

7. COUNCIL REPORTS

7.1 COBURG HEALTH AND COMMUNITY SERVICES PRECINCT: ENDORSEMENT OF THE COBURG HEALTH PRECINCT MASTERPLAN

Director Place and Environment, Joseph Tabacco

Property, Place and Design

Officer Recommendation

That Council:

1. Notes recent community and stakeholder feedback provided to Coburg Health Hub Pty Ltd and how this has been incorporated into the draft masterplan for the proposed Coburg Health and Community Services Precinct
2. Endorses the latest draft of the Coburg Health Precinct Masterplan (Attachment 1) to enable the project to progress to detailed planning and design, and the subsequent lodging of a planning application for consideration by the Planning and Related Matters Committee
3. Notes progress towards finalising and executing the Contract of Sale to Coburg Health Hub Pty Ltd or appropriate nominee, in line with Council's decision of 8 December 2021 and reflecting the key terms outlined within the Council report including long term lease arrangements for not-for-profit and community service providers within the precinct
4. Notes the negotiations as part of the finalisation of the Contract of Sale include the lease of up to 58 car parking spaces for Council and community use for an initial term of 10 years with two further terms of ten and five years respectively, a substantial discount to market rent and an annual rent review of 3%
5. Notes steps taken to subdivide the land containing the bluestone cottage complex and the land to its west in order to retain them in Council's ownership, to renew the lease of the Coburg Historical Society, and to update the Contract of Sale to reflect the financial contribution to the works to the bluestone cottage complex by Coburg Health Hub Pty Ltd of \$200,000 and project management of these works at no cost to Council.

REPORT

Executive Summary

Moreland is facing existing and projected future shortfalls in key services such as GPs, aged care, chiropractors, dentists, medical radiation practitioners, occupational therapists, optometrists, pharmacists, physiotherapists, podiatrists and psychologists. Since identifying this growing gap in local health and community services, Council has maintained a long-held ambition to bring new services to central Coburg.

Actions have been taken across multiple terms of Council to attempt to deliver a new precinct focussed on health and community services, including assembling the necessary land (from the early 1980s to the 2010s), enshrining a health and community services precinct within the Coburg Structure Plan (2006), and seeking a partner who can deliver such a precinct through multiple Requests for Qualifications (most recently in 2018).

In 2020, Coburg Health Hub Pty Ltd (then Medela), approached Council with a proposal that exceeded the requirements of the Request for Qualifications.

Since this initial proposal, Council officers have worked with Coburg Health Hub to strengthen the proposal to maximise the community benefit that could be delivered, for example through:

- Maximising the number of services provided by not-for-profit providers and steps to secure a funding partner that is a not-for-profit superfund;
- Maximising the number of health and community services available to members of the community on low incomes;
- Subdividing the land containing the heritage listed bluestone cottage complex, and retaining it in Council ownership;
- Enabling upgrades to the bluestone cottage complex, with Coburg Health Hub committing in-kind project management services and a financial contribution of \$200,000 to the works, in consultation with the Coburg Historical Society; and
- Improving the design to better respect local heritage and to maximise the quality and functionality of public open space.

In response to Council's requests, the project, as set out in the draft masterplan, is now significantly stronger than Coburg Health Hub's initial proposal or than previous proposals to deliver a health precinct on this site, which comprised a single large private hospital.

Coburg Health Hub's masterplan outlines a campus style precinct with services meeting needs across the age spectrum from childcare to aged care, and with a large range of services including a mental health facility, short-stay hospital, GP superclinic and allied health services.

The projected economic benefit of the project includes \$160 million of direct investment by Coburg Health Hub and their funders in the delivery of the health precinct, creating a further \$300 million of projected benefit to the local Moreland economy, and up to 1,000 jobs in the construction and operational phases of the project.

Since Council's decision at its December 2021 meeting, Council officers have progressed key matters including:

- Executing the revised Heads of Agreement;
- Finalising the Contract of Sale ready for execution;
- Preparing the Plan of Subdivision of the bluestone cottage complex and the land to its west;
- Providing feedback on the draft masterplan as part of Coburg Health Hub's community and stakeholder engagement; and
- Finalising terms for Council to lease back some car parking within the development for staff and community use.

As Council is acting in its corporate capacity at this stage of the project, as opposed to its capacity as Planning Authority, the nature of the endorsement of the masterplan relates to its alignment with the Heads of Agreement and key terms. Advice from Council's legal advisors indicate that Coburg Health Hub have now met all requirements.

Given this, and the review of the masterplan by experts across Council, officers now recommend that Council endorses the draft masterplan to enable the next stage of detailed planning to occur.

Previous Council Decisions

Coburg Health and Community Service Precinct: Proposed Sale of Land at Bell Street Coburg – 8 December 2021

That Council having followed the required statutory procedures pursuant to section 114 of the Local Government Act 2020 and Section 223 of the Local Government Act 1989:

- 1. Notes submissions received in respect of Council's proposal to sell the land comprising of approximately 14,500 square metres contained in certificates of title volume 10192 folio 590, volume 11411 folios 002 and 003 and generally known as 29, 31, 46, 52, 60 and 62 Urquhart Street, Coburg, 72, 74 76, 78 and 80 Bell Street Coburg, (land), by private treaty to Coburg Health Hub Pty Ltd (CHH) and resolves to sell the land to facilitate a health precinct in accordance with the Coburg Structure Plan.*
- 2. Authorises the Chief Executive Officer to make an application to commence the subdivision process to amend the subdivision boundary to excise the bluestone cottage complex and the land to its west from the sale, retaining it in Council ownership, and begin the process of renewing Coburg Historical Society's lease for the complex.*
- 3. Notes the intention to include the refurbishment of the bluestone cottage complex (including the heritage-listed detached kitchen), the rebuilding of the annex (of around 110 square metres), and the creation of a new historic garden surrounding the cottage, in the contract with Coburg Health Hub so that this work can happen concurrently with the health precinct delivery and be done in an integrated and cost-effective way, to Council's scope of works. Further that the annex not be demolished until the replacement building is constructed and that a further discussion be held about the potential to reduce the size of the 18-car space car park in order to expand the area available for the bluestone cottage heritage precinct.*
- 4. Resolves that the proposed sale of land is conditional upon Coburg Health Hub agreeing to an additional financial contribution of \$100,000 toward the refurbishment of the bluestone cottage and construction of new annex and historic garden within the bluestone cottage complex in addition to the \$100,000 already proposed in the Key Terms.*
- 5. Notes that the total contribution from Coburg Health Hub toward the bluestone cottage complex improvements subject to point 4 above increases from \$220,000 to \$320,000 which includes an in-kind contribution currently estimated at \$120,000 for project management services.*
- 6. Makes all relevant changes to the Heads of Agreement, contract of sale, and any other relevant documentation to implement points 4 and 5 above.*
- 7. Resolves to sell the land to Coburg Health Hub, as set out in the updated Heads of Agreement amended to include points 4, 5 and 6 above and summarised in the Key Terms table of this report, for the purposes of creating a health and community services precinct.*
- 8. Notes the email from the Coburg Historical Society to all Councillors dated 7/12/2021, outlining outstanding concerns about the refurbishment works and broader Coburg Health Hub redevelopment, and commits to working constructively with the CHS to iron out these technical and design issues.*
- 9. Notes the proposed terms include measures to ensure the health and community services precinct includes a high proportion (over 50%) of community and not for profit providers on long term leases, high quality publicly accessible open space, commitment to community engagement beyond the requirements of the planning process, requirements to commence and complete the project within agreed timescales, as well as other community benefits, and that the land not be transferred until these conditions have been satisfied.*

10. *Authorises the Chief Executive Officer to negotiate the final sale price and terms in accordance with this report and do all things necessary to affect the sale of the land to Coburg Health Hub, including signing any Heads of Agreement, Contract of Sale, Section 173 agreement, transfer documentation and any other documents required for the transfer of the land.*
11. *Notes the feedback from the community engagement process and the strong support for the provision of additional health services in Coburg and authorises the Director Engagement and Partnerships to write to each person who made a submission informing them of Council's decision and reasons for its decision in respect of Council's proposal to sell the land.*

Proposed Health Precinct at Bell Street, Coburg – 11 August 2021

Council resolved to “Approve the commencement of the process under Section 114 of the Local Government Act 2020 to consider the sale of the land ... comprising of approximately 15,700 square metres of land contained in ... for the creation of a staged development of a health and community services precinct.”

Proposed Coburg Health Precinct - 12 August 2020

Council resolved to enter into the Heads of Agreement with Medela Properties (now Coburg Health Hub Pty Ltd).

The Coburg Initiative - Health and Wellbeing Precinct Proposal – 10 June 2020

Council noted the initial proposal from Medela Properties (now Coburg Health Hub Pty Ltd) and authorised the preparation of a Heads of Agreement

The Coburg Initiative - 10 October 2018

Council noted the Request For Quotation process received no conforming bids and resolved to explore alternative approaches to redevelopment that could deliver employment on the site, including aged care and allied health services.

The Coburg Initiative - Update On Development Clusters 1 and 2 (Coburg Square And Hospital) – 9 August 2017

Council endorsed a tender process to seek a suitably qualified operator interested in delivering a hospital or major health facility on the site.

Amendment C123 to the Moreland Planning Scheme - Coburg Activity Centre - Consideration of Panel Report and Adoption - 12 December 2014

Council resolved to formally adopt the Planning Scheme Amendment, to facilitate appropriate development in the activity centre.

DED37/13 – The Coburg Initiative – Hospital/ Major Health Facility Update – 8 May 2013

Council resolved to negotiate and enter into a Heads of Agreement with Epworth Health Care.

Expression of Interest – The Coburg Initiative – 14 March 2012

Council resolved to proceed with the Expression of Interest process to obtain an interested party to develop a hospital or major medical facility on the Coburg hospital site.

The Coburg Initiative Update - 8 February 2012

Council resolved to prepare and release an Expression of Interest to the market for the hospital site.

The Coburg Initiative - Place Framework Public Exhibition Final Sign Off - 8 December 2010

Council resolved to formally adopt The Colours of Coburg: Place Framework and associated strategies, which defines the desired land use for the site as a hospital or major health facility.

1. Policy Context

Council has a longstanding vision to bring new health and community services to Coburg, to address growing gaps in local service provision.

The development of the Coburg Health and Community Services Precinct is reflected in key strategic plans of Council, including:

Moreland Community Vision 2021-2031

- *A healthy and caring Moreland*
- *We have our basic needs met. We have ready access to mental health, crisis and domestic violence services as well as high quality health care.*

Council Plan 2021–2025

Theme 3: A healthy and caring Moreland, which includes, Major Initiatives and Priority number 14:

- *'Pursue the development of a health and community services hub (health precinct within the Coburg activity centre).*

Council Action Plan 2022-2023

Action 132:

- *Finalise contract terms for the transfer of land for the purposes of a new health and community services precinct within Coburg.*

Local Area Planning

At a local area level, planning for the Coburg Activity Centre, identifies the site adjacent to the Coburg Civic Centre and Coburg Town Hall as a designated hospital or major health facility. This is noted through several local area planning policies including:

- Moreland Planning Scheme
The Local Planning Policy Framework, Activity Centre Zone Controls applying to land within the Coburg Principal Activity Centre provides land use and built form controls based on the Central Coburg 2020 Structure Plan and Colours of Coburg Place Framework noted below.
- Central Coburg 2020 Structure Plan (2006)
Within 'Precinct 8' providing planning controls and objectives for the site.
- Colours of Coburg Place Framework (2010)
Within this plan the site is nominated as a location for a 'Key Community Infrastructure Project' including *'Health and Wellbeing – ... hospital or major health facility; Moreland Combined Community Health Centre; ... There is considerable scope to include additional office in association with civic centre that can also support the activities of a major private hospital ... and complete the range of activities that establish a health and wellbeing hub.'*

2. Background

Growing Need for Services

The designation of a health and community services precinct in Coburg was as a direct result of identified need. Research, studies and analysis carried out during the planning phases for this project highlighted:

- High wait time for services, with a particular concern for the elderly and CALD communities and need for more accessible services;
- Population growth leading to increased need for local services;

- High population growth of people over the age of 50 will create growing need in the aged care sector; and
- Local need for primary/allied health facilities, primary health services such as dentists, medical radiation practitioners, physiotherapists and psychologists, and GP providers.

Coburg Health Hub Pty Ltd Proposal

In April 2020, Council received an unsolicited offer from Medela (now Coburg Health Hub Pty Ltd) to deliver a campus style health and community services precinct next to Council's offices at 29, 31, 46, 52, 60 and 62 Urquhart Street, Coburg, also 72, 74 76, 78 and 80 Bell Street Coburg (the land).

The development will deliver Council's long-standing aspiration to bring new health and community services to the area and will address gaps in local service provision. The project will provide improved access to health services for the local community, through:

- an acute hospital
- consulting suites
- GP clinic (bulk billed)
- radiology
- pathology
- pharmacy
- dentistry
- mental health in-patient and day programs
- community health
- residential aged care
- assisted living units
- aged care support
- transitional care and
- childcare and early learning centre

Community Support for the Proposal

An extensive engagement program was delivered over 5 weeks in August and September 2021, as part of the statutory consultation conducted regarding the sale of land.

The engagement process resulted in a high degree of community support: 73% of 432 submitters supported the sale of the land for the purpose of developing a health and community services precinct.

At its 8 December 2021 Council meeting, having considered the feedback received from the community, Council resolved to sell the land to Coburg Health Hub Pty Ltd to facilitate the development of a health and community services precinct.

A revised Heads of Agreement was executed by Coburg Health Hub and Council on 1 February 2022, reflecting the updated terms and conditions negotiated in relation to the Council decision, which will flow through into the Contract of Sale.

The Draft Masterplan

Given the significance of this project, and the level of interest from the community, Council asked Coburg Health Hub to do some additional engagement with the community and to prepare a draft masterplan to capture how the elements of the decision made in December 2021 would be translated into the project, particularly in relation to the subdivision of the land containing the bluestone cottage complex and the creation of a new road between Council's office and the health precinct.

Presentation of the masterplan to Council at this point is not part of the normal statutory planning process. It is an additional step negotiated to allow Council and the community an early insight into how the plans are evolving before moving into the detailed planning phase.

Coburg Health Hub carried out community and stakeholder engagement in May and June 2022, and updated their masterplan (**Attachment 1**) to reflect community aspirations in addition to the December 2021 Council decision.

The masterplan responds to issues and concerns raised through the consultation period (refer Section 4) and incorporates feedback from the community, stakeholders and Council officers. Changes also reflect engagement with future tenants on their organisational and operational needs.

3. Issues

Alignment of the Draft Masterplan with the 8 December 2021 Council Resolution

The Coburg Health Precinct Masterplan aligns with relevant actions documented from the 8 December 2021 Council resolution, as set out below.

Council Decision 8 December 2021 – Key Actions Relevant to the Masterplan	Provision within Masterplan	Aligned?
Amendment of the subdivision boundary to excise the bluestone cottage complex and the land to its west from the sale, retaining it in Council ownership.	The bluestone cottage complex and retained land have been removed from the masterplan reflecting the decision made by Council.	✓
Refurbishment of the bluestone cottage complex, the rebuilding of the annex, and the creation of a new historic garden.	The masterplan notes Council requirement for refurbishments and works. The draft masterplan highlights that the number of buildings has been reduced, which has enabled generous setbacks to be provided to the north and east of the bluestone cottage.	✓
A financial contribution from Coburg Health Hub to the refurbishment works of the bluestone cottage complex	Noted in the masterplan	✓
Provision of high quality publicly accessible open space	Significant provision of publicly accessible open space is noted as a key feature of the masterplan. This is indicated as a central landscape spine with indigenous vegetation and landscaping, and has reflected community and Wurundjeri Woi Wurrung feedback, incorporating water features throughout the site, building on the presence of the nearby Merri Creek.	✓
Commitment to community engagement beyond the requirements of the planning process	Coburg Health Hub have conducted community and stakeholder engagement on their masterplan, including a survey and pop ups. This has gone beyond requirements of the statutory planning process. The engagement was carried out in May and June 2022 is detailed in Section 4 of this report.	✓

Updates to the Masterplan Following Community Engagement

The Coburg Health Precinct Masterplan reflects issues raised through engagement by Coburg Health Hub, as well as feedback from key stakeholders and future tenants.

Notable changes to the proposal considered by Council on the 8 December 2021 include:

Update to Masterplan	Detail
Built form setbacks to accommodate the Bluestone Cottage	The proposal has been rearranged to accommodate the land retained by Council and now provides a reduced number of buildings. This has enabled generous setbacks to be provided to the north and east of the heritage bluestone cottage complex, with an increased green landscaped buffer.
Improved open space	Open space to be provided through a central landscaped spine and central piazza.
Recognition of First Nations communities in the design	The masterplan provides additional seating areas within the public realm including a 'yarning' circle, and will incorporate water features through the site, building on the presence of the nearby Merri Creek.
Crossovers and vehicular access points for car park and drop-off functions	The number of crossover points has been reduced to enhance safety, and incorporates principles that include active transport options (e.g. vehicle free zones, bike parking and end of trip facilities).
Improved safety	The proposal provides more active street edges and clear sightlines to address safety throughout the precinct.

Consideration of the Masterplan

The masterplan has been reviewed in detail by experts from across Council, who are supportive of the direction the project is taking. All matters raised by Council officers have been addressed, or will be addressed in the next stage of the project as it moves into detailed planning.

Council's legal advisers have indicated that Coburg Health Hub has met the requirements of the Council resolution from the 8 December 2021 and that its masterplan reflects the terms of the updated Heads of Agreement executed in February 2022.

Council officers recommend that the masterplan is endorsed and now proceed through to detailed planning phase.

Next Project Phase: Planning Application

Pending Council endorsement of the Coburg Health Precinct Masterplan, the next phase of this project requires Coburg Health Hub to further develop plans, and to prepare and lodge a planning application.

During this next step, Council's planning officers, with the support of other internal teams, will consider detailed plans and other supporting reports and analysis including heritage report, environmentally sustainable design assessment, traffic impact assessment and detailed assessment of the development in the context of the activity centre controls within the Moreland Planning Scheme.

It is intended that the plans will be exhibited to the community at this stage, for example through notices displayed on the site and letters sent to nearby properties.

The application is anticipated to be considered by Council through a Planning and Related Matters Committee in early 2023.

Car Park Lease

As noted in the 8 December 2021 Council Report, a portion of Council's land identified for the Health Precinct is presently used as hardstand at-grade car park for the Coburg Civic Centre and Town Hall.

In order to retain some parking spaces, Council has negotiated that Coburg Health Hub provide replacement car parking to meet ongoing Civic Centre and Town Hall needs within the development. Given the changing nature of car park usage with greater use of sustainable transport options, and the move over the last few years in relation to working from home, the need for staff car parking is projected to decrease. The Contract of Sale has therefore been developed to allow for the greatest flexibility for these car parking spaces. The car parking arrangements allow for:

- Car parking spaces in the land retained by Council will include those for community users of the Town Hall, and be placed nearest to it;
- Council's exclusive use of up to 58 spaces within the development;
- Long term tenure with an initial term of ten years with two further terms of ten and five years respectively; and
- A sub-market, highly competitive rate with a 3% rental increase per annum
- Flexibility to reduce the number of leased spaces as needed across the lease.

Climate emergency and environmental sustainability implications

It is noted that 'Sustainable' is one of the 8 Key Strategic Principles within the draft masterplan which talks of reducing environmental impacts through efficient use of water, energy, materials and waste; ensuring buildings are designed to be low carbon and energy efficient; biophilic design; and ensuring resilience for current and future climate conditions.

The draft masterplan was reviewed by Council's Sustainability and Climate team who gave feedback on the detailed plans and supporting reports they would require in the next phase of the project to ensure the project meets or exceeds sustainability targets.

Economic sustainability implications

The project will deliver a major economic stimulus in the heart of Coburg through an estimated \$160 million investment, the creation of approximately 350 jobs during construction and 600 jobs on the site within the medical and related service sectors.

It is estimated this will provide a broader economic benefit of \$300 million to the Moreland economy.

Legal and risk considerations

A large project of this type, that involves multiple parties, always includes an element of risk. The project has continued to have the oversight and advice of both legal and probity advisors to ensure the highest integrity standards are achieved, and risks to Council are continually examined and managed.

The risks of non-delivery of the project, or of it stalling part-way through, are specifically contemplated and dealt with through the Heads of Agreement and Contract of Sale.

Possibility of Nomination

One of the conditions precedent to the settlement of the land transaction is evidence of funding for the development of the precinct. Coburg Health Hub has been working with a not-for-profit superannuation fund as the potential funder of the development. As contracts between the parties are drawn up, it is possible that the funder will become a nominee, i.e. a party to the legal agreement in addition to Coburg Health Hub as a substitute, alternative or additional purchaser.

This can only happen if the nominee is to the satisfaction and with the written consent of Council. All requirements and obligations negotiated with Coburg Health Hub will be in place whether there is a nominee or not.

Human Rights Consideration

The implications of this report have been assessed in accordance with the requirements of the Charter of Human Rights and Responsibilities. Key sections in the Charter relevant to this report are freedom of movement (section 12) taking part in public life (section 18), and Cultural Rights (section 19).

Future services and infrastructure will be fully accessible compliant with the Disability Discrimination Act 1992 requirements. Reflected in contract terms the proposal requires not for profit providers to be provided (achieves accessibility of services on the site, maximising outcomes for those on low incomes or experiencing multiple forms of disadvantage). The masterplan provides a substantial area of publicly accessible open space which may be used and accessed by the broader community. The process for the development of the masterplan sought to engage and express cultural rights, through design and concept discussions with the Wurundjeri Woi Wurrung (provides a generous contribution to place through cultural references that will be executed through the development).

4. Community consultation and engagement

Statutory Consultation

Council carried out an extensive community engagement program to consider this project over 5 weeks in August and September 2021. Activities included public notice on site, mail-outs to over 7,000 homes, 2 Zoom webinars, newsletter articles, multiple social media posts, direct contact with key stakeholders, and through Council's dedicated community engagement platform Conversations Moreland. There was then a public Hearing of Submissions in September.

432 people made submissions, of which 73% supported the proposal going ahead. By far the most expressed sentiment in the consultation was that new health and community services are needed in the area.

Coburg Health Hub Engagement on Masterplan

Community engagement was also conducted by Coburg Health Hub at the request of Council to enable the community an additional chance to inform the masterplan, prior to the project moving into the more detailed design and planning phase.

Coburg Health Hub conducted community engagement Between the 16 May - 6 June 2022.

Engagement activities included:

- Online survey (116 respondents);
- Two pop-up face to face sessions (34 surveys completed at these sessions);
- Direct meetings with stakeholders (The Coburg Historical Society, Wurundjeri Woi Wurrung);
- Workshops with precinct users, including potential tenants; and
- Direct meetings with Council officers expert in urban design, placemaking, transport, planning and environmentally sustainable development.

Key Issues raised, and feedback provided is summarised on page 8 of the masterplan, and stakeholder and community feedback are outlined through the document in considering each design principle.

The Bluestone Cottage Complex and the Coburg Historical Society

The masterplan reflects Council's decision to excise the land containing the bluestone cottage complex and the land to its west, and retain it in Council's ownership.

This parcel of land will also be improved, but is subject to a separate design and delivery process in consultation with the Coburg Historical Society. It is intended that Council is briefed on the design of this section once a brief of works has been developed later this year. This brief will include:

- The proposed scale of the rebuilt annex, new historic garden area and car parking targeting users of the Town Hall and bluestone cottage;
- Interfaces with the health precinct and the Civic Precinct;
- Coburg Historical Society's feedback and aspirations; and
- The project delivery arrangements, including the contractual arrangements with Coburg Health Hub around delivery to Council's satisfaction.

Coburg Health Hub are contributing \$200,000 towards the refurbishment works, and project management services at no cost to Council, in order to enable the capital works to proceed despite their not being part of Council's budget or Capital Works Program.

The proposed lease renewal for the Coburg Historical Society was consulted on as part of Council's budget process in June, and is progressing.

Engaging the Coburg Historical Society on the Masterplan

Council officers met with the Coburg Historical Society over the last months to:

- Provide a high-level overview of the process of engagement for Coburg Health Hub's masterplan;
- Discuss the assignment of representatives to a Working Group that will be consulted on the bluestone cottage complex works;
- Introduce representatives of Coburg Health Hub to enable the Coburg Historical Society to discuss and provide direct feedback during the development of the masterplan; and
- Provide an early viewing of the masterplan by representatives of Coburg Health Hub (meeting scheduled but not yet held at the time of writing this report).

Next Steps

The Coburg Historical Society have been invited to nominate members who will represent their organisation during the development of plans for the bluestone cottage complex. They will be invited to share their aspirations in detail, give feedback on the brief setting out Council's objectives for the project, and have the opportunity to view the works as they progress.

Some feedback has already been shared by the Coburg Historical Society, relating to security, links to the civic precinct, the design of the historic garden, retention of trees on the retained land area, location of car parking and the annex, that will be considered and where feasible, incorporated during the next project stage.

5. Officer Declaration of Conflict of Interest

Council officers involved in the preparation of this report have no conflict of interest in this matter.

6. Financial and Resources Implications

The costs associated with facilitating the project are covered through Council's Property and Place operational budget.

It is noted Coburg Health Hub, through the delivery of this project will provide financial contribution of \$200,000 and in-kind project management of works to Council assets including the construction of a road.

7. Implementation

Subject to Council endorsement of the Coburg Health Precinct Masterplan, a summary guide of next steps include:

August 2022	Coburg Health Hub will further develop plans and Town Planning drawings and commission relevant studies to progress their development proposal.
August / September 2022	The establishment of a working group for the works to the bluestone cottage complex and retained land (including car parking and road designs). The group will play a critical role in facilitating the intended outcomes, bringing together in a formalised manner Coburg Health Hub and the Coburg Historical Society with oversight from Council officers.
Late 2022	Coburg Health Hub will prepare and lodge a planning application.
Early 2023	It is intended that the plans will be exhibited to the community at this stage, for example through notices displayed on the site and letters sent to nearby properties.
Early 2023	Consideration of Planning Application by Council through a Planning and Related Matters Committee.
Mid - Late 2023	Transaction of sale. Ownership of the land contained in Lot 2 on plan of subdivision PS907817S (known as 80 Bell Street, Coburg) will transfer to Coburg Health Hub.
2024	Commence Construction of Works

Attachment/s

1 [↓](#) Draft Coburg Health Precinct Master Plan D22/323433





Coburg Health Precinct
Draft Master Plan
08th July 2022

connect
project management

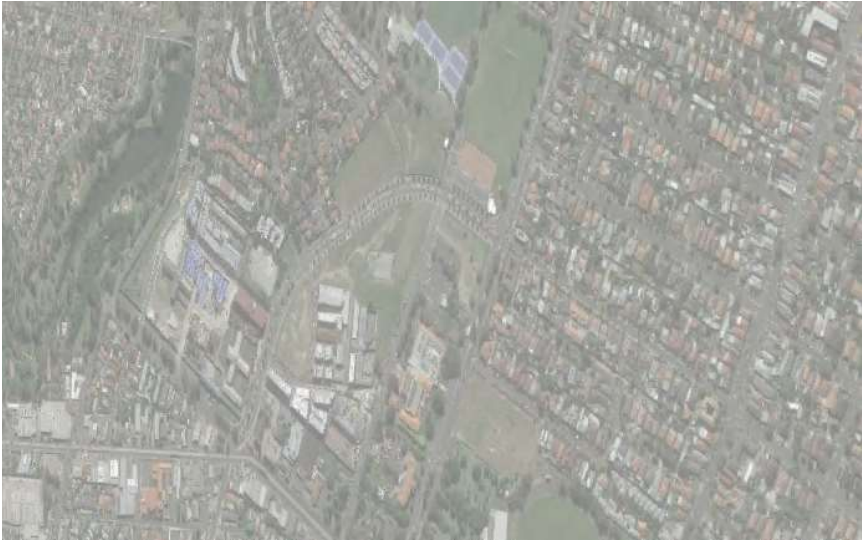
Clarke
Hopkins
architects

Acknowledgement of Country



Coburg Health Hub acknowledges the Wurundjeri Woi Wurrung people of the Kulin Nation as the Traditional Custodians of the lands and waterways of this municipal area, and pay respect to their Elders past, present, and emerging, as well as to all First Nations’ communities who significantly contribute to the life of the region.

Introduction



Historically, local residents have had to travel to Melbourne to seek specialist care in world class facilities.

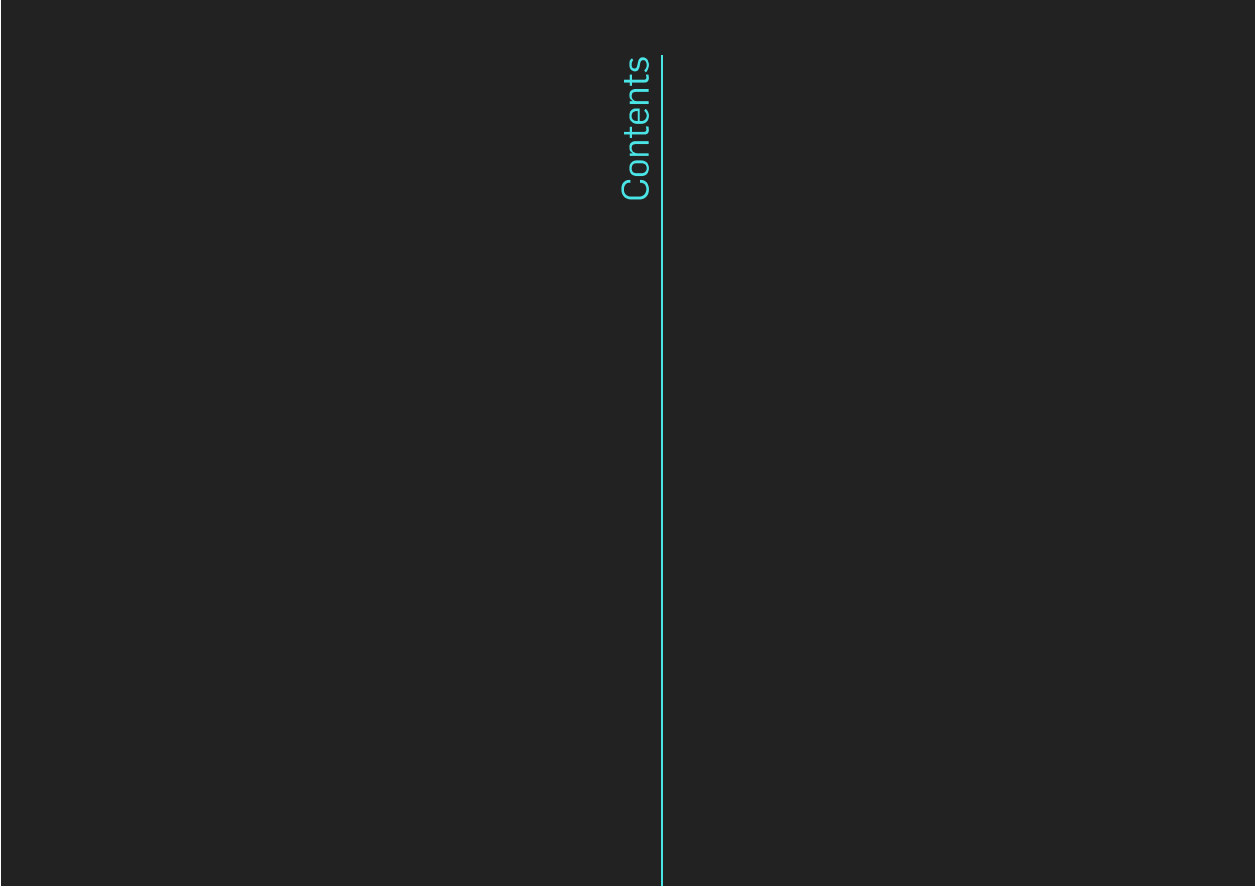
With the proposed Coburg Healthcare Precinct, this will no longer be the case.

The vision and goal of Coburg Health Hub is to provide contemporary health spaces, and to create a campus style wellbeing hub that reflects the municipalities culture and diversity and responds to its health needs.

In December of 2021, Council resolved to sell vacant land on the corner of Bell Street and Pentridge Boulevard (and Urquhart Street) to Coburg Health Hub (CHH) to enable the development of an integrated healthcare precinct. As part of the agreement, Council asked CHH to prepare a document outlining the direction the precinct planning was headed, prior to the formal planning process.

A draft masterplan for the development was prepared by CHH and its consultant team, after taking into consideration planning constraints and likely tenant requirements. This document is the first step in the progression of a formal development proposal for public exhibition, which will form part of the next stage.

For the masterplan, CHH committed to engage with key stakeholders to ensure alignment with community needs and aspirations, the outcomes of which are incorporated in this document.



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1.1 Design Drivers

A HEALTH VILLAGE



Series of buildings



Individual Identity



Connection to landscape

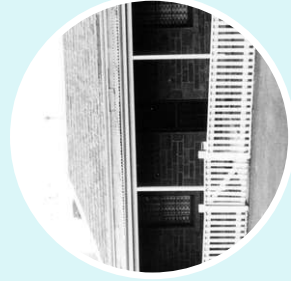


People Focused

GROUNDED IN HISTORY OF PLACE



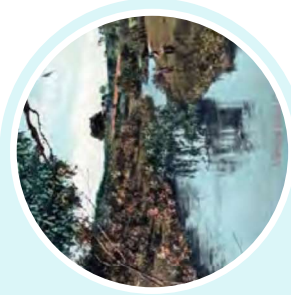
Multicultural Community



Bluestone Cottage



Pentridge Precinct



Natural Environments

1.2 Strategic Principles



ICONIC

- Celebrate the prominence of the site and location on major metropolitan transport corridors to create a landmark for Coburg.
- Create a strong "sense of place" through distinct, high quality architecture and public realm.
- Utilise the topography of the site to create an interesting and site responsive design.
- Celebrate local valued landmarks such as the heritage cottage

VIBRANT

- Create a true mixed-use health and wellbeing community through a diversity of curated and co-located land uses including mental health, aged care, primary care, childcare, education, retail, and community uses.
- Create a 24-hour economy and a place that is active both day and night with vibrant and safe public spaces.
- Create a health and wellbeing environment that welcomes patients, workers, visitors, and aged care residents at all times.

HEALTHY

- Create a healthy community that promotes health and wellbeing of patients, workers visitors and aged care residents.
- Provide a series of precinct-based walking, play areas and cycling paths that encourage exercise and active transport modes.
- Provide a high-quality public realm that provides opportunity for social interaction.

CONNECTED

- Provide a series of pedestrian and cycle connections with way finding that helps link surrounding destinations.
- Provide convenient access for vehicles and emergency service vehicles without compromising pedestrian and cycle movement.
- Future proof the precinct to adapt to changes in public transit and mobility services as they evolve.

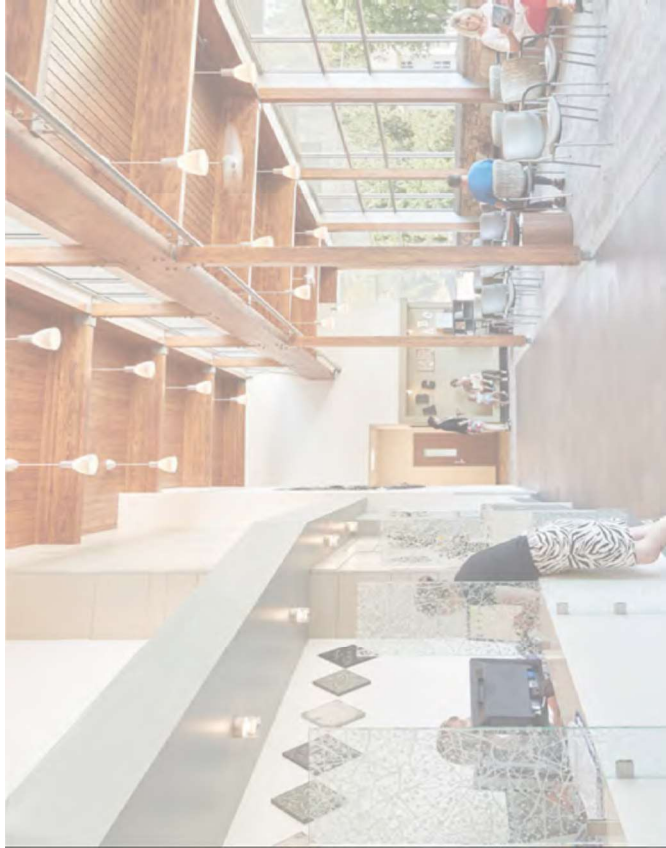
SMART

- Provide a "systems thinking" approach integrating urban design and strategic thinking.
- Foster strategic partnerships to enable innovative outcomes.
- Create a place that is flexible to respond to health services changes over time.
- Embed a deliverability and stage-ability to the precinct.

SUSTAINABLE

- Create a healthy place that reduces environmental impacts through efficient use of water, energy, materials, and waste.
- Ensure buildings are designed to be low-carbon and energy efficient.
- Integrate biophilic design for the health and wellbeing of visitors, workers, care residents and the community.
- Ensure resilience for current and future climatic conditions.

1.3 Biophilic Design & Environmentally Sustainable Design (ESD)



Environmentally sustainable design (ESD) is widely recognised as a key strategy for reducing the impact of buildings on the environment.

ESD focuses on energy conservation and efficiency by improving the thermal performance of buildings and promoting the use of renewable resources. However, emphasis and dependence on technology alone is not enough. Critically important in wellbeing precincts is the human dimension and our desire to connect with nature. Biophilic design (BD) is based on the concept of health and wellbeing and it underpins the positive effect that enhanced human-nature connectedness can bring to both building occupants and the environment.

Combined, ESD and BD will provide a better environmental response which will lead to more sustainable outcomes.

Biophilic Design

Biophilic design is the way in which architects incorporate nature into building spaces to contribute to the health and well-being of occupants. The design principles will create an environment that soothes, comforts, calms and orientates, making it extremely beneficial to health and wellbeing.

More than just a philosophy—biophilic design has been found to support cognitive function, physical health, and psychological well-being.

The benefits of biophilic design for health precincts include:

- Faster patient recovery.
- Decreased dependency on medication.
- Patient and staff wellness and productivity.

Environmentally Sustainable Design

Environmentally sustainable design principles aim to improve the health and comfort of buildings for occupants whilst at the same time reducing negative impacts on the environment.

The benefits of environmentally sustainable design for health precincts include:

- optimising site potential by utilising north facing elements
- Including renewable energy generation
- using environmentally friendly materials
- using energy and water efficient appliances
- enhancing indoor environmental quality via cross flow ventilation and access to natural light
- optimising operational and maintenance practices.

1.4 Community Engagement



The draft masterplan provides the conceptual layout which will guide the precinct's future development.

CHH engaged with community and project stakeholders on its masterplan via an online survey, pop-up engagement events, direct meetings and project workshops.

The Directors of CHH held two pop-up events directly engaging with the community.

Through the community engagement, CHH sought community members views that would help shape the masterplan design including:

- Inclusion of First Nations health services requirements and cultural aspects including story telling, naming or public art
- Connection to the Coburg Historical Society
- Ancillary services to be co-located onsite (providing they meet community, health and wellbeing aims)
- Materiality and function of the site (look, feel, form and uses). Testing the campus approach.
- Celebrating the many cultural and historical connections to the site and Coburg (design elements, public realm treatments, activations)
- Understanding access to the site and preferred mode of transport and needed infrastructure (drop off points, including treatment)
- Level of support for, and ways to encourage community wellbeing and local economic benefit
- Extending patient care into public built form and landscape to aid treatment and recovery (biophilic design)
- Ways to make the site inclusive, safer and open to community use
- Level of support for sustainability initiatives and environmental design

1.5 Heritage Bluestone Cottage Complex



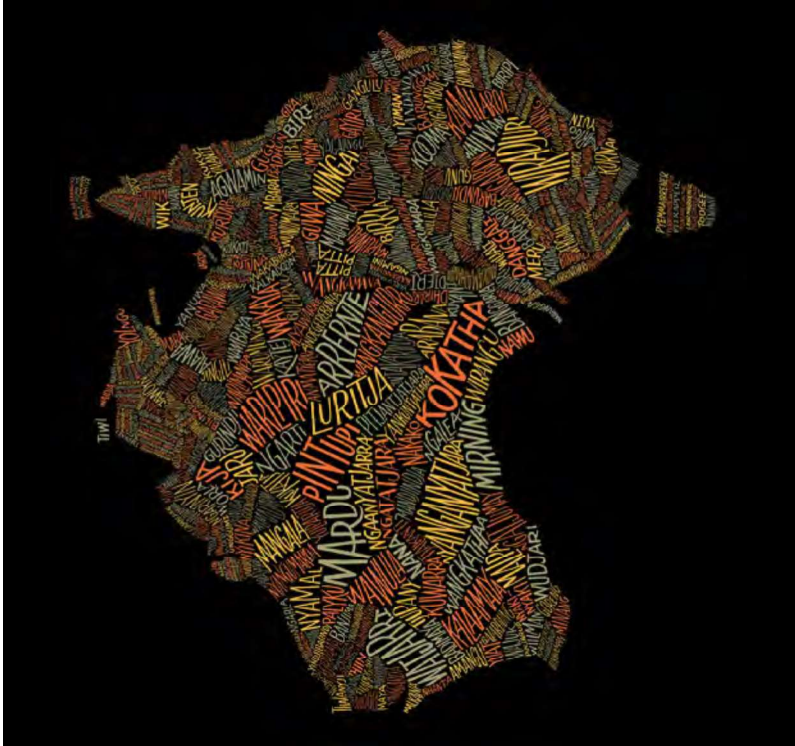
At the 08 December 2021 Council meeting, Council resolved to retain the Bluestone Cottage which houses Coburg Historical Society, and surrounding land, in its ownership. CHH was happy to accommodate this change which has been incorporated in the draft masterplan.

Council also decided to refurbish the Bluestone Cottage, create a heritage garden and replace the storage annex.

CHH agreed to contribute \$200,000 and project management services towards the future works which will be subject to an independent and separate design and planning process, in consultation with the Coburg Historical Society.

Design Principles & Decisions	Stakeholder Community Feedback	To be Resolved in Permit Phase
Respecting importance of the Bluestone Cottage via increased setbacks and interface, celebrating the significance of the cottage.	"The Bluestone Cottage should be a stand out feature and visitors to the 'health hub' could be encouraged to engage with local history."	Engagement with relevant Council and heritage advisors and authorities through the detailed design phase regarding setbacks, lines of sight, planting and wayfinding.
Soften the interface between the health precinct and cottage complex through the use of landscaping.	"The Bluestone Cottage should be a stand out feature and visitors to the 'Health Hub' could be encouraged to engage with local history."	
Retention of mature trees wherever possible.	"Trees behind the bluestone cottage to screen buildings."	
Creating a safe, secure and accessible environment around the complex.		

1.6 Traditional Owners



Design Principles & Decisions	Stakeholder Community Feedback	To be Resolved in Permit Phase
Celebrating First Nations' culture, art and history, using visual elements incorporated into the public realm and opportunity for artwork and naming of the precinct.	"Acknowledge traditional owners in design" "Consult with traditional owners"	Ongoing workshops with Wurundjeri Woi-wurrung Cultural Heritage Aboriginal Corporation. Ongoing consultation with health service organisations to determine opportunities for First Nations' health services.
Incorporation of First Nations' health services within the precinct.	"Recognise the land of the Wurundjeri people of the Kulin nation. Feature stories of their culture and place" "A Yarning Circle with ability to congregate and engage with others, water feature and incorporating Bunjil, uplifting words and phrases to promote positive health, wellbeing and healing" – Aunty Gail	An Aboriginal Cultural Heritage Management Plan will be prepared as part of the detailed design phase.

1.7 Key Changes to the Proposal

The following amendments to the design of our proposal are the result of the community & stakeholder engagement process which CHH has undertaken:

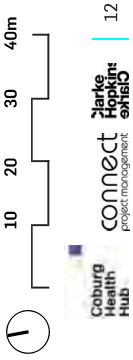
- Exclusion of the Bluestone Cottage Complex land and the surrounding land
- Providing substantial setbacks from the Bluestone Cottage and stepped built form, with increased green landscaped buffer
- Arrangement of built form to accommodate the reduced site area and land to be retained by Council.
- Reduction in the number of crossovers into the site
- Introduction of additional seating areas within the public realm including a 'yarning' circle
- A greater focus on green spaces and introduction of water features
- Improved safety via clear sight lines throughout the precinct
- Higher level of street level activation

1.8 Precinct Masterplan Uses

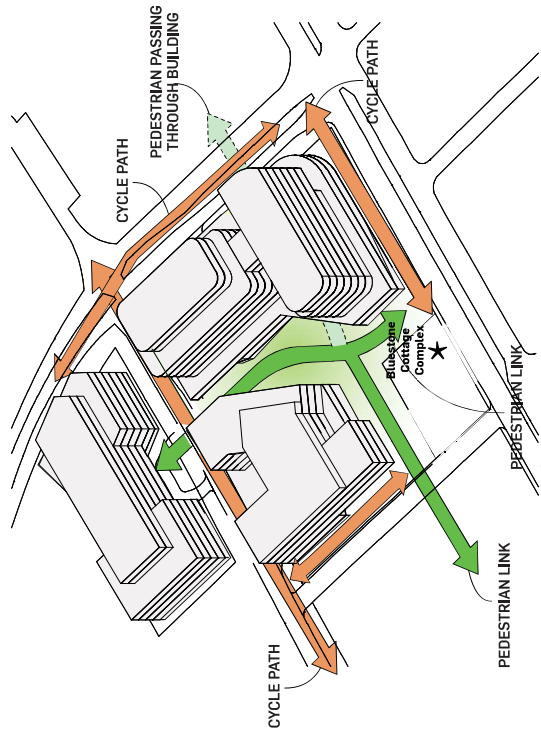


Building	Uses
A	<ul style="list-style-type: none">• Acute Hospital• Consulting Suites• Precinct Parking• Education/ Office• GP Clinic Bulk billed• Radiology• Pathology• Pharmacy• Dentistry
B	<ul style="list-style-type: none">• Mental health in-patient care and day programs• Community Health
C	<ul style="list-style-type: none">• Residential Aged Care• Assisted Living Units• Aged Care Support• Transitional Care• Child Care & Early Learning Centre

*Area subject to change with further design development and detailed tenant briefs



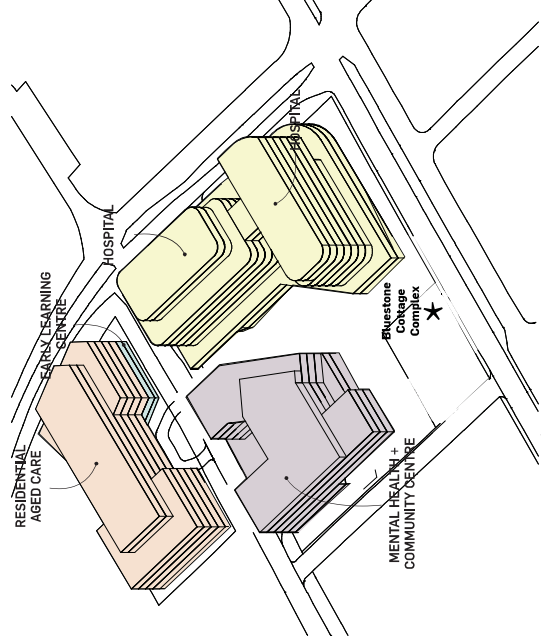
1.9 Moving Around



COBURG HEALTH PRECINCT DRAFT MASTERPLAN | JULY 2022

Design Principles & Decisions	Community Feedback	To be Resolved in Permit Phase
Vehicles interface directly with the edges of the buildings to remove the dominance of the car from the centre of the site. Servicing and car parking are also separated from the pedestrian plane.	Clear need for convenient and affordable car parking "Convenient Pick Up and Drop Off zones and access points around the precinct" "This area needs great links to council, Sydney Rd shops, Pentridge precinct and ample underground car parking" "Electric charging car parks"	Detailed plans will be accompanied by supporting reports including a precinct wide Traffic Impact Assessment and recommended traffic movement inline with the Moreland Planning Scheme and Activity Centre controls. Urquhart Street has been proposed to be 2 way from Pentridge Boulevard to the entrance of the Aged Care Facility in order to facilitate access. The proposal remains subject to further investigations into traffic generation and consultation with Council.
Allow permeability through the site focusing on pedestrians and integrating all active transport options in a safe manner	Safe bike and pedestrian access through the precinct "Good places to lock up bikes" Public transport links with limited access to cars on podium level	Reduce vehicle crossovers to allow a safe environment for active transport options. The podium/piazza will be free of vehicles with convenient parking provided. Bike parking and end of trip facilities will be incorporated into the future design.
Back of house services and facilities to minimise impacts on streets and be located out of view with safe entry and egress points.	Service access to and from the site	Potential conflicts between service vehicles and public access will need to be resolved with Council.
Clear signage for wayfinding	"Easy to find services in the precinct"	Landmark signage to be part of the development proposal.

1.10 A Campus Approach



COBURG HEALTH PRECINCT DRAFT MASTERPLAN | JULY 2022

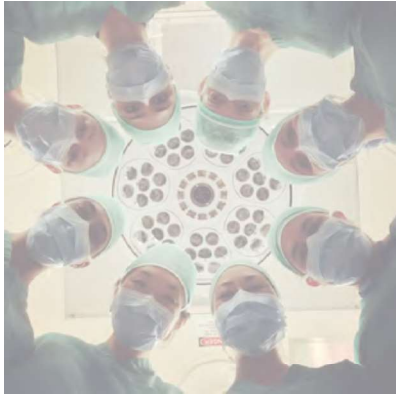
Design Principles & Decisions	Stakeholder & Community Feedback	To be Resolved in Permit Phase
The suite of buildings with diverse uses create a health campus through a variety of shared service uses across multiple buildings around a central piazza and green open space.	"Places to sit and socialise " Positive feedback for the central activated piazza with a combination of retail, medical and allied services. "Great opportunity to design a meaningful space for the community"	A sense of arrival to the precinct and activation of street frontages within public spaces to be considered .
Building facade treatments are to ensure visual interest and articulation and activated edges.	"More interesting design" "Incorporate cafes & gyms" "Not another ugly design" "I think the history and built heritage of Coburg should be referenced in the outdoor design features and colours."	Varying facade typologies will be utilized across the buildings. Future design work and planning process will progress these concepts.
Safe and inclusive spaces	"Safety and security out of daylight hours important" "Ensuring it remains a well lit safe place that avoids prolonged congregation of groups"	The proposed precinct will respond to best practices safety guidelines throughout the design.
Carefully crafted buildings are positioned to maximise views in addition to permitting northerly sun into central piazza. A series of buildings are proposed. The development will not seek to use nor exceed maximum allowable heights.	"Clear view between buildings" "Open design" "Varying heights of building"	The future planning process will include full consideration of the of the Moreland Planning Scheme and Activity Centre controls.

1.11 Open Space



Design Principles & Decisions	Community Feedback	To be Resolved in Permit Phase
Open space and piazza create clear site lines through the site and central landscaped spine with public open space, in keeping with local landmarks and vegetation, including water features.	Good lighting and visibility through the site "Tree planting to cool all that concrete" "Natural environment with established trees" "Trees with trunks and visible-foliage in canopies"	A detailed landscape plan will be provided for approval as part of the permit application to ensure a quality public realm is delivered
Improve amenity and provide public seating, social and respite spaces	"Year-round weather protection" "Social distanced seating options" Features to create a safe space	Spaces of focus or interest for small gatherings will be scattered throughout the precinct.
To provide a permeable public pedestrian environment and accessibility around and through the precinct	"Water features as a connection to Merri Creek" Green natural spaces and integrated landscaped pathways "Clear site near vegetation (ie so that any persons nearby are visible), welcoming entrances, not just walls"	A piazza and central landscaped spine with public open space, in keeping with local landmarks and vegetation will be refined via the permit process. An accessibility consultant will be engaged as part of the permit application.

1.12 Employment & Economic Benefit



CHH will invest in excess of **\$160m** to deliver the Coburg Health Precinct.

During construction, the project is expected to create approximately **350 jobs** across all facets of the industry.

On completion, the precinct will accommodate more than **600 workers** from medical practitioners, through to nursing, administration, educators, retail, and support functions.

The economic benefit to the local economy will be significant, contributing to the vibrant and diverse Coburg landscape.

Economic indicators suggest that the project will generate **\$300 million** in value to the community through direct, indirect and induced impacts.



1.13 Artistic Impression



*Artistic Impression

COBURG HEALTH PRECINCT DRAFT MASTERPLAN | JULY 2022

1.14 Artistic Impression



*Artistic Impression

COBURG HEALTH PRECINCT DRAFT MASTERPLAN | JULY 2022

1.15 Next Steps

Coburg Health Hub has consulted with the community, key stakeholders and Council to develop the masterplan for the proposed Coburg Health Precinct.

The next stage of the project will involve preparing a detailed Permit Application for the use and development of the site.

CHH is committed to delivering a project which will benefit the health and wellbeing of the Moreland Community, in an environment and built form that will be a positive addition to the Coburg landscape.

December 2020	✓	Vision & Masterplan presented to Council
August 2021	✓	Council resolved to commence Statutory process
August 2021	✓	Public Consultation
December 2021	✓	Council resolved to sell the land to CHH
May 2022	✓	Community & Stakeholder Engagement
June 2022	✓	Revised Draft Masterplan presented
August 2022	⬇	Engagement of Consultants - Workshops with Stakeholders
September 2022	⬇	Permit Application
November 2022	⬇	Permit public notice/ exhibition
June 2023	⬇	Permit Approval
August 2023	⬇	Commence Construction

1.16 In Closing

This proposal is the result of the last two years engaging with and understanding community needs and opportunities to use as a cornerstone for our methodology to ensure we are creating sustainable, healthy and liveable places.

It will facilitate greater access to primary and community health care in Melbourne's northern suburbs and provide community providers an opportunity to increase their service delivery to best meet the needs of its community.

This location provides an attractive opportunity for a health precinct with the site uniquely placed in terms of exposure & accessibility. This masterplan delivers on our vision to create a world-class health precinct for the community.

We have consulted, we have listened, we have planned, and we have budgeted. This underscores our strong commitment to this project and our ability to deliver it.

Over the next few months, we will commence scoping, drawing plans and designing the various buildings on the site.

As always, we will continue working with all stakeholders on this important project.

