet, urinal flushing and irrigation. A 20kL detention basin connected to a gross pollutant trap will deal with excess overflow. Tree pit bio-retention systems will be optimised within the context of the precinct.
 - Waste Management for all buildings on the site have been designed to cater for, via 2 compactors, a broader precinct solution together with a reduction in waste collection vehicle movements and increased recycling rates
 - Six Star Green Star design and as-built targets and Carbon Neutral Certification will deliver further environmental sustainability initiatives as the design develops.
 - Reduction in fleet numbers and transition to electric powered vehicles
 - The project is targeting reduced energy consumption at peak demand from a similar reference building. A photo-voltaic array will be installed across all buildings at rooftop level with additional photo-voltaics integrated into the fenestration of the new building fronting Bourke Street.

Bourke Street Precinct Redevelopment Final Investment Case Summary

City of Melbourne



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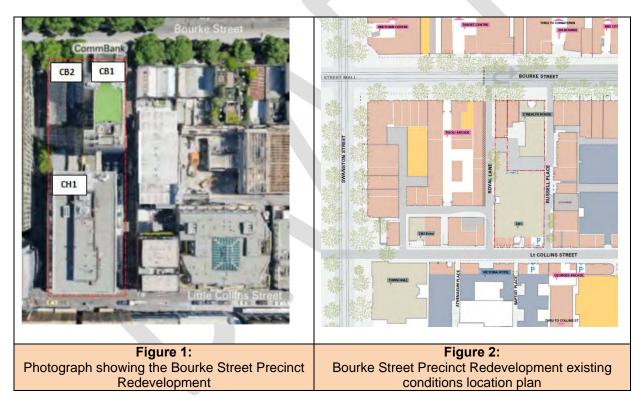


1. Project Background

The Bourke Street Precinct is the block bound by Little Collins Street, Royal Lane, Russell Place and Bourke Street in the central city of Melbourne. This site, which has been identified for redevelopment includes multiple land holdings:

- Council House 1 (200 Little Collins Street),
- The former Commonwealth Bank Building (219-225 Bourke Street), and
- Adjacent properties at 229 and 231 Bourke Street.

A high priority regeneration project, the Bourke Street Precinct Redevelopment will address City of Melbourne's current and future accommodation needs, improve precinct activation to revitalise the area and create commercial opportunities all while maintaining asset ownership. Importantly, the project is also an opportunity to create an exemplar development in sustainability and urban design, aligning to City of Melbourne's Future Melbourne 2026 goals and priorities.



Project Rationale

The project rationale for the Bourke Street Precinct Redevelopment (BSPR) can be summarised as follows:

- The existing Council House 1 (CH1) building has reached the end of its useful life as an office building;
- The current CH1 building does not optimise the development and activation potential of the site allowable under the Melbourne Planning Scheme; and



City of Melbourne Bourke Street Precinct Redevelopment Final Investment Case Summary

• The existing buildings do not provide the capacity to accommodate the future needs of Council.

Project Objectives

In broad terms, the Bourke Street Precinct Redevelopment project objectives include:

- Revitalising the Bourke Street Precinct by creating an open, accessible 'public commons';
- Creating a healthy and flexible work environment to suit the diverse business needs of the City of Melbourne;
- Demonstrating innovation through economic construction methodologies; and
- Creating an exemplar of sustainable urban design

Policy-led Design

The Bourke Street Precinct Redevelopment will be a legacy development that integrates initiatives and targets outlined in key City of Melbourne strategies and plans. Primarily, the Bourke Street Precinct Redevelopment responds to City of Melbourne's Future Melbourne 2026 Plan, which was developed in 2016 and sets out the community's aspirations for the city through a series of goals.

Future Melbourne Goal	Goal description	Bourke Street Precinct Redevelopment aspiration
A city that cares for its environment	Sustainability is the basis of all Future Melbourne goals. It requires current generations to choose how they meet their needs without compromising the ability of future generations to also meet their needs.	 The Precinct is targeting a 6 Star Green Star rating, a 6 Star NABERS rating, and NCOS neutral certification. The Precinct will harvest and conserve nature's resources, including water and solar capture and reuse. The Precinct includes a number of climate mitigation initiatives including green rooftops, a landscaped façade and public realm greening.
A city for people	A city for people welcomes all. It is accessible, affordable, inclusive, safe and engaging. It promotes health and wellbeing, participation and social justice.	 The Precinct aims to be an open and accessible 'public commons' for Melbourne, including improved amenity and public realm at ground level, a forum space to gather, and a rooftop in the heart of the city programmed for community use. A 'changing places' facility will be incorporated into the new CH1.
A creative city	Melbourne encourages innovation and initiative. It fosters and values its creative community.	 Creative and curatorial opportunities will be integrated into the project throughout construction and the legacy design. The new CH1 aims to be an exemplar



		'Melbourne building' in expression, materials and experience.
A prosperous city	Melbourne will be regarded as an international destination by excelling in its chosen fields. Its entrepreneurs and businesses will thrive and all its people will enjoy its prosperity.	 The Precinct will revitalise a key area of Melbourne's central city and iconic retail core. Precinct activation will be created through a mix of leasing opportunities, increased public realm and amenity improvements The City of Melbourne workplace aims to become an exemplar of workplace design that connects people to nature in the heart of the city, with a focus on health and wellbeing.
A knowledge city	In a knowledge city, the collective power of mind and experience drives the city's prosperity, its ability to compete globally and the quality of life its people enjoy.	 Building on City of Melbourne's demonstrated leadership in sustainable design and the success of Council House 2 – Australia's first 6 Star Green Star office building, this development aims to be a benchmark for next-generation initiatives that can be collaboratively tested and used by community and industry.
A connected city	In a connected city, all people and goods can move to, from and within the city efficiently.	 End of trip facilities including showers and bicycle storage will be significantly increased within the Precinct. The creation of twin arcades will extend the existing laneway network through the site into an active and connected ground plane. Opportunities will be explored to create a shared zone in Royal Lane and pedestrianise Russel Place to encourage walking and increase activation.
A deliberative city	Melbourne will be a world leader in using participatory democratic approaches to decision-making.	• The heart of the precinct will contain a public commons 'forum' – a large, flexible meeting space at ground level designed to encourage community engagement and participation in Council activities.
A city managing change	Melbourne will be a leader in managing change driven by growth and technological advancement. These changes will be well integrated into the life of the city in a way that preserves the city's historical and cultural identity.	 Core structures of the built form are designed for maximum longevity, while also ensuring maximum flexibility for change in periphery, occupation and technologies. A 'plug in / plug out' system of adapting the building to future advancements in technology and systems is integral to ensuring resilience of the Precinct. Internally, all floors including



		basement and rooftops are designed to be adaptable for future uses.
A city with an Aboriginal focus	Aboriginal culture, knowledge and heritage will enrich the city's growth and development.	• In consultation with Traditional Owner groups, Aboriginal design principles will be integrated into the legacy of the Precinct to acknowledge and celebrate Melbourne's Aboriginal knowledge heritage and culture.

In addition to addressing the Future Melbourne 2026 Plan, the Bourke Street Precinct Redevelopment aims to respond to the following current City of Melbourne strategies and strategic plans:

City of Melbourne Strategies and Strategic Plans			
Transport Strategy 2012- 2030	Nature in the City 2017	Creative Strategy 2018-2028	
Bicycle Plan 2016-2020	Open Space Strategy 2012	Heritage Strategy 2013	
Climate Change Adaptation Strategy 2017	Total Watermark – City as a Catchment 2014	Municipal Integrated Water Management Plan 2017	
Green our City Strategic Action Plan 2017	Urban Forest Strategy 2012-2032 and Central City Precinct Plan	Last Kilometre Freight Plan 2016	
Aboriginal Melbourne Action Plan (refresh currently in development)	Climate Change Mitigation Strategy (refresh currently in development)	Waste and Resource Recovery Strategy (refresh currently in development)	

A Mixed-use Development

The Bourke Street Precinct Redevelopment will be a mixed-use development with an emphasis on creating a 'public commons' precinct. The table below outlines the approximate breakdown of area types:

Агеа Туре	NLA (m2)	(%)
Third Party space across CB and CH1	10,848	50%
City of Melbourne office accommodation in CH1	7,755	36%
Retail space on the ground plane	1,686	8%
Public space - the 'Forum' and additional public realm on the ground plane	1,415	6%
Total	21,704	100%



Preliminary Investment Case

A Preliminary Investment Case (PIC) for the Bourke Street Precinct Redevelopment was completed in late 2017.

The PIC considered a number of possible responses available to Council and assessed these against the identified investment objectives. These included:

Response 1:Do nothingResponse 2:A single staged development of PrecinctResponse 3:A two-staged development of the Precinct

From the analysis in the PIC the following recommendations were made:

- Remaining in the existing buildings is not recommended
 - The existing buildings (CH1 and the former Commonwealth Bank Building) are not adequate to service the office needs of Council. Furthermore, it does not appear feasible to undertake refurbishment works to enable the existing CH1 building to be a long-term solution for Council's office requirements in the precinct.
- Response 3 (A two-staged development of the Precinct) is the recommended approach
 - While Responses 2 and 3 are similar in their respective rating against the project investment criteria, **Response 3 is the marginally superior option** primarily due to its lower cost and risk compared to Response 2.

As such, Council resolved to endorse the preferred development response (Response 3 - A two-staged approach) as recommended in the PIC.

Interim funding was also allocated in the 2018/2019 Budget to complete a Final Investment Case, progress the architectural design and prepare documentation required to lodge a planning permit application.

2. Final Investment Case Summary

The Final Investment Case (FIC) for the Bourke Street Precinct Redevelopment was completed in September 2018. Below is a summary of the objectives, assessment and analysis.

2.1 Investment Objectives

Council Vision

"Council has shown significant leadership in the past through delivery of its 6 star Green Star rated CH2 office building and Library at The Dock and seeks to deliver a comparative project to support its future accommodation needs that, as a minimum, is equal to that achievement.



City of Melbourne Bourke Street Precinct Redevelopment Final Investment Case Summary

The Bourke Street Precinct Redevelopment has the capacity to demonstrate innovation through economic construction methodologies, minimisation of its environmental impact, a healthy and flexible work environment to suit the diverse business needs of Council and as an exemplar of sustainable and urban design principles in practice."

In late 2017, Council endorsed a preferred redevelopment option as recommended in the Preliminary Investment Case: a two-staged, Council-funded redevelopment of the CH1/former Commonwealth Bank building site in order to provide additional office and commercial space for lease or sale beyond Council's accommodation requirements.

Project Investment Objectives

In considering the Bourke Street Precinct (**Project**), Council wishes to achieve a redevelopment which comprises:

#	Objective	Description
1	High Quality Built Form	A high quality urban design and architectural form that is consistent with Council's strategic direction and goals regarding design excellence, sustainability and improved public realm / street interface.
2	High Quality Work Environment	Deliver an improved environment for staff and visitors that is consistent with Council and organisational values, to support creative and innovative cultures, and promotes staff retention, productivity and wellness.
3	Timeliness	An outcome that this project can be delivered in a timely manner.
4	Flexibility	Provides flexible options for Council accommodation into the future as needs change (including expansion and contraction) with the ability to integrate staging associated with future works to the Town Hall buildings.
5	Optimal Location	Provides Council office facilities in close proximity to the Melbourne Town Hall buildings.
6	Additional Income	Generate additional income streams from space not occupied by Council by optimising the development envelope available on the site for highest yielding uses.
7	Preferred Capital Management	Conforms to Council's preference to take direct responsibility for high quality asset management and continuing control of essential Council properties.
8	Sound Financial Management	Provides value for money.



2.2 Assessment Inputs

This section summarises the inputs that form the basis of the Final Investment Case analysis for the Bourke Street Precinct Redevelopment (BSPR).

Key Inputs for Financial Analysis

The key inputs used in the assessment of the financial analysis are:

Key inputs for financial analysis		
 Existing CH1 / former Commonwealth Bank building data 	Existing land value	
BSPR concept design report	BSPR productivity study	
BSPR procurement plan	BSPR design and construction program	
BSPR asset management and office leasing inputs	BSPR retail market inputs	
BSPR cost plan		

Design Documentation

Base building options considered were assessed on a range of criteria including:

- Access to natural light;
- Flexibility of floor plate;
- Health and wellbeing amenity offered;
- Quality of night purge; and
- Buildability and cost.

The key elements of the design include:

- Separate entrances, lift cores and services for the two new buildings (CH1 and CB);
- Council would initially occupy all of the redeveloped CB1 building (whilst the new CH1 building is being constructed).
- Following the completion of CH1, City of Melbourne would occupy approximately seven levels of CH1.
- The remaining levels of CH1 would be available to be leased to third party tenants.
- CB1 would be fully available to be leased to third party tenants (both retail and office). CB1 is readily able to be separately titled therefore providing Council with the opportunity to sell this asset in the future if so desired.



City of Melbourne Bourke Street Precinct Redevelopment Final Investment Case Summary

• The basement level of CH2 will be reconfigured to remove parking, upgrade end of trip facilities and make available space for building services. In effect, the CH2 basement will form part of an integrated CH1/CH2 development.

Schedule of Area

Key observations with respect to the BSPR area are summarised as follows:

- The area dedicated to accommodate Council staff is approximately 7,755 sqm:
 - The new CH1 could accommodate all staff currently located in CH1 and the former Commonwealth Bank building, while also allowing for future growth.
 - It also includes provision to relocate staff currently in the Town Hall Administration Building, allowing a future Town Hall restoration and refurbishment project.

Office Rents, Incentives and Outgoings

As part of the preparation of this report, Council commissioned a report to provide advice on office market information. The report included current rental, incentive and outgoing information as well as forecast estimates for the period through to 2027.

Retail Rents, Incentives and Outgoings

As part of the preparation of this report, Council sought out current retail market information from a leading retail agent and manager in the CBD precinct. The report included current rental and incentive information.

Life Cycle Costs

The life cycle costing looks at each building and services element and provides an estimated timing and cost for upgrade or replacement over the first 30 years of operation.

Productivity Benefits

Council commissioned a report to provide an estimate of the productivity benefits likely to be achieved in moving staff from the existing CH1 and former Commonwealth Bank Building into a new facility in a redeveloped CH1. The report:

- Reviewed the CH2 productivity benefits business case;
- Analysed additional productivity benefits for the proposed redevelopment particularly related to biophilia, human centric / circadian lighting and individual user-control on lighting and temperature; and
- Undertook a financial benefit analysis.

In the base case financial analysis in this FIC we have not assumed any productivity benefits, however, we have showed the impact of the more conservative productivity benefit estimate on the financial analysis as a separate scenario.



2.3 Financial Analysis

This section of the report assesses the overall cost to undertake the development and the medium and long-term financial impacts to Council as both an occupier of the space and a landlord of spaces leased to third parties.

Total Development Cost

The FIC is based on a total development cost of \$232 million. This cost encompasses all forecast costs including design, demolition, construction, leasing incentives commissions and the fitout of Council offices.

Overall Cost to Council

Using the input data from the various reports with respect to market rentals, outgoings and incentives, an analysis of the nominal cost to Council of undertaking the proposed development was produced. The nominal cost in this analysis include escalation, however, it does not include any impacts or adjustments for the time value of money and simply represents the cash flow in and out for Council.

It should also be noted that all analysis in this report assumes Council is self-funding all costs associated with the development and operations.

- **Base Case**: This assumes that Council only occupies approximately seven levels of CH1 and that all other spaces are leased to third party tenants
- **Productivity Benefits**: This scenario assumes the Base Case with the inclusion of the productivity benefits estimated are achieved on an annual basis.

All operational costs and revenues have been estimated by the expert reports in either 2018 dollars (for example life cycle costings) or at building completion date of 2025 (e.g. office rentals and incentives). For the 10-year and 30-year operational analysis we have assumed appropriate escalation on all costs. Rents have been escalated at rates commensurate with prevailing market rates.

Base Case (excluding productivity benefits)

The Nominal Cost to FY2053 is \$46.6 million.

Base Case Including Productivity Benefits

Rather than a net cost, this investment returns \$153.3 million to Council through rent and productivity savings over the period to FY2053 (on the basis that the productivity benefits can me monetarised).

The nominal cashflow analysis suggests that the project "breaks even" at approximately year 20 of operations.



Net Present Cost

Following on from the scenario analysis in the section above, a Net Present Cost (NPC) analysis for each of the scenarios is shown below. In addition to the inputs discussed in the section above, the following assumptions have been used in the NPC analysis:

Item	Assumption
Council Cost of Capital	6.0% per annum (as per PIC)
Retail Vacancy Rate	5% throughout the operational period
Office Vacancy Rate	5% throughout the operational period

The NPC has been calculated based on a 30-year operational period assuming a sale of the asset at the end of year 30.

Base Case Net Present Cost

A NPC of the Base Case scenario is \$29.7m. Whilst the nominal cost to Council is \$46.6m, most of the spend is in the early years (i.e. during the development) with the income increasing over the latter years. As such, the NPC is higher than the nominal cost – in this case \$118.9m. This is offset by the terminal value of \$700m which when discounted back gives a benefit (or net present value) of \$89.2m. Hence the total NPC of the project is calculated as 29.7m.

Base Case Net Present Cost	\$'000
Net Present Cost (discounted by Council WACC)	(118,935)
Terminal Value in year 30	\$89,229
Total NPC of Investment	(29,707)

Productivity Benefits Net Present Cost

Unlike the Base Case, we see that this scenario has a net positive contribution to Council over the 30-year period of \$153.3m as indicated in the table below. However, like the base case, the large costs are in the early years whilst the large benefits (rents and in this case productivity savings) occur in the latter years.

Accordingly, even though the 30-year nominal cash flow is positive, the NPC of that cash flow shows a net cost (rather than benefit) to Council of \$59.0m. Once the effect of the terminal value is applied, this scenario has a net present value (rather than cost) to Council of \$30.2m.

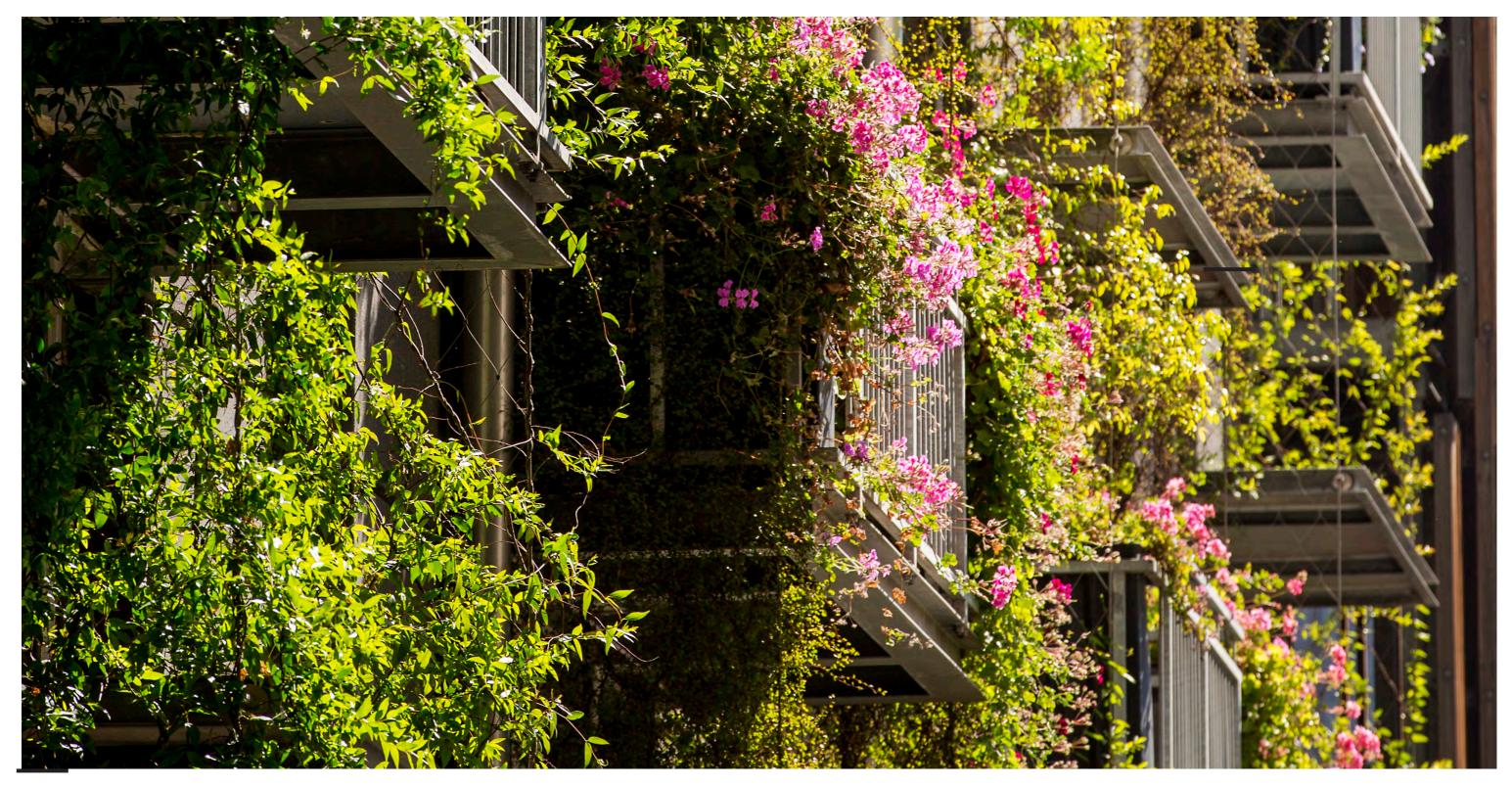
Productivity Benefits Net Present Cost	\$'000
Net Present Cost (discounted by Council WACC)	(59,046)
Terminal Value in year 30	89,229
Total NPC of Investment	30,182

In October 2018, Council approved the Bourke Street Precinct Redevelopment Final Investment Case.



DesignInc





City of Melbourne Bourke Street Precinct Redevelopment



Attachment 3 Agenda Item 6.2 Future Melbourne Committee 10 December 2018

Architecture Urban Design Interiors designinc.com.au

EXECUTIVE SUMMARY

Architectural Report

Architecture + Urban Design 18007 29.11.2018

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EXECUTIVE SUMMARY

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1.1 Project background

The Bourke Street Precinct Redevelopment will be a legacy development that integrates initiatives and targets outlined by key City of Melbourne strategies and plans.

Primarily, the Bourke Street Precinct Redevelopment responds to City of Melbourne's Future Melbourne 2026 Plan, which was developed in 2016 and sets out the community's aspirations for the city through a series of goals. The Bourke Street Precinct is the block bound by Little Collins Street, Royal Lane, Russell Place and Bourke Street in the central city of Melbourne. This site, which has been identified for redevelopment includes multiple land holdings:

- Council House 1 (200 Little Collins Street),
- The former Commonwealth Bank Building (219-225 Bourke Street), and
- Adjacent properties at 229 and 231 Bourke Street.

A high priority regeneration project, the Bourke Street Precinct Redevelopment will improve precinct activation to revitalise the area, create a public commons address, address City of Melbourne's current and future accommodation needs and create commercial opportunities all while maintaining asset ownership.

Importantly, the project is also an opportunity to create an exemplar development in sustainability and urban design, aligning to City of Melbourne's Future Melbourne 2026 goals and priorities.

The project rationale for the Bourke Street Precinct Redevelopment (BSPR) can be summarised as follows:

- The existing Council House 1 (CH1) building has reached the end of its useful life as an office building;
- The current CH1 building does not optimise the development and activation potential of the site allowable under the Melbourne Planning Scheme; and
- The existing buildings do not provide the capacity to accommodate the future needs of Council.





2

4

1 Project site

Melbourne Town Hall Buildings

3 Council House 2

Former Commonwealth Bank

5 Council House 1 (existing)

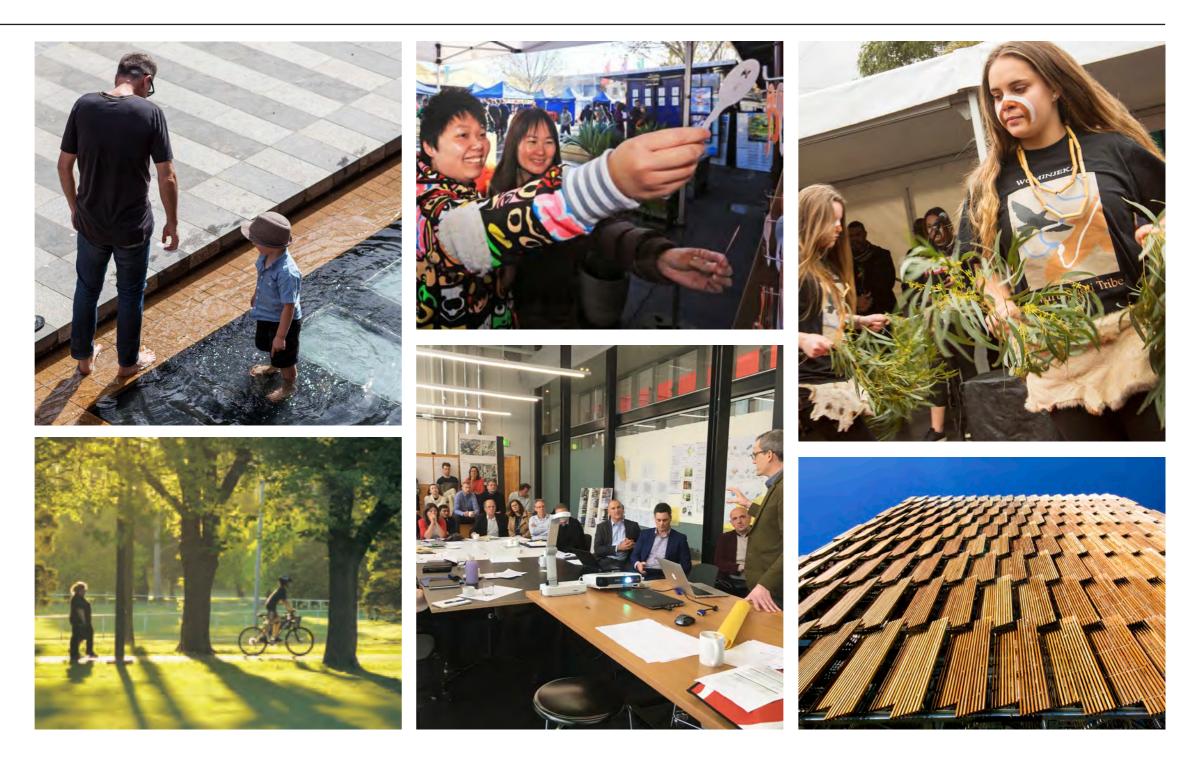
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1.2 Vision

Council Vision

'Council has shown significant leadership in the past through delivery of its 6-star Green Star rated CH2 office building and Library at The Dock and seeks to deliver a comparative project to support its future accommodation needs that, as a minimum, is equal to that achievement.'

Referenced from *Town Hall Precinct (CH1 portion)* Redevelopment project – Architectural Services Brief.



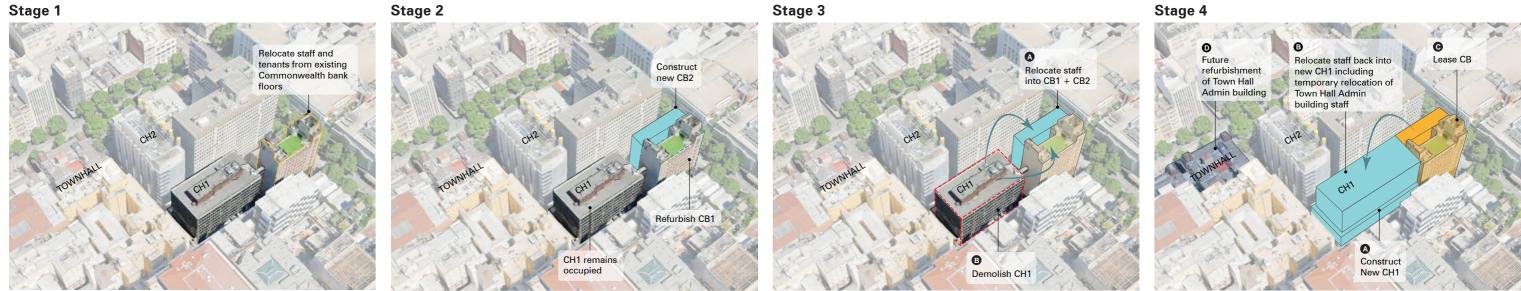


The project aspires to be much more than a council building...it will be a city "public commons"

1.3 Staging

The Bourke Street Precinct Redevelopment project consists of a staged redevelopment of the existing Bourke Street former Commonwealth Bank and the existing Council House 1 (CH1) site. It also includes refurbishment work to the basement of CH2.

The former Commonwealth Bank building will be extended west to form a larger integrated building. Following this the existing CH1 will be demolished to make way for a new CH1 (refer staging diagrams for detail).



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Staged redevelopment steps



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1.4 Project objectives

Project Objectives



Revitalising the Bourke Street Precinct by creating an open, accessible 'public commons'



Creating a healthy and flexible work environment to suit the diverse business needs of the City of Melbourne



Demonstrating innovation through economic construction methodologies

Creating an exemplar of sustainable urban design

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Project Priorities

- Maximising site potential and 24/7 1 utilisation Retail and third-party initiatives
- Reduces the cost of other services
- Council provides to community
- Opportunities for identities
- Alternative occupations run by someone else, used by CoM
- Basement opportunities revenue EOT
- Alternative uses at night. Most value out of occupation - 24 hours
- Roofs opportunity to link
- Optimal utilisation

High quality sustainable built form 2 design excellence, both urban and architectural

- Urban design activation, active frontages, precinct connectivity, quality public realm
- Legibility (educates), quality and identity (CoM) of architecture expressed
- Acknowledges Aboriginal history, heritage and identity (cultural)
- Features and celebrates local (identity), healthy, innovative materials
- **Exemplifies Council Values and Goals** of the current Council Plan
- Global or local excellence? Best of its type
- Exemplar Melbourne building, local tradition
- Design life metabolism
- Permeability safety, democracy, security
- Social significance
- Cultural safety

- High quality public and work environment - health and flexibility
- Wellbeing, biophilic design and workplace outcomes

3

- Flexible base build for flexible workplace/workstyles
- Extended workplace health opportunities beyond the office
- Adjustable to suit alternative uses or Council operational needs overnight
- Integration of recreation and restorative spaces
- End of trip experience
- Neighbourhood diversity
- Multi-generational accommodation
- Variability in work settings
- Productivity and absenteeism
- Education what happens at CoM?
- Understanding our business
- Enabling community
- Expression of culture
- Workplace beyond CoM
- Support creative and innovative culture **Timeliness and construction**

innovation

- Adaptable structure pre-fab, modular Sustainable/timber structure – hybrid
- Staging efficiency

4

- Investment in local trades and businesses
- Reuse of CB/CH1 fitout
- Demolition recycling initiatives
- Refining proved solutions
- Recycling other old buildings
- CB-adaptive reuse
- Impact to surrounding environment
- Post-consumer recycled products/

Flexibility in future occupancy and staging

- Deconstruction ability to create new voids and modify floorplates
- Adaptable future uses basement, ground floors, supper floors, rooftop floor plate
- Electric and autonomous cars
- Technology, staff mobility
- Designed for future technology change



- Shared precinct or co-location of services
- After-trip facilities
- Highest amenity focused on most widely accessible features
- Precinct waste management
- Macro generation of energy
- Identity and access



- Efficiency of floor plate design/cost per m²
- Maximum yield and optimum yield
- Appropriate quality for investment
- Holistic approach to services efficiency
 - addresses whole Town Hall precinct
- Design life
- Whole-of-life
- Optimise capitalisation of CB
- Urban forest precinct plan
- Waste and resource recovery strategy

8 strategic direction for sustainable urb and development

Future Melbourne 2026 go

Alignment of integration with

City of Melbourne's overarching

- A city that cares for its e
- A city for people A creative city
- A prosperous city
- A knowledge city
- A connected city
- A deliberative city
- A city managing change
- A city with an Aborigina

City of Melbourne Strateg Strategic Plan

- Transport strategy 2012
- Bicycle plan 2016 2020
- Climate change adaptio Greening out city strate

Nature in city 2017

2014

2017

led by the City of

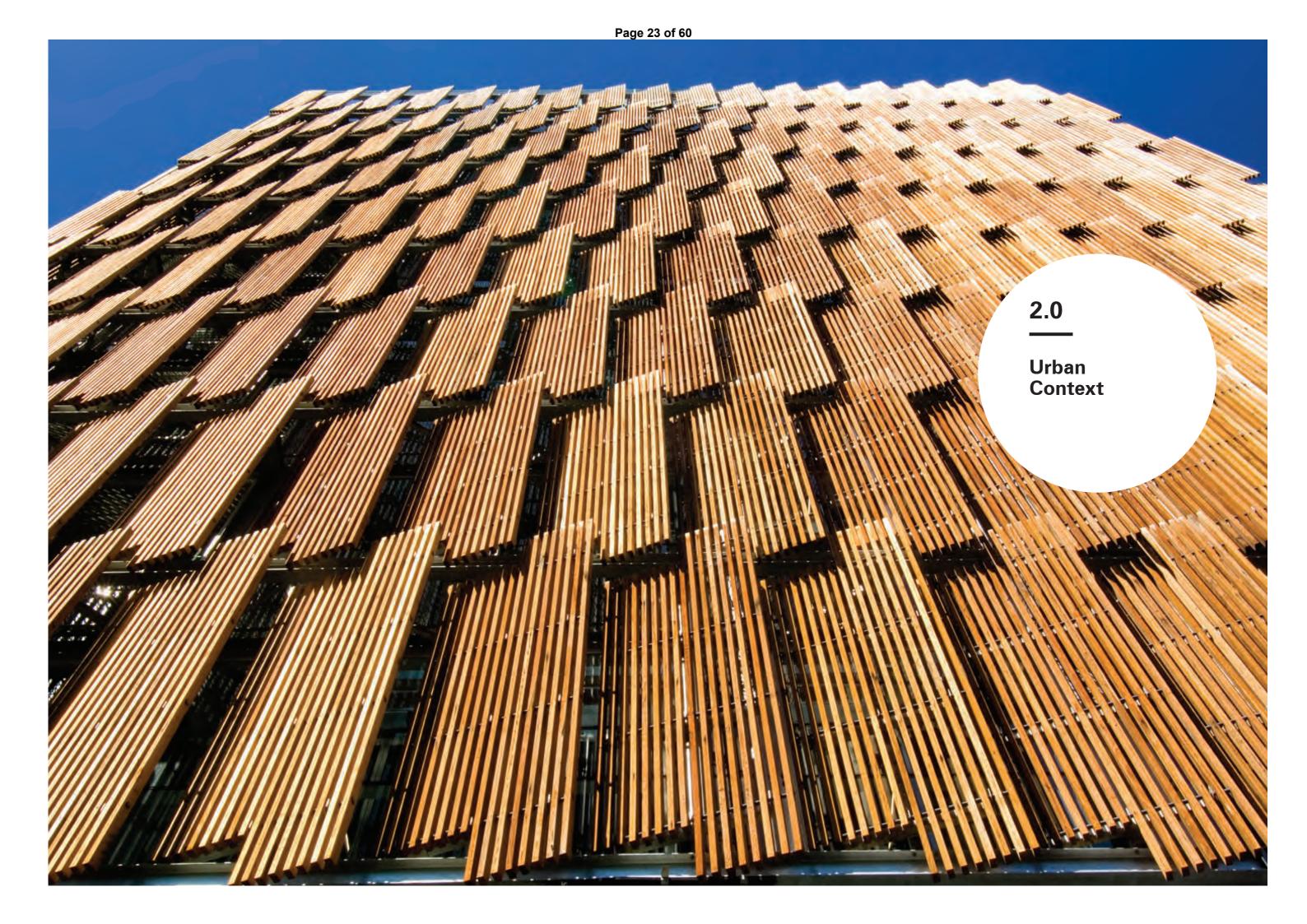
These strategies and goals establish

the following strategic directions for

strategic directions and goals for sustainable urban design and development	development projects led by the City of Melbourne:	
	_	Human wellbeing and healthy ecosystems
ture Melbourne 2026 goals A city that cares for its environment A city for people	_	Wellbeing and healthy ecosystems – connections to nature, biophilic strategies. Light, air, landscape, natural experiences.
A creative city	_	Carbon neutral or positive
A prosperous city A knowledge city A connected city	_	Climate resilient buildings and contributes positively to a climate resilient community
A deliberative city	_	Water sensitive
A city managing change	_	Resource efficient – zero waste
A city with an Aboriginal focus	_	Local and global leadership Environmental systems & strategies:
ry of Melbourne Strategies and rategic Plan	_	 Night purge/thermal mass Underfloor air and services
Transport strategy 2012 - 2030		 100% fresh air
Bicycle plan 2016 - 2020		 Chilled ceilings
Climate change adaption strategy 2017		– PV
Greening out city strategic action plan 2017	_	Aboriginal employment – social
Aboriginal Melbourne action plan	_	Gender neutrality – social Transparency

Open space strategy 2012 Total watermark city as a catchment

Urban forest strategy 2012 - 2032 Climate change mitigation strategy Creative strategy 2018 - 2028 Heritage strategy 2013 Integrated water management plan



2.0 Urban Context

2.1 Existing site and network

The site is strategically located within the retail core of the Central Business District.

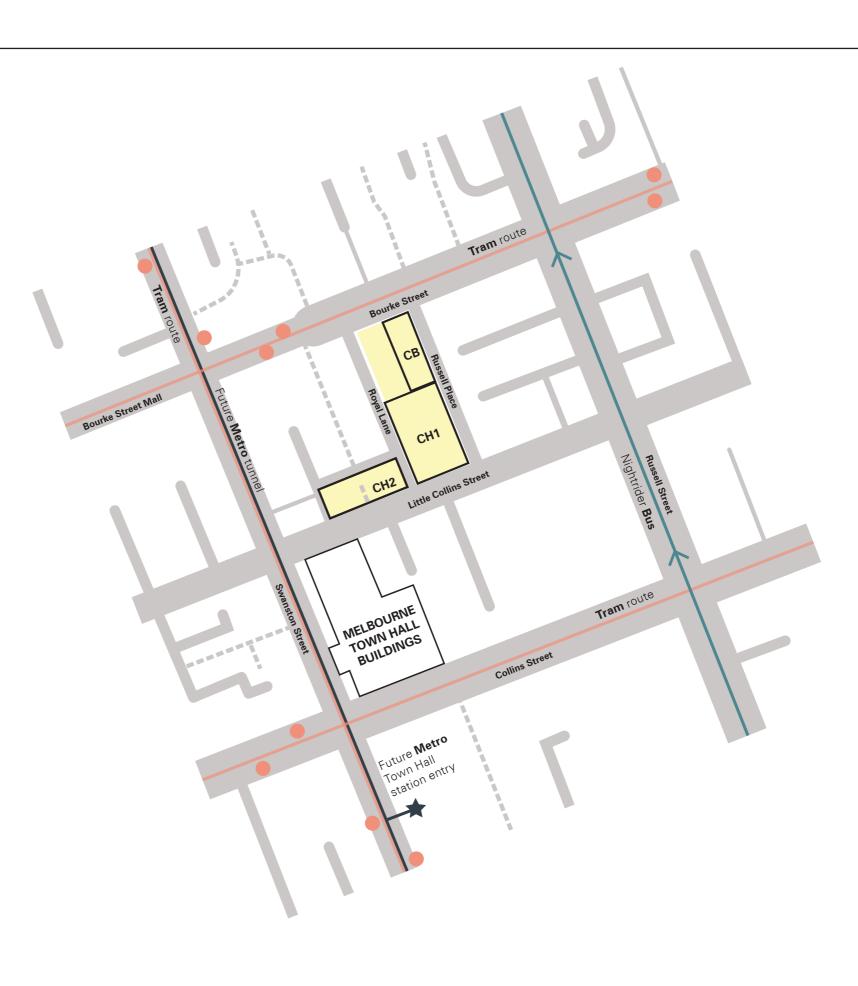
Bounded by two streets and two laneways, there is strong potential to improve the existing network of active frontages and fine grain shopfronts.

The project site has the following features:

- The immediate site precinct is predominately retail on the ground plane.
- There is a fine grain of entries surrounding the site with the exception of Royal Lane which is dominated by a blank wall to the Tivoli Arcade and the inactive frontages to existing CH1.
- The eastern side of Russell place offers an excellent example of laneway grain and activation.
- The immediate site precinct is well connected to multiple tram routes.
- The future Metro tunnel connection is located within close vicinity of site.



Tram stop Future **Metro** tunnel Future **Metro** Town Hall Station entry Nightrider **bus**





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2.0 Urban Context

2.2 Existing built form

The surrounding precinct is characterised by:

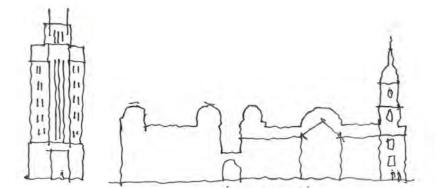
- **1** Built form with strong vertical lines and continuous vertical elements.
- 2 Detailed facade treatments include formal patterns, strong gestures and high articulation.
- **3** A contrast of solid and fine grains, with primary structure and mass representing organising elements and secondary elements infilled with a lighter weight.

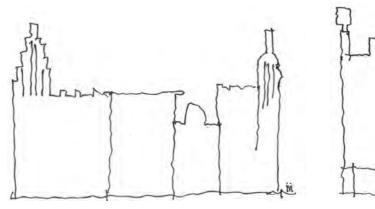
Other considerations:

Although the site is abutted by varying scales of built form, there exists is a dominant 40 metre height to the precinct.

The surrounding morphology primarily includes 30-40 metre high vertically expressive forms with no setbacks or podiums. These include CH2, the former Commonwealth Bank building, the Victoria Hotel and the Western side of Swanston Street.

There is a mandatory 40 metre height limit on the proposed site and requirements for street walls and upper level setbacks.







CH1 on Little Collins Street



Former Commonwealth Bank building on Bourke Street

Buildings along Bourke Street







Russell Place





Royal Lane

2.0 Urban Context

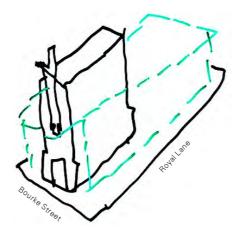
2.3 Key contextual influences

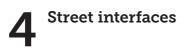
Six key contextual influences set the basis of the design response:



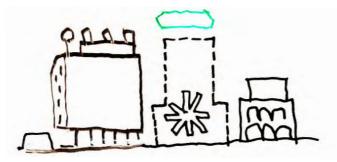
The history and cultural heritage of the site

Past uses and influences, existing _ heritage values

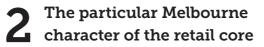




Both Little Collins Street and Bourke _ Street existing interfaces offer a very poor urban contribution to the street. Significant opportunity exists to enhance.



Little Collins Street

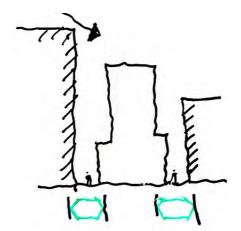


Opportunity to define what a _ Melbourne building experience of the future might be



The enclosed and protected 5 environment

- Enclosed Laneways present a need to _ maximise daylight
- Taller adjoining RMIT building provides good shelter to new rooftops from summer sun and winds



6

3

_



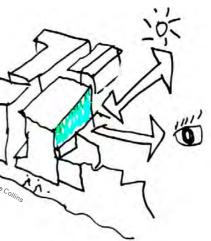
The laneway network and small scale mixed use

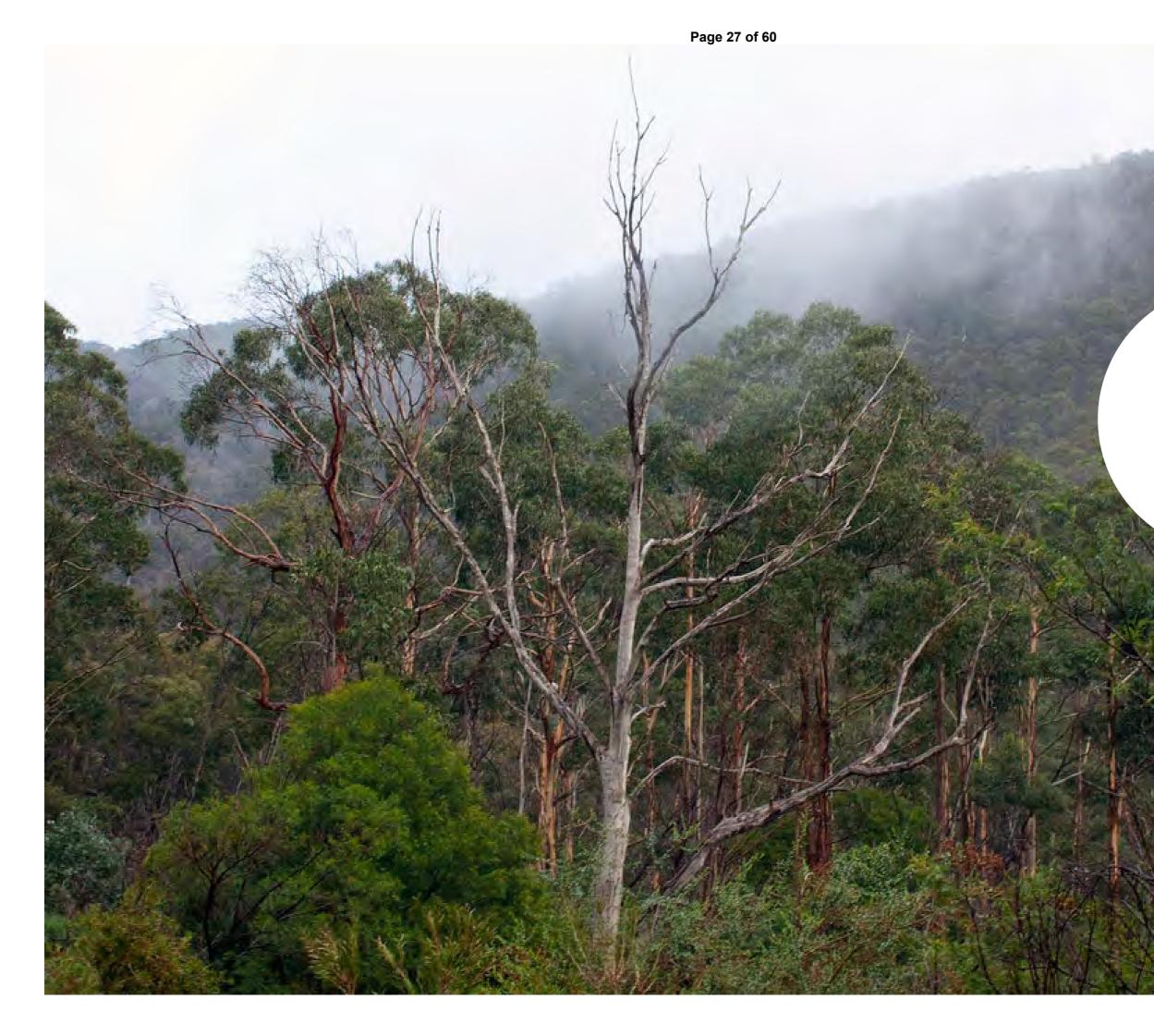
Strong opportunities to enhance and further connect the existing network Provide the exposure for small innovative retail



The north-east amenity

Significant opportunities for daylight, sun, views, landscape and expressed identity.





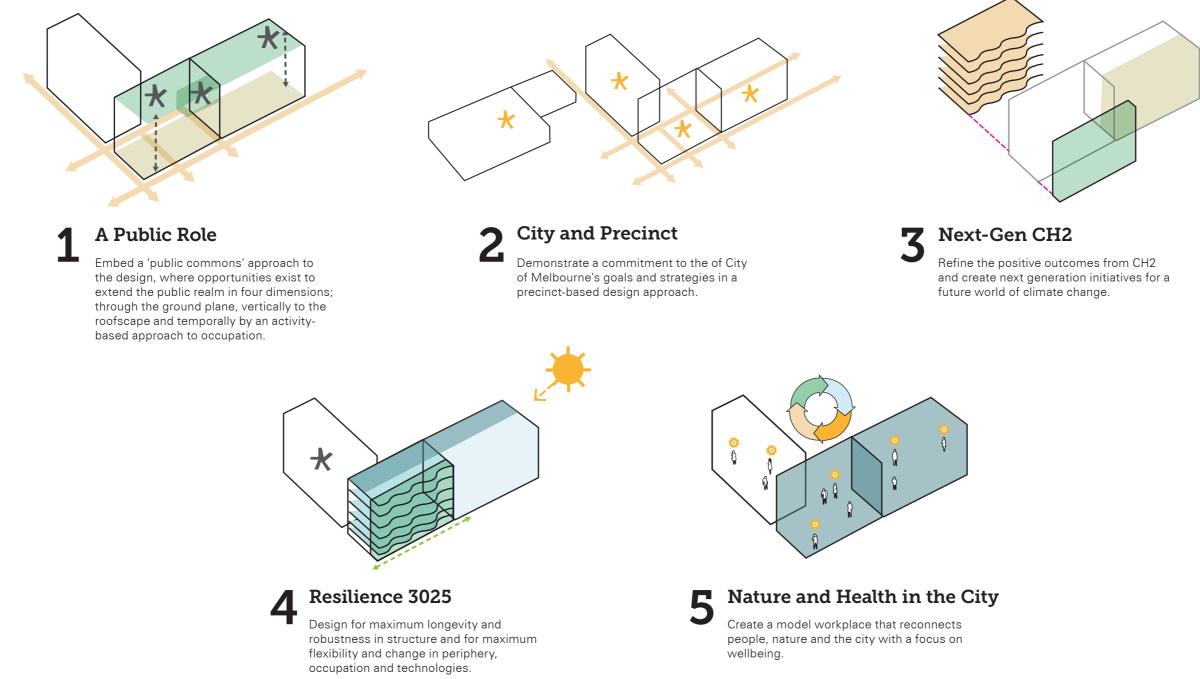
3.0

Design Principles

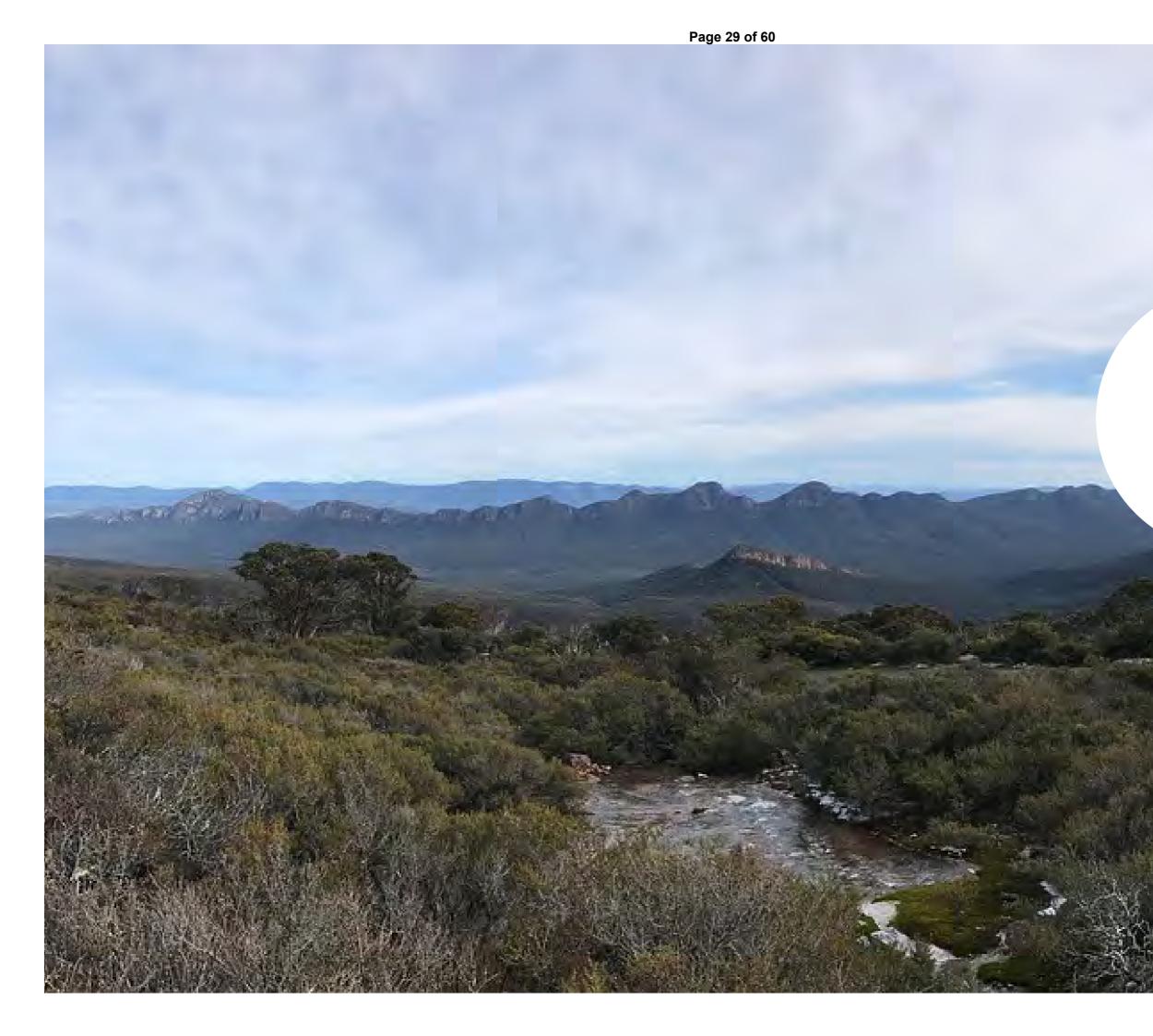
3.0 Design Principles

3.2 Five key design principles

Five key design principles respond to the brief and urban context. These have been used to inform the following design response.







4.0

Design Response

4.1 Concept: A Melbourne forest experience

The spatial and material experiences of Melbourne's inner core are reinterpreted through the rich diversity of a forest.



The conceptual framework can be understood as an analogy and filter for developing the design.

The spatial and material experiences of Melbourne's inner core are re-interpreted through the rich diversity of a forest.

- Expressing natural form, patterns and materials,
- Vertical layers of resilience, _
- Spatial and thermal variability, _
- Harvesting all the natural resources the _ site has to offer,
- Ever-adapting to Climate Change. _



The overall spatial qualities of the building follow a "5 Layers of Resilience" model.

Like the layers of a forest, each one is discrete but also part of an interconnected whole.

'The forest performs a great number of functions, both as a natural formation and as a product of skillful human activity

A forest embodies the climate and environment in which it exists.

It is resilient in its structure and its ability to bounce back from adversity.

It grows slow but sturdy; metabolising, expanding and contracting to stand the tests of time.

A forest learns from its history and is everadapting.

As its surrounds change, a forest will adapt to thrive in its new environment.

It is enriched by the diversity of its flora and fauna.

It makes the most of what nature offers, harvesting water, nutrients and energy from the sun.

It then gives back by providing stable climate, clean air, purified water and a positive carbon impact.'



Arcades and laneways



Discovered spaces

2



Repeated patterns





Contrast of solid and fine grain

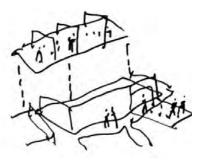


Key Melbourne built form + character experiences

Spatial experience



Reveals and thresholds



Layered experience

Facades and details





Vertical grain

Materiality and public art

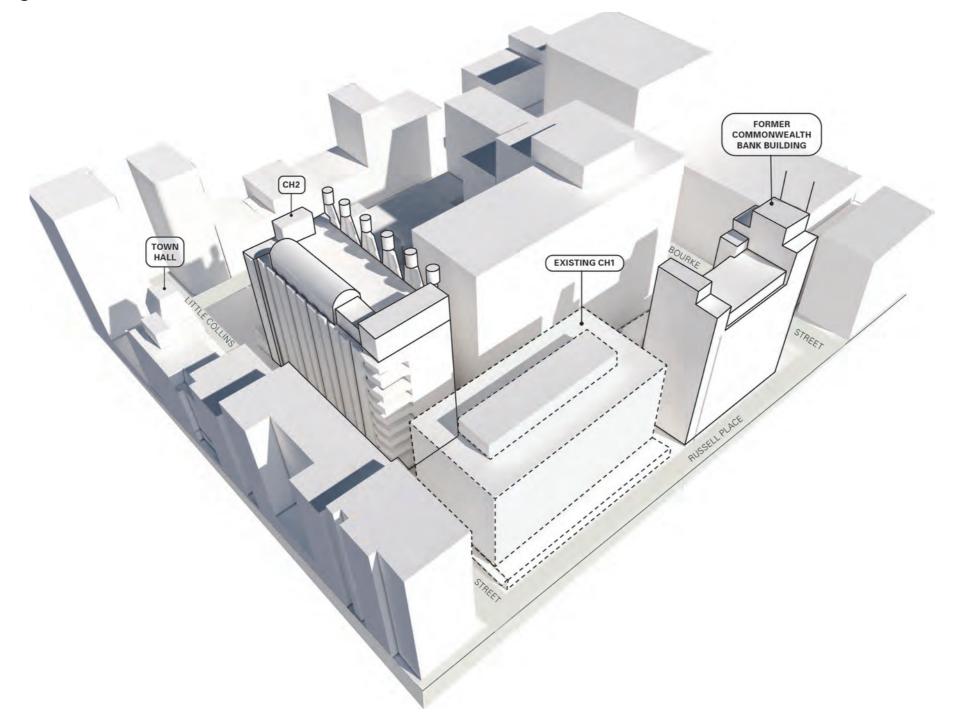




Patterned ground plane

4.2 Design narrative

Existing Conditions





4.2 Design narrative

1

Extend the public realm with two new links through the site.

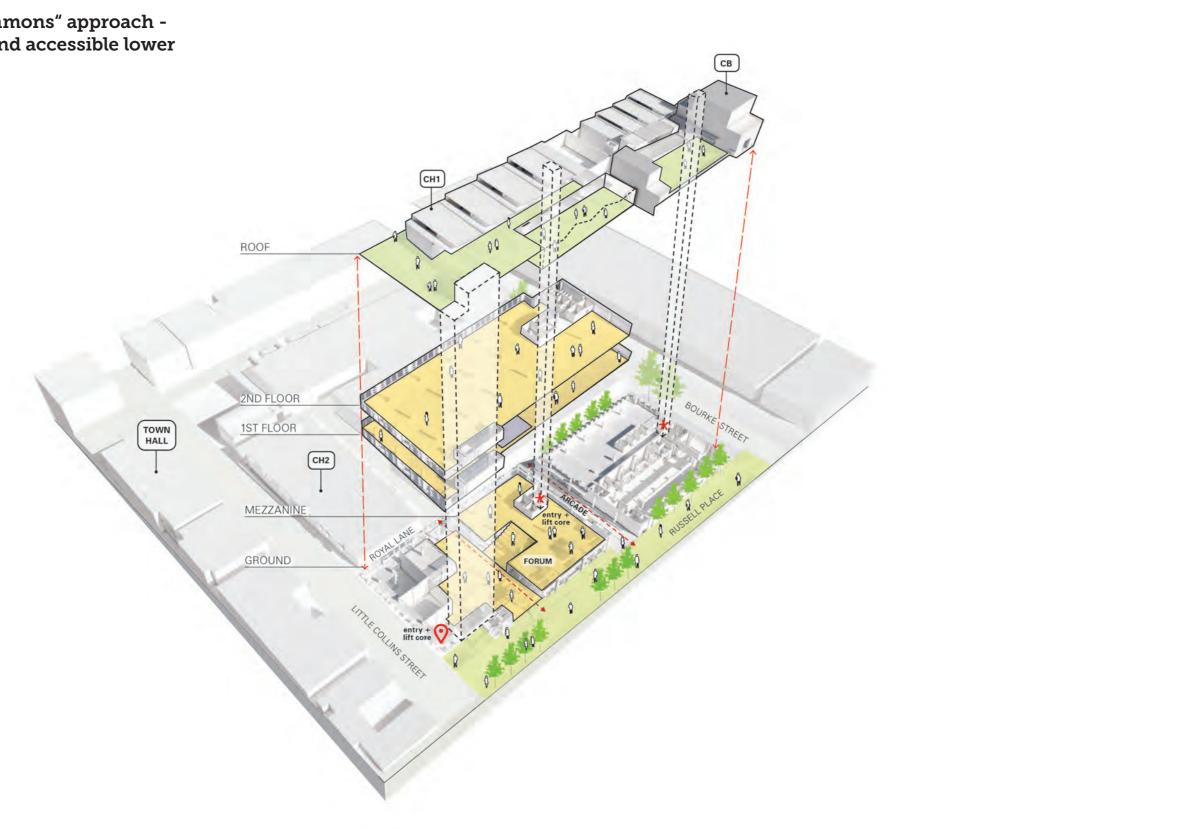




Page 33 of 60

4.2 Design narrative

Embed a "public commons" approach -2 Embed a "public commons appression with a highly open and accessible lower four floors.

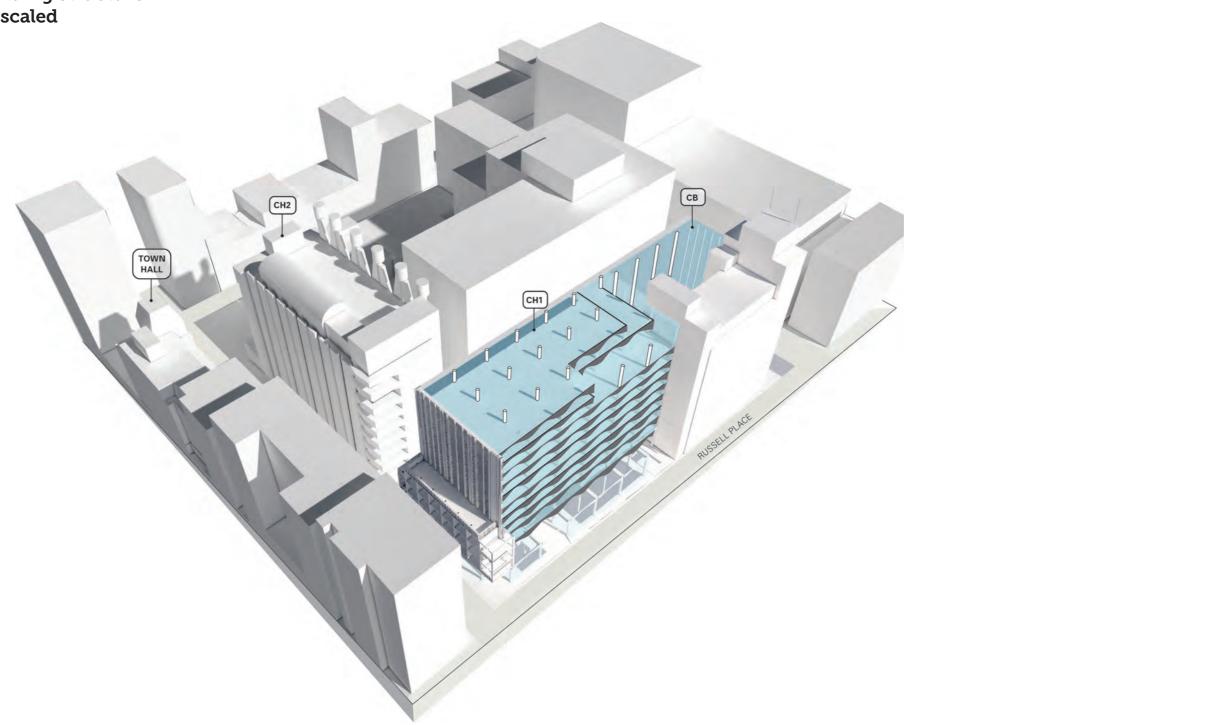




4.2 Design narrative



Create a resilient building structure within an optimum scaled development.





4.2 Design narrative



Construct an eastern garden scaffold - a green, biophilic edge for the building and the city.

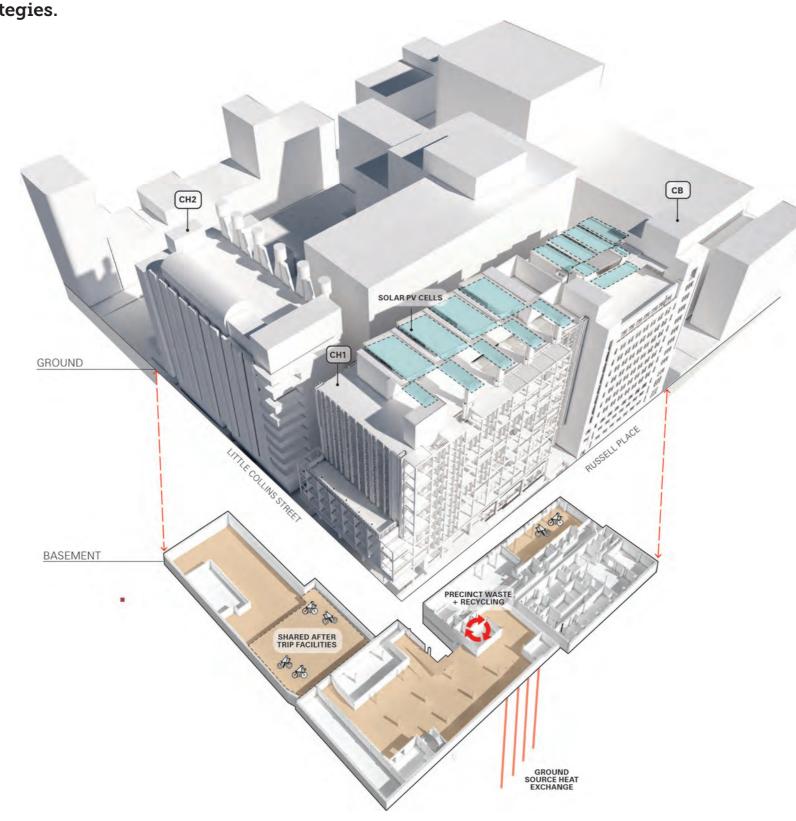




4.2 Design narrative

5

Demonstrate a precinct based approach to environmental initiatives and City of Melbourne goals and strategies.







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4.2 Key design elements summary

Key elements of the design



The lower four floors allow flexibility in use and operation – for public use, tenants and other City of Melbourne functions.



The Forum

Provides a public, flexible, multitiered meeting space at ground level as well as extending the laneway network. It is proposed to be a primary interface between the City of Melbourne and the city.

3 Arcade

Extends the existing laneway network into an active, connected ground plane. The Arcade provides flexibile entry and access to multiple users and tenants.



The Shared Roofscape

Provides rooftop amenity for City of Melbourne staff and controlled public access.



Aims to create a model indoor environment with high levels of workplace flexibility.

6 The Eastern Garden

Creates a green edge for the building and the city. As a buffer space it provides a high level of amenity from within CH1 and from the adjoining Little Hero apartments. It also showcases timber scaffold construction, collects water, harvests eastern sunlight and provides naturally ventilated workplaces.

The 'Green Laneway'

7

A shared zone that provides onsite capture of laneway stormwater for landscape and connects to the Eastern Garden.

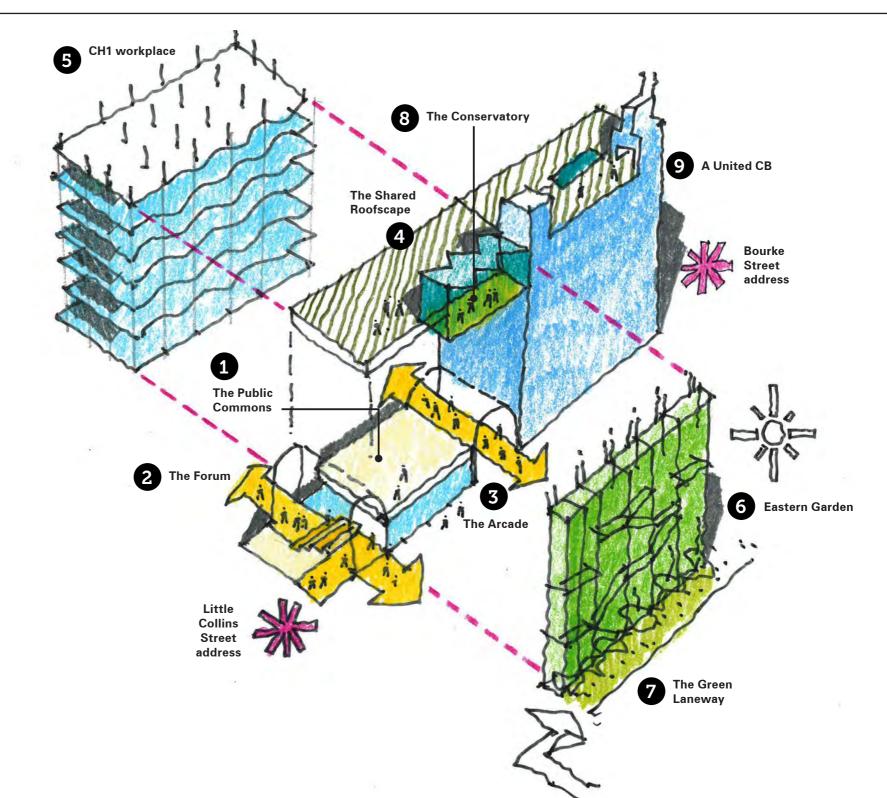
8 The 'Conservatory'

An indoor / outdoor workplace hub with high levels of amenity sunlight, views, natural ventilation, edible landscape. It doubles as an all-weather controlled public function space.

A United CB

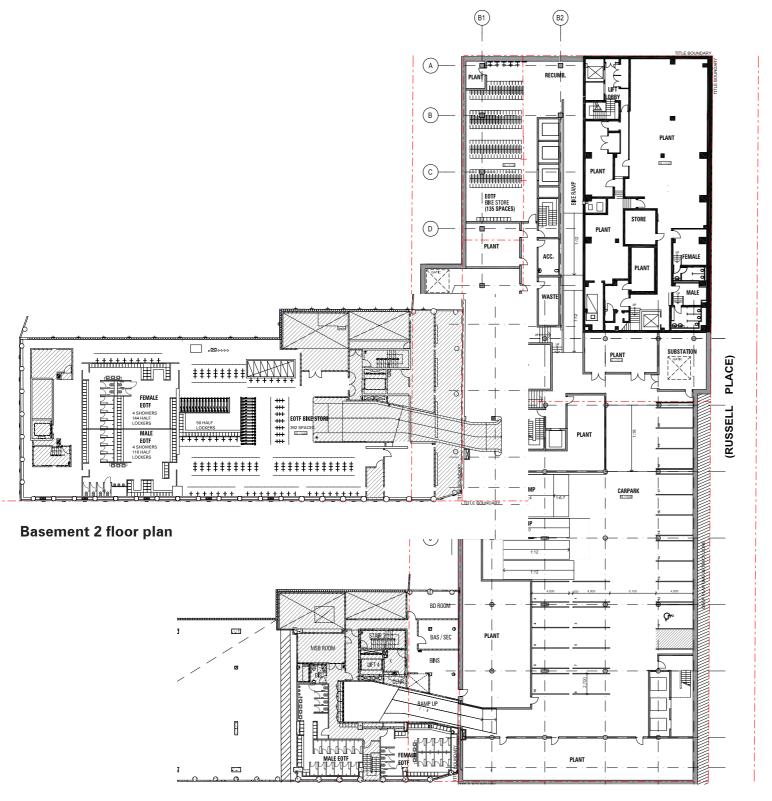
9

The existing former Commonwealth Bank building is extended to create a flexible commercial office building with opportunity for multiple tenants per floor and separate roof top retail lease.





4.3 Key Plans



Basement 1 floor plan

Page 38 of 60

SERVICE LANE

B

ĆC

D

E

(G

LANE

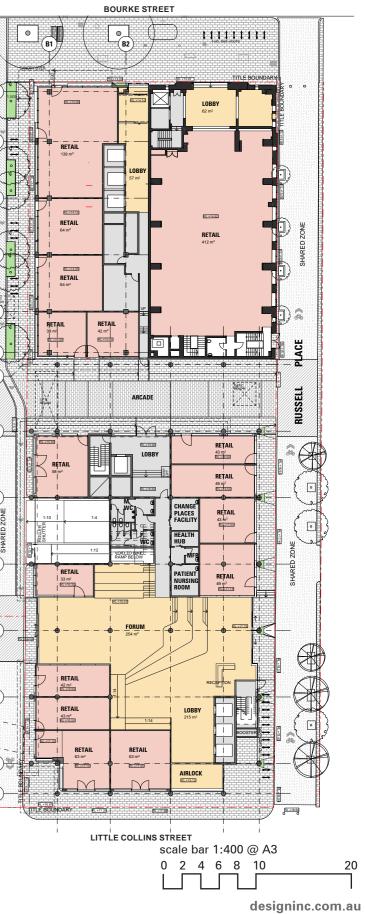
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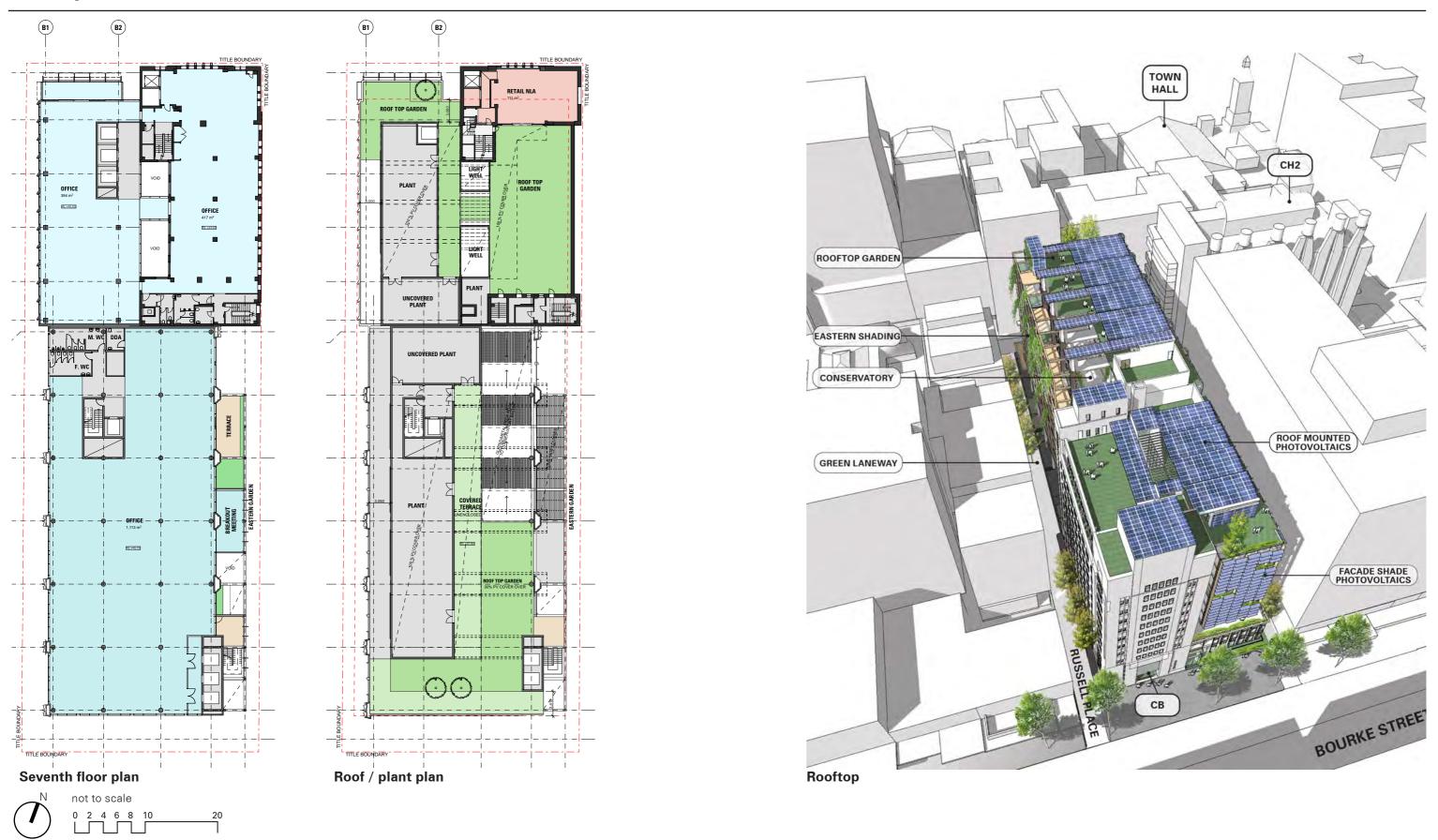
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Ground floor plan





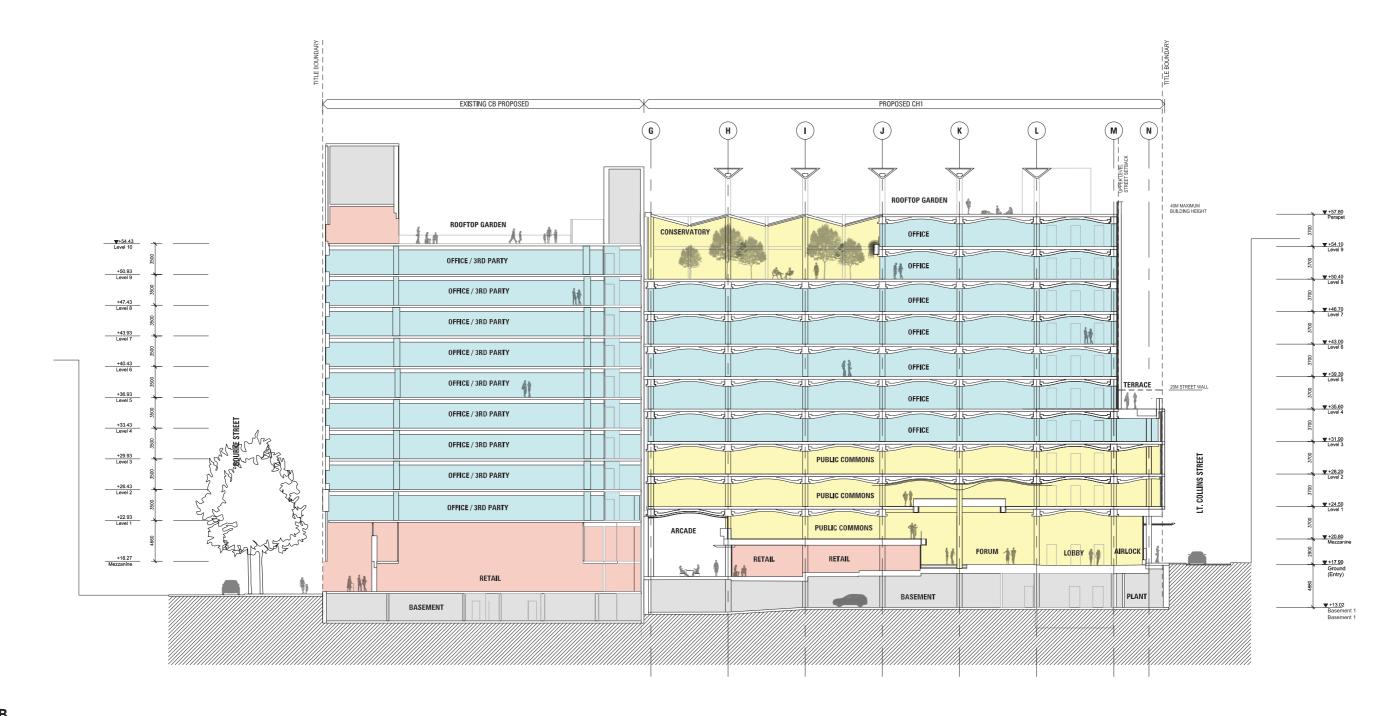
4.3 Key Plans



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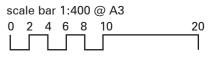
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4.4 Key Section



Section BB

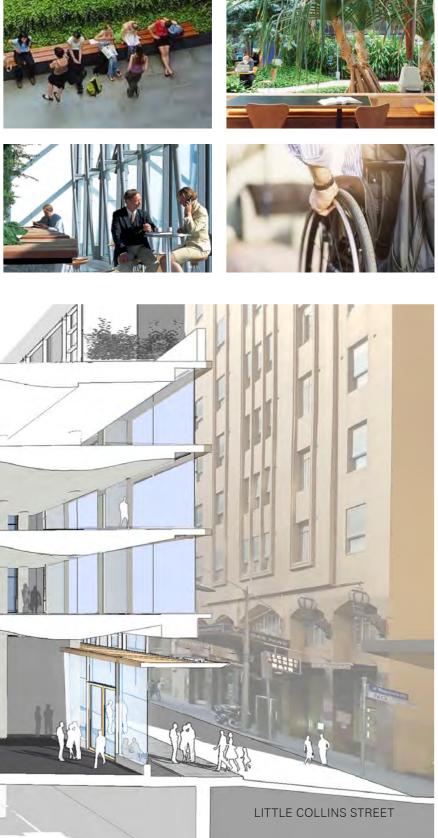


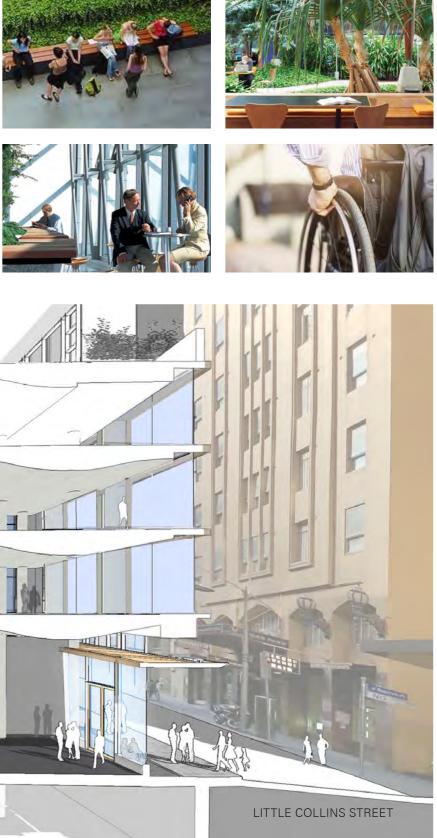




5.1 Public Commons

The Public Commons is a series of





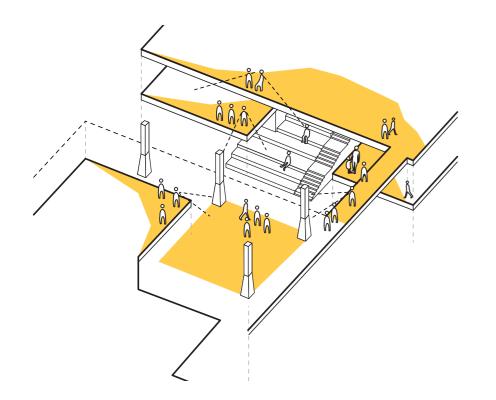


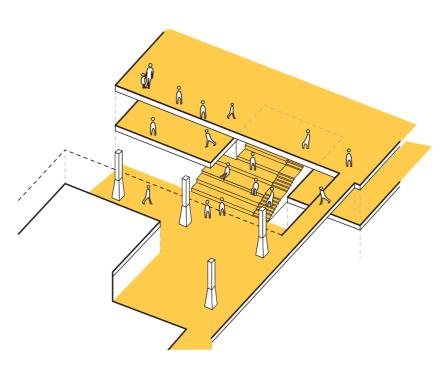
Section through the Public Commons and Forum

DRAF

5.1 The Public Commons

Key features of the Public Commons:





Volume & Visual Connectivity

Mezzanine and first floor balustrades provide strong visual connection to the Forum.

Upper floors bridge over the void, activating the Forum at the upper levels.

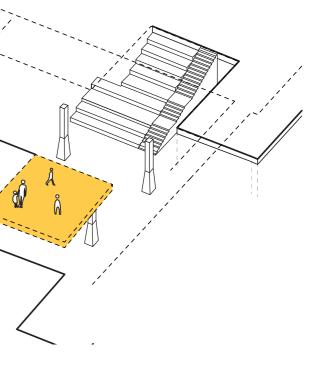


Extension of Ground Plane

The performance stair can support a range of activities and promotes accessibility and movement to the upper levels of the Public Commons.

The Forum allows accessible pedestrian movement through the building and connects Royal Lane and Russell Place.





Variable Infill Structure

The mezzanine level is constructed with a timber structure to allow modifications over time.

The lightweight floors can be removed or added to create voids or new floor area as required.

5.2 The Forum

Extending the Laneway

In line with the existing Rainbow Alley, the Forum acts as a direct public link between Royal Lane and Russell Place extending the existing laneway network. Multiple entrances allow the space to be permeable from street and lane way frontages inviting people to enter, stay, experience and transition through the space.

Accessibility

There is an accessible ramp that navigates the level changes through the space providing equal level access.

Flexibility

The Forum has been designed with multiple uses in mind to maximise flexibility for community and cultural engagement within the space. It functions as an informal public space but can also accommodate programmed events and displays.

Biophilic Qualities

The Forum is envisaged as space that blurs the boundaries between indoors and outdoors. The aim is to connect people to nature and provide an uplifting sanctuary for those using the space that has a positive impact on wellbeing and health.

The double height volume running through the space using a mixed mode approach to heating and ventilation providing access to natural light and air.

Extensive planting is proposed throughout with landscaped balconies that cascade up through the double height void.

At the top of the void a curved ceiling element suspended below the structure employs a range of lighting modes that can be set to mimic daylight to optimise circadian health and wellbeing. The lighting element can also be varied and programmed to suit and support the different events and activities within the day and evening.

Local natural materials with contextual references are proposed throughout the space.



Design view - Looking down from mezzanine



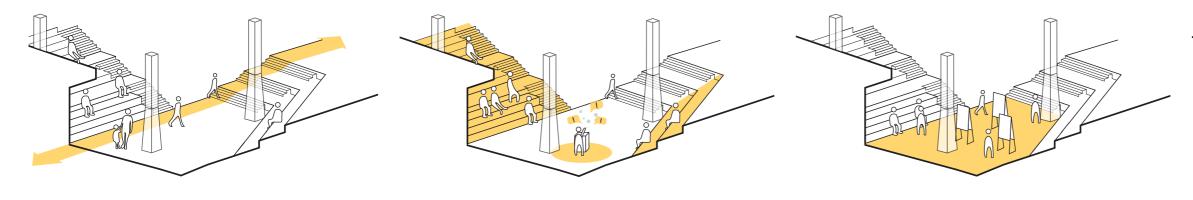




The Forum provides a public, flexible, multitiered meeting space within the heart of the building. It is proposed to be a primary interface between the City of Melbourne and the city.

5.2 The Forum

A flexible, multi-use public space which can be used as a programmed space and informally by the city.



Pedestrian Link A direct public link between Royal Lane and Russell Place in the line of the existing Rainbow Alley.

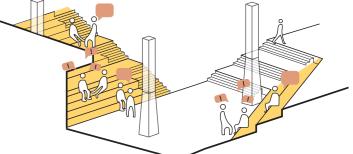
2

events

Programmed events The Forum provides a public, flexible, space that can be used for programmed

3 Functions & Display Generous Forum space accommodates community functions and displays







5.3 The Arcade

The Arcade is an external covered link that accommodates retail along its edges.

Situated between the former Commonwealth Bank building and CH1, the Arcade extends the existing laneway network into an active, connected ground plane.

Access to Public Commons

A lift centrally located within The Arcade provides direct access to the Public Common levels. It also provides a direct link to the roof which allows controlled access to the Public by the City of Melbourne. The lift lobby accommodates a smaller lift to transition the ground plane level change and allow equal access to the Forum and the main building entrance.

Outdoor Dining and Retail

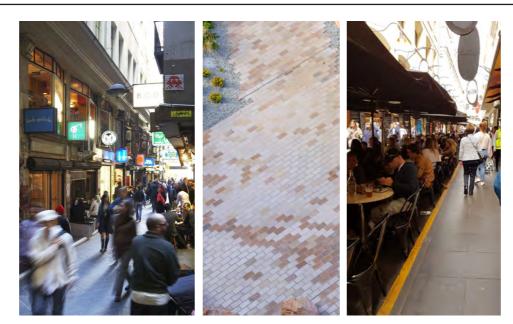
Edges are lined with retail to ensure activation through day and night. Primarily a food and beverage focus, The Arcade is designed to accommodate outdoor tables and seating through the centre of the space.

Garden Space

Rich planting zones at either end of The Arcade provide a public 'pocket park' and access to landscape.

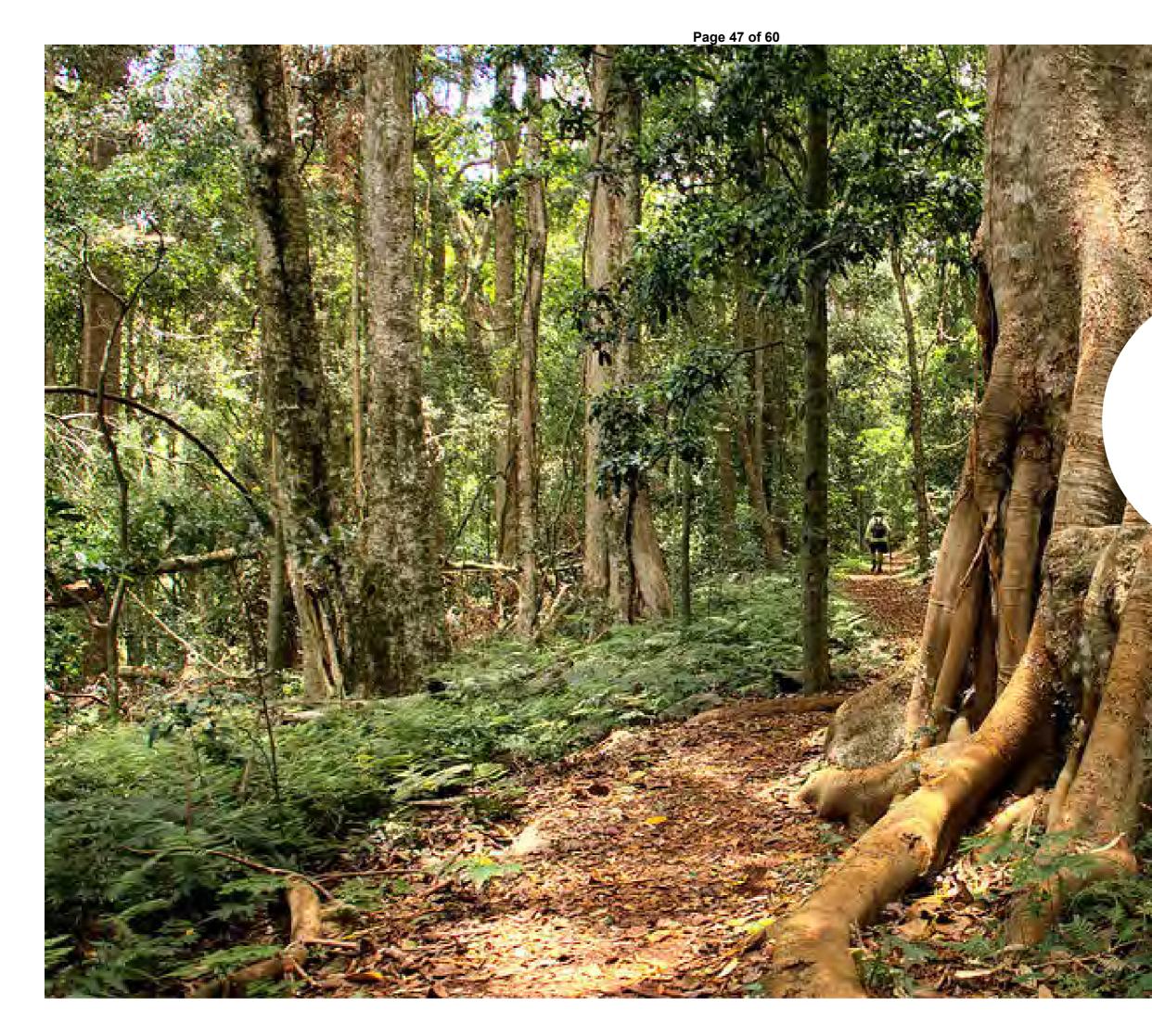
Art & Culture

The Arcade is designed in the spirit of the existing Melbourne Laneways to be a vibrant layered external space that supports street art and Melbourne culture.



Look and feel





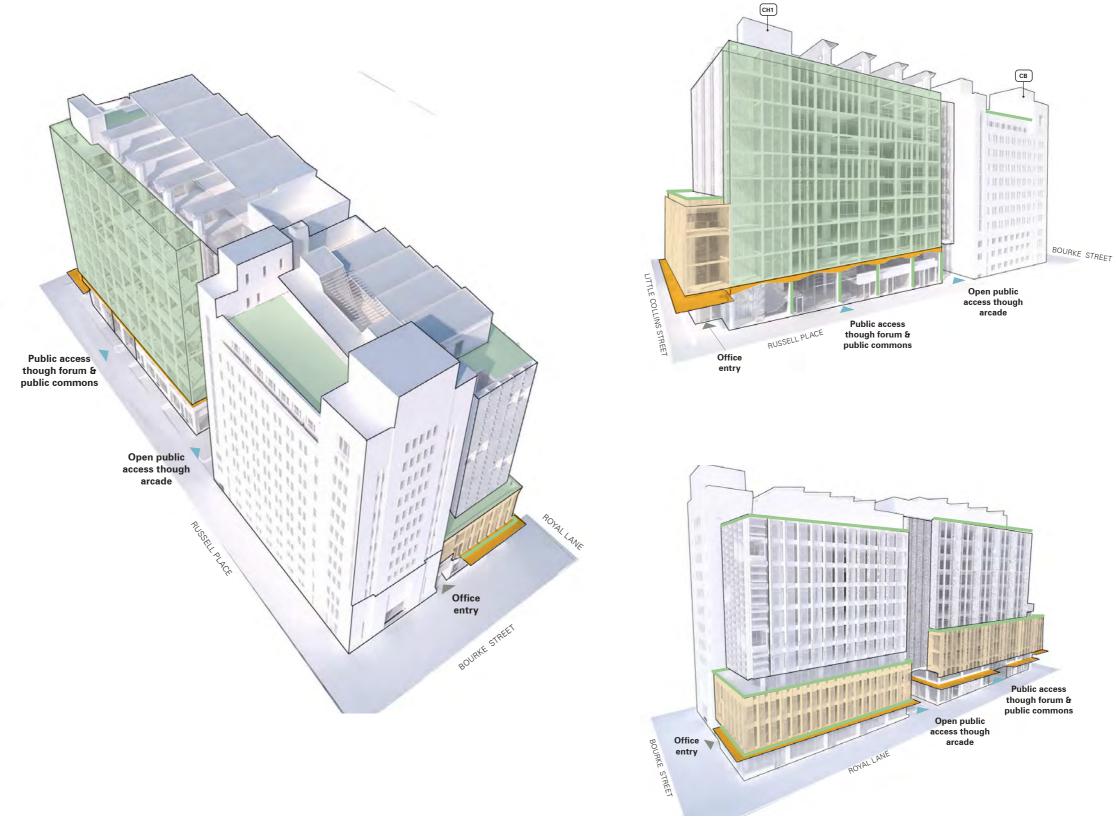
6.0

Building Form and Expression

6.1 A series of buildings

The architectural massing of the redevelopment is imagined as a sequence of buildings.

- **1** Podiums, canopys, street walls and façade articulation combine to create varying scales.
- High levels of integrated 2 landscape and differing material palletes integrate with a very open and accessible lower level to create a series of experiences





Street Walls (up to 4 storeys) Canopies (3.5-5m high) Greenery (walls, roof, gardens) Public entries CoM / 3rd party entries



6.2 CH1 facade expression

The CH1 facade expression references the experience of approaching and entering a forest.

The Little Collins Street and Royal Lane upper facades are envisioned as the canopy layer of the forest, expressed in a colour and material tone to reflect weathered bark.

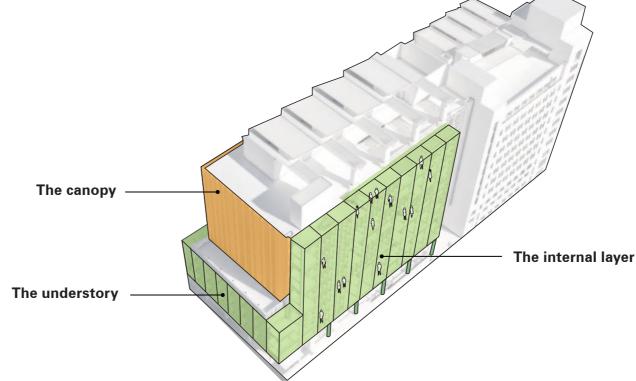
In contrast the podium layers and public commons represent the understory, with a natural timber scaffold structure.

The Little Collins Street podium expression emphasises a public function, giving a strong level of interaction with the street through large windows and balconies.

This structure is continued through to the eastern facade of Russell Place, where the scaffold becomes full height with integrated landscape, representing new life and growth.

The facade utilises lightweight prefabricated construction and is treated as a "plug-on" to the resilient main structure.

Expressed columns throughout the ground and mezzanine provide a strong anchoring device to the ground plane. They are a base to support climbing plants and integrated seating. The retail shop fronts are further articulated with a profiled base that sit behind the columns.



The canopy



The understory





The internal layer

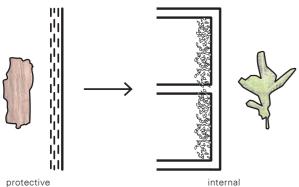




6.3 CH1 streetscape and materiality

Key characteristics of the facade:

- **1** The Little Collins and Royal Lane upper facades are envisioned as the canopy layer of the forest expressed in a colour and material tone to reflect weathered bark.
- In contrast, the eastern facade 2 of Russell Place and the podium represents the understory and internal layer with a natural timber scaffold structure and integrated landscape representing new life and growth.







Cross laminated structural hardwood framing

Bluestone paving

6.4 CB facade expression

The CB facade expression responds to the context of the surrounding retail core and the unique character of Melbourne Buildings.

Brick has been chosen as the base palette for its fine grain and textural warmth. Profiled brick piers reference the solidity and vertical grain of surrounding historic Melbourne buildings. A light coloured brick has been chosen to compliment the stone of the existing CB building.

Inspired by the western timber screen of the CH2 building an active facade has been provided to engage with the life and climatic conditions of bustling Bourke Street. A timber framed screen of photovoltaic louvres provides internal shading to the building while actively collecting energy throughout the day. Integrated green balconies break up the facade with life and activity. The podium level has been set to tie into the original Commonwealth Bank building. It is an accessible terrace that provides amenity to the buildings users whilst also activating the street with a green planted balustrade.

Inspired by the existing morphology of 40m buildings with "emergent" elementstowers, turbines and vertical expressions, the proposed rooftop silhouette includes an "emergent" tree to the Bourke Street frontage.

A concrete planted canopy wraps the extent of the new extension and shop fronts providing street level protection and scale that leads pedestrians through Royal Lane to the new retail Arcade.













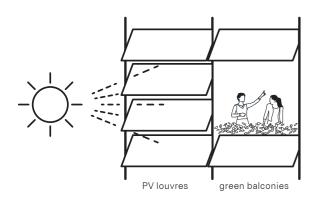


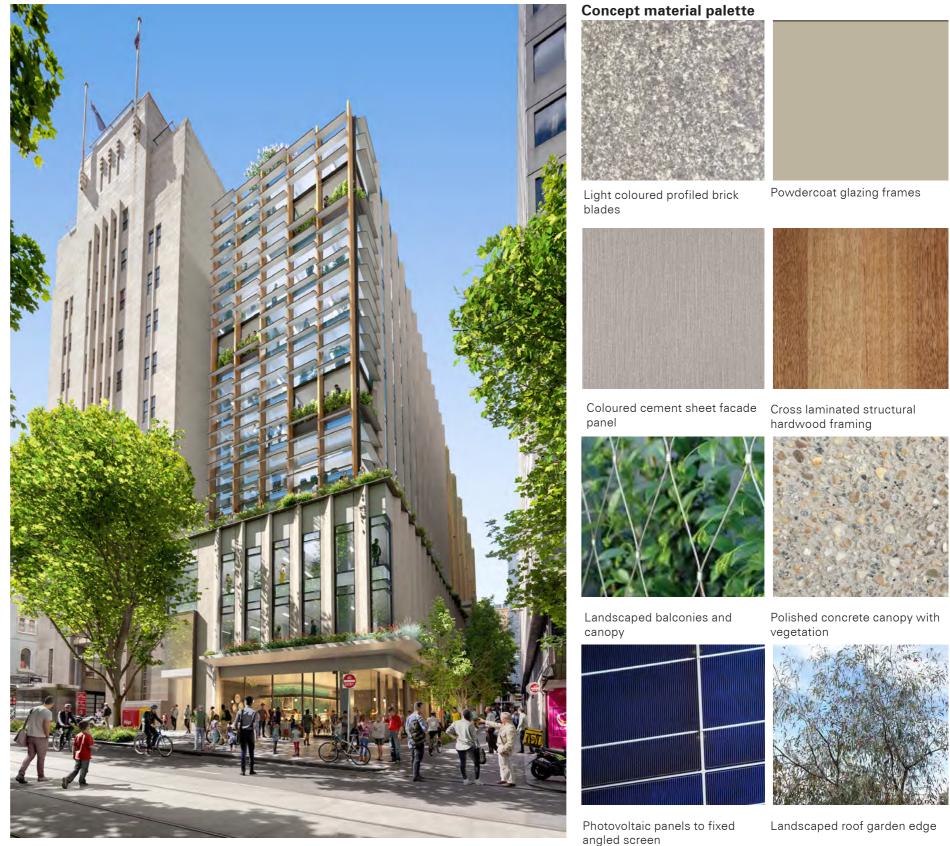
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6.5 CB streetscape and materiality

Key characteristics of the facade:

- **1** An active facade has been provided to engage with the life and climatic conditions of bustling Bourke Street.
- 2 A timber framed screen of photo-voltaic louvres provides internal shading to the building while actively collecting energy throughout the day.
- Integrated green balconies 3 break up the facade with life and activity.





Perspective view of CB from Bourke Street





7.0

Eastern Garden Edge

7.0 Eastern Garden Edge

7.1 A unique identity for the City of Melbourne

Located along Russell Place the 'Eastern Garden' creates a unique identity for the City of Melbourne. It will be a "constructed ecosystem" that performs a diverse range of environmental functions. .

Conceived as a scaffold that supports a range of landscape types and formats and a range of activities including circulation, collaboration and break-out. As a buffer space it provides a high level of amenity from within CH1 and from the adjoining little Hero Apartments and the City beyond.

It will collect and absorb water, harvest the eastern sunlight and provide naturally ventilated work spaces.



The Eastern Garden Edge provides the CoM staff with a diverse range of social and environmental experiences that allows flexibility of choice and the ability to accommodate a broad range of user comfort levels.



Perspective view of the Eastern Garden Edge

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7.0 Eastern Garden Edge

7.2 A green edge for the building and the city

The ground plane is an extension of the Garden Edge, providing green amenity to the city. A pedestrian shared zone along Russell Place provides a continuous pedestrian experience and engages the city with the site's WSUD strategies.

Access

Access to the Garden Edge is from each floor and within building hours by CoM staff and approved visitors

Interconnectivity

The Garden Edge enhances interconnectivity between the floors by providing visual connection from breakout spaces and balconies across different levels.

Diversity & Scale

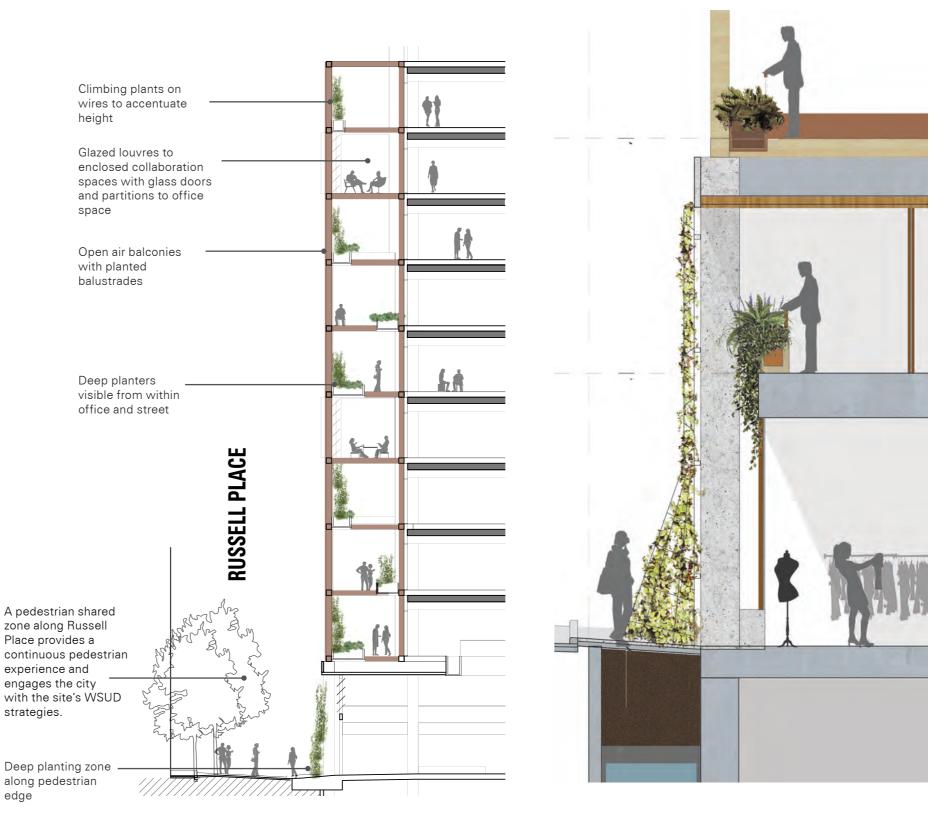
A range of spaces have been provided varying in scale and volume with a combination of single and double height spaces.

Light & Air

The Garden Edge is orientated towards the East and accesses the best natural light within the site. Within the space types there is a mix of fully open naturally ventilated spaces and spaces enclosed with operable louvres for ventilation control.

Space/ Experience Types

- Glazed louvres to enclosed _ collaboration spaces with glass doors and partitions to office space
- Open air balconies with planted _ balustrades
- Deep planters visible from within office _ and street
- Climbing plants on wires to accentuate height



Plan detail through eastern edge ground floor



Section detail through east facade lower levels

7.0 Eastern Garden Edge

CH2

CH1

7.3 Wellbeing and nature

Key initiatives will include:

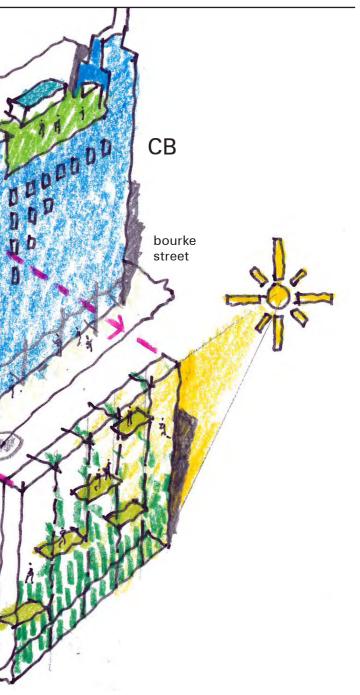
- Thermal variability ability to access areas that suit personal comfort preferences
- Strong emphasis on lighting design relating to circadian rhythms
- Natural materials, forms and access to landscape
- Spatial variability places of refuge, interconnection between floors, vistas and prospects beyond the workplace

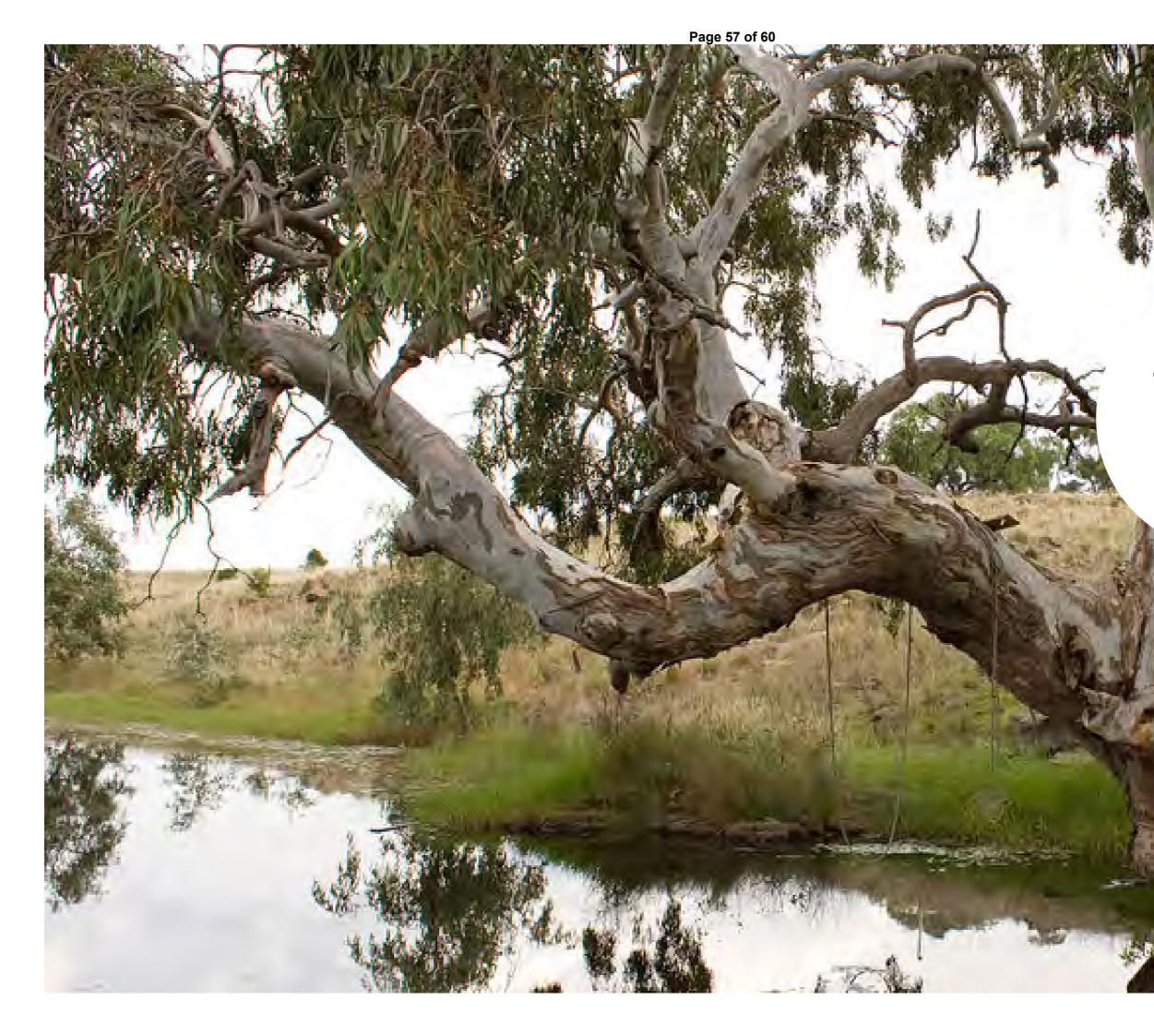


The design embeds a highly biophilic response - one that reconnects people with nature and the city with a focus on wellbeing.

It is a response that not only considers the static benefits of nature in the space but also the experiential qualities of how people interact with their environment.







8.0

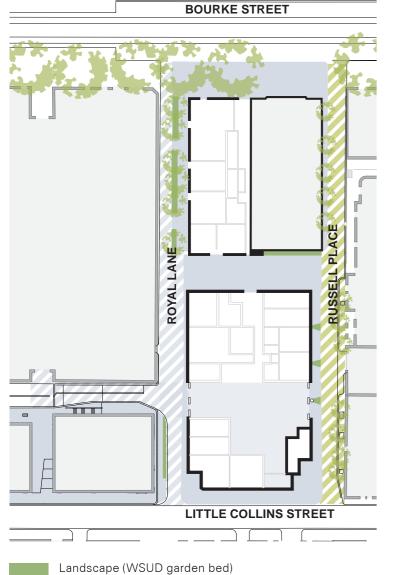
Precinct Environmental Design Initiatives

8.0 Precinct Environmental Design Initiatives

8.1 Precinct based approach

Key precinct initiatives include roof top and façade photovoltaics, a precinct recycling and waste management system and consolidated after trip and bike facilities.

The public commons approach extends to include controlled roof top public access for organised events and activities.

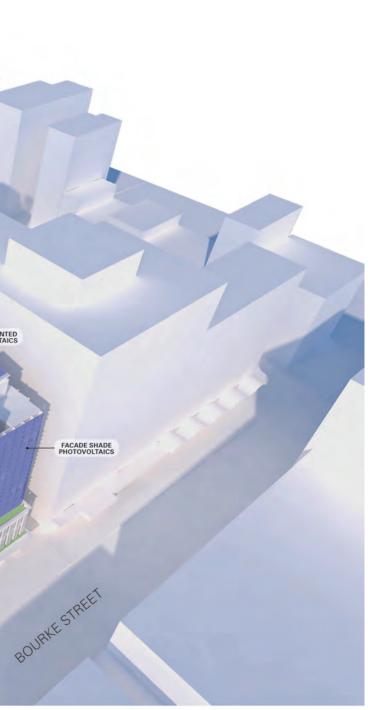




Aerial view of the precinct

The project aims to demonstrate a commitment to the of City of Melbourne's goals and strategies in a highly precinct-based design approach.





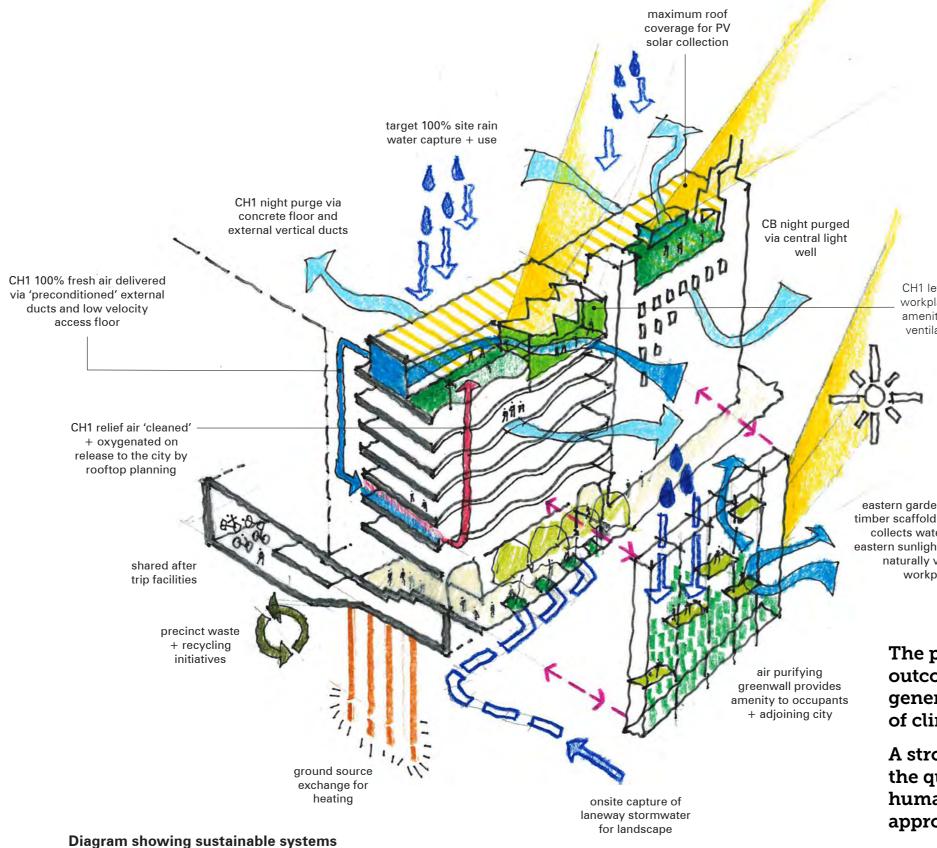
8.0 Precinct Environmental Design Initiatives

8.2 Sustainable systems and initiatives

The primary project sustainability objectives

include:

- Embedding nature within the building form and design response, to allow human connection with nature, reduction in heat island affect, and support to biodiversity.
- Resilience in design the design response has considered flexibility, longevity and the ability to adapt to future climate, technology and the future nature of work.
- Demonstrate leadership in reducing carbon emissions - the focus on carbon emissions reduction includes Council's buildings, transport and waste. In line with the City of Melbourne's Net Zero Emissions strategy, the Bourke Street Redevelopment Precinct greenhouse gas emissions targets will be determined by science based targets, with an aspiration to deliver an all electric building to allow an easier transition to zero carbon emissions as the electricity grid becomes decarbonized. Benchmarking to NABERS Energy will also occur, with a firm commitment to exceed 5 star NABERS Energy and an aspiration to strive for 6 star NABERS Energy.
- High Quality Work Environment to deliver an exemplary work space that establishes a new benchmark for indoor environment quality and deliver an improved environment for staff and visitors that is consistent with Council and organizational values, to support creative and innovative cultures, promotes staff retention, productivity and wellness.





CH1 level 8 conservatory creates workplace hub with high levels of amenity - sunlight, views, natural ventilation, eddible landscape...

eastern garden showcases timber scaffold construction, collects water, harvests eastern sunlight and provides naturally ventilated workplaces

> The project aims to refine the positive outcomes from CH2 and create next generation initiatives for a future world of climate change.

A strong emphasis is being placed on the quantitative benefits of a biophilic, human connection with nature design approach.

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