

Notice of Facilities Committee Meeting

A Facilities Committee Meeting` will be held in the Ballina Shire Council Chambers, 40 Cherry Street, Ballina on **Thursday 9 October 2014 commencing at 4.00 pm.**

Business

- 1. Apologies
- 2. Declarations of Interest
- 3. Deputations
- 4. Committee Reports

Paul Hickey General Manager

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- 1. Apologies
- 2. **Declarations of Interest**
- 3. Deputations

4. Committee Reports

4.1 Ballina Naval and Maritime Museum - Timber Vessels

Delivery Program	Community Facilities and Services
Objective	To seek the Council's direction concerning the future management of the M V Florrie, including alterations to the Ballina Naval and Maritime Museum.

Background

The Council is the owner of two historic timber vessels and a timber raft, each of which is housed in the Ballina Naval and Maritime Museum, which is located on the Richmond River foreshore in Ballina.

The two timber vessels comprise the *M V Florrie* and the *P V Richmond Pilot Boat*, both of which are items of environmental heritage for the purpose of the Ballina Local Environmental Plan 2012.

The Maritime Museum has occupied its current site since 1978. The land on which the Museum operates is Crown Land, being Reserve No 97786 for Public Recreation and Museum. The Council is the appointed Trust Manager for the reserve. The Museum's tenure comprises a lease which is due to expire on 31 March 2015.

Several reports have been presented to and considered by the Council in recent years in relation to the Museum and, more particularly, the vessels which are kept there. These reports were presented to the Council's Finance Committee on 17 February 2011 and to the Council at its Ordinary Meetings held on 22 November 2012 and 28 February 2013. The respective reports have provided details about the Museum and its operations, how the respective vessels referred to above came into the ownership of the Council, their respective heritage values and management options. A copy of these previous reports can be provided to Councillors upon request.

The most recent decision of the Council, arising from its consideration of these matters on 28 February 2013, is as follows [Minute No 280213/3]:

- 1. That Council endorse retention of the Ballina Naval and Maritime Museum in its present location.
- 2. That Council confirms its support for the retention, enclosure, conservation and interpretation of the P V Richmond vessel.
- 3. That Council confirms its support for the retention, conservation and interpretation of part of the M V Florrie vessel.
- 4. That Council confirms its support for the preparation of a Conservation Management Plan for the P V Richmond and M V Florrie with grant funding to be sought for this work.

- 5. That Council confirms its support for the retention of the La Balsas raft at the Ballina Naval and Maritime Museum.
- 6. That Council authorizes the General Manager to engage architectural services to prepare a concept design and cost estimates for extensions to the northern side and enclosure of the western side of the Ballina Naval and Maritime Museum as a means of better protecting and interpreting the heritage vessels. The estimated budget for this consultancy is \$10,000 with the General Manager to offset this expenditure by identifying savings elsewhere in the Council budget.
- 7. That Council apply for grant funding such as the Museum's Advisory Program to allow independent advice to be provided to ensure the collection is being maintained effectively within the available space.

It is noted that whilst the above resolution is a decision of the Council, it was not made by the Council in its capacity as manager of the Reserve.

In relation to item 4 of the above resolution, Council staff has been monitoring opportunities to apply for grant funding for the preparation of a conservation management plan for the Florrie and the Richmond. At this point in time no funding has been secured. If the proposal relating to Florrie, as outlined in this report, is endorsed, a heritage impact report will need to be prepared to accompany the development application. In some ways, this will serve to alleviate the need for the conservation management plan for this vessel, as the heritage impact report will essentially achieve the same thing.

In relation to item 6 of the above resolution, Dominic Finlay Jones Architect has previously provided conceptual drawings illustrating options for extensions to the northern side of the Museum building, and enclosure of the western side, which is currently roofed but enclosed only by mesh screening. These conceptual drawings were not developed to the stage of enabling costings to be prepared. However, suffice to say the costs were seen to be substantial and currently beyond the means of the Council.

Item 7 of the above resolution was seen, at the time it was made, to provide an opportunity to secure expert services, for a fixed period, to work with the Museum executive to identify the best ways of managing its collection, including the Council's vessels. In subsequent discussions between staff and members of the executive it has become evident that the Museum members feel their current archival, recording and display operations are adequate, and need no further assistance. Given these discussions, no applications for funding for this purpose have been made.

The following report seeks to update the Council in the context of this resolution. It also outlines a proposal which has recently been received from the Museum management executive which is relevant to the Council's current position.

Key Issues

- Conservation and management of Council assets.
- Provision of financial support to improve the community facility.

Information

Although recognizing that a number of Council owned assets are displayed as part of the Museum's operations, this report focuses on the M V Florrie. The opportunity to further discuss the matter has arisen because the Museum executive has recently presented a conceptual proposal to respond to part of the Council's February 2013 resolution. In essence, the proposal is to:

- Fix an external cladding (with an appearance of lapped timber and portholes) to the western and north-western sections of the Museum building;
- Remove and dispose of the mid-section of the *M V Florrie* and the metal cradle on which it rests;
- Retain and restore the stern and bow sections of the vessel and present them, supported by interpretive material regarding Florrie's past usage and details of her construction. Usable timbers from the mid sections will be salvaged and adapted as part of the restoration of the remaining sections;
- Prepare and display several scale models of the vessel to assist with interpretation of its historic usage. Members of the Museum have the capability to construct these models.

An illustration of how the finalized display might appear has been prepared by the Museum executive, and a copy of this is attached to the report.

Regrettably, the Florrie is in a state of disrepair. To reinstate it in its current configuration is considered to be cost prohibitive. Photographs included as attachments to this report illustrate the extent of deterioration. The damage was done during the extensive period that Florrie was displayed in an exposed state on the riverbank behind the Museum. Although the Council expended considerable resources more recently to relocate and cover the vessel on the western side of the Museum, such action has really only delayed the inevitable. The deterioration has not been arrested.

Councillors who inspected the Florrie in January last year will recall that the measures outlined above were seen as the most practical and cost effective management strategy. In 2009, Council commissioned a report from Mr Michael Staples to assess the condition of the vessel and to identify conservation management options. The report highlighted the complexities associated with the conservation of the Florrie (and historic timber vessels generally). Any attempted restoration of the vessel will be very expensive to establish and implement, and would require ongoing commitment of substantial financial and other resources.

The other related matter that warrants acknowledgement is the external appearance of the Museum building. Concerns have been expressed that the building does not present particularly well within this prominent riverfront reserve. Further, extensions to the building that have been undertaken in the past have occurred in a rather ad hoc manner.

The key factors that have influenced the design of the building to date are very limited budgets, security for the museum collection and the need to maximize vertical display areas. The aesthetic value of the building has effectively been a secondary consideration.

4.1 Ballina Naval and Maritime Museum - Timber Vessels

In this current proposal, the Museum executive has taken these concerns on board. As a means of softening the appearance of the building, and to reinforce what the Museum is actually all about, the executive has suggested a horizontally lapped exterior cladding to the western wall, punctuated with rounded window openings, with these elements giving the impression of a timber vessel, when viewed from the west.

Staff and members of the executive have also briefly discussed ideas for softening the southern (or riverside) façade of the building, perhaps with the application of a mural, for example. This concept may be further explored in the preparation of a master plan for this reserve, funding for which has recently been received.

Legal / Resource / Financial Implications

The Museum operates through the commitment of a relatively small but highly motivated team of volunteers. Whilst it is true that the Museum benefits by the inclusion of the Council-owned vessels in its collection and display (ie the Florrie, the Richmond and the La Balsas raft), reciprocal benefits flow to the Council, by the volunteers caring for these important community assets. The Museum is promoted as one of the more prominent and valued visitor attractions within Ballina Shire.

The current proposal is briefly set out in the attached notes provided by the Museum executive. The executive is currently seeking a grant from the Australian National Maritime Museum for \$10,000 toward the cost of externally cladding the Museum's western and north-western facades. The executive is offering \$10,000 of its own funds toward this construction and is seeking a matching amount from Council to complete this work. The consolidated \$30,000 has been assessed as sufficient to supply and fix the external cladding, based on enquiries made by the executive. This has not been verified by Council staff at this time.

As a further gesture, the executive is offering an additional \$10,000 of its own funds to contribute toward the cost of dismantling the Florrie and the metal cradle and restoring the retained bow and stern elements. This work would be carried out, as far as practicable, by the Museum volunteers who will also craft the replica models of the vessel and the interpretive materials.

If the work described here is able to be completed, the Museum executive does acknowledge that it will seek further funds from Council at another time to complete the internal lining-out of the western portion of the building. It is also well documented that the Museum wishes to further expand the building in the future, principally to enclose the Richmond Pilot Vessel, which is located adjacent to the Regatta Avenue frontage.

These would be matters for the Council's future deliberations.

The Council has not allocated any funds in its current or forward budgets for either the enclosure of the western part of the Museum building or for any maintenance of the Florrie, the Richmond or the Las Balsas raft. Consequently, acceding to the Museum executive's request for the \$10,000 will require adjustments to other budgets.

4.1 Ballina Naval and Maritime Museum - Timber Vessels

One option is to source \$5,000 of this amount from Council's heritage program. This will have the effect of deferring another project (probably the preparation of another publication like 'A Community at War' or 'Object of the Story'). However, from staff's perspective, implementing a clear strategy for management of the Florrie into the future is seen to have a higher priority. The other \$5,000 would need to be identified by the General Manager if the Council is motivated to support the outlined proposal.

Consultation

At this point in time, discussion concerning the proposal has been limited to meetings between Museum representatives and Council officers.

If the Council supports the Museum executive's proposal it will be necessary to lodge a development application and obtain consent to both enclose the western part of the building and dismantle the Florrie. This development application would be advertised as a means of ascertaining community sentiment about the vessel.

Options

It is open to the Council to take no action in relation to the proposed building enclosure of the Florrie. It is respectfully suggested this is not a satisfactory option. The Council has the responsibility of managing the vessel in the best interests of the community. Granted, the preference would be to restore the vessel, however the professional advice received (the Staple's Report) is that this will be exceptionally expensive to implement and will require a significant ongoing commitment of resources.

The alternative and more practical management option presented by the Maritime Museum is to salvage and restore the bow and stern of the vessel and present these for public display, supported by interpretive material and scaled models which illustrate Florrie in the various stages of her past "working life". The membership of the Museum has volunteered to be responsible for coordinating this work, and this is acknowledged as a generous offer.

There is little utility in carrying out this work on the vessel and creating an attractive and interesting display if the western section of the building remains unenclosed. In terms of timing however, it is likely that the bulk of the dismantling of the vessel (requiring access for machinery etc) would be undertaken before the building enclosure is finalised.

RECOMMENDATIONS

- 1. That Council notes the contents of this report concerning management options for the *M V Florrie* and the proposed enclosure of the western and north-western sections of the Ballina Naval and Maritime Museum building.
- 2. That Council approves, in principle, the proposed building enclosure and the preferred management option for the vessel, being its dismantling and removal of its midsections and retention, restoration and display of the vessel's bow and stern sections, placement of interpretive material and the fabrication and display of scale models of the Florrie.
- 3. That the management executive of the Ballina Naval and Maritime Museum be acknowledged for its custodianship of Council's vessels, and its willingness to coordinate and undertake the management option outlined in item 2 above.
- 4. That the General Manager is authorized to review the Council's endorsed budgets with a view to committing \$10,000 toward the cost of the enclosure of the Museum building.
- 5. That the General Manager is authorised to endorse the lodgement of a development application to obtain consent for the works outlined in item 2 above. Further, that the fees associated with the lodgement of the development application be sourced from the Council's community donations budget.

Attachment(s)

- 1. M V Florrie Vessel under cover showing current disrepair
- 2. M V Florrie Plans for Restoration Recommendation No 2



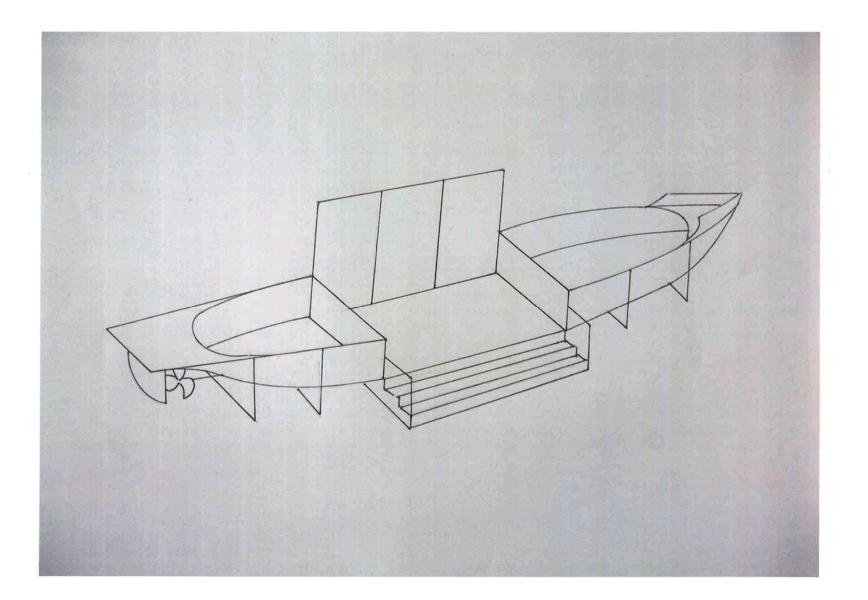
M.V. Florrie

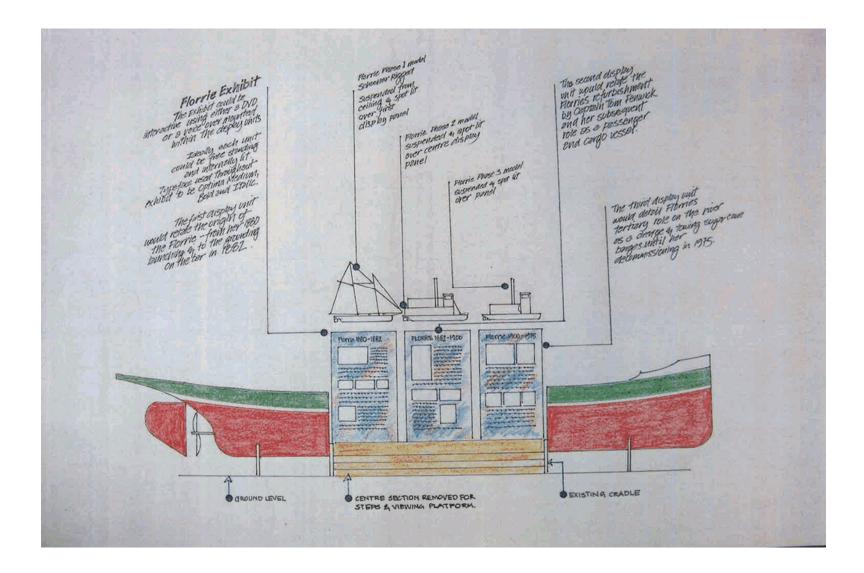




M.V. Florrie







Delivery Program	Community Facilities and Services
Objective	To invite the Council's further consideration of matters associated with the Ballina Library.

Background

In past months, the Council has had cause to consider matters associated with the Ballina Library, including the operations of the Library's volunteer support organisation, the Ballina Friends of the Library (Friends).

Principally, the matters that the Council has considered relate to the internal and external refurbishment of the Library and its possible expansion into the area which comprises the Richmond Room. More recently, the Council has also considered a proposal to offer Friends a space at the rear of the Ballina Visitor Information Centre within which the group can continue its fund raising efforts.

The following report aims to bring the Council up to date with these respective matters.

Key Issues

- Improved service delivery
- Risk management / building accessibility
- Funding availability

Information

Library refurbishment

The Council has previously considered the option of expanding the Library's operational floor space into the area which currently comprises the Richmond Room.

After considerable discussion, the Council determined not to proceed with the option as it would remove an important community facility and substantially impact a number of organisations which frequently use this space, including the Australian Red Cross Blood Service and the Ballina Lighthouse RSL Day Club.

As a compromise however, the Council resolved to encourage the Library to use the Richmond Room for delivery of some of its programs (particularly children's programs) when the facility is not otherwise in use. As an incentive for this, the Council provided the General Manager with the authority to set aside the normal casual hire charges for the Library's use of the space.

A more substantial and direct opening within the wall separating the Library and the Richmond Room is also to be created (as part of the proposed renovations) to more easily facilitate this use.

Council's Development and Environmental Health Group has now granted development consent for the proposed changes to the Library, and a construction certificate for the proposed work was granted on 9 September 2014. These authorisations will now enable prices to be obtained from building contractors and other component suppliers. This in turn will enable an assessment of the adequacy of the current budget allocated by the Council to fund the project - refer to further comments later in this report regarding funding.

The scope of work which has been authorized to be undertaken is illustrated in the plans accompanying this report.

Essentially, the work comprises the construction of the enlarged opening between the Library and Richmond Room (as discussed above), replacement of the building's northern façade, enlargement of the entry terrace and replacement / redevelopment of the access ramp to River Street.

It is also proposed to undertake minor repairs to the roof of the Library building, and to replace all internal lighting with more energy efficient fittings. Funding for the roof repair and lighting upgrade has been separately allocated within Council's Operational Plan and is part of the discussion below concerning the refurbishment budget.

Several discussions have been held between the Ballina Librarian Ms Fairlie, Council's Architect and staff regarding options for the internal reconfiguration of the library space. These included options for improved surveillance, improved efficiencies for staff and a more economic use of display and activities spaces (children's area, computer desks etc). Ultimately, it was determined that these are matters for the Librarian and her staff to consider, and they do not need to be part of either the regulatory approval process or the Council's deliberations.

Space for Friends of the Library

For many years, Friends have raised funds to support the needs of the Library. Principally, this effort has been through sales of books, either donated or which have become surplus to the needs of the Library.

Recently, Council offered Friends the temporary use of a vacant shop near the southern entrance of the Wigmore Arcade, without charge, within which they operated a book store. Evidently, this arrangement was quite lucrative, from Friends' perspective.

When it became necessary for the organisation to vacate the Wigmore Arcade shop, it requested Council's support for the provision of an alternative space within which it could conduct its fundraising activities. The Council, at its Ordinary Meeting held on 26 June 2014 received and considered a report in relation to this request. Following its deliberations, the Council resolved as follows:

That Council offers Friends of the Library the use of the rear area of the Ballina Visitor Information Centre for an initial period of two years, at an appropriate rental, subject to the further point below. That the General Manager be authorized to finalise the terms and conditions associated with the usage agreement, if necessary.

That as part of these discussions, Council write to the Friends of the Library seeking clarification on how any monies raised by the Friends are to be expended on Library services in the Ballina Shire.

In relation to the second part of the Council's resolution, a copy of the letter forwarded to Friends is attached. At the time of writing this report, a reply has not been received.

In relation to the first part of the above resolution, Council staff members, the Ballina Librarian, Ms Fairlie and executive members of Friends met at the Ballina Visitor Information Centre to inspect the space that Council has offered, and to discuss Friends' operational needs. Staff members in attendance reported that the meeting "went well" and that Friends appeared to be accepting and appreciative of the offer. Of course, rental for the space is yet to be resolved and requires the Council's further direction.

On 1 September, Steve Barnier of this office attended a Friends' meeting, following an invitation to do so. The purpose of the attendance was to discuss the matters addressed in this report. The opportunity was also taken to reinforce the Council's commitment to work collaboratively to support the Library, and the Friends, and to encourage that organisation to maintain its original undertaking to financially support the Library refurbishment project.

Regrettably, no clear outcome was delivered from the meeting. A number of Friends members were quite hostile toward the Council. Certainly, the indication from the meeting was that the previous offer from Friends to contribute toward the refurbishment of the Library is no longer "on the table", so to speak. This withdrawal of support apparently stems from what the organisation perceives as Council reneging on the previously proposed expansion of the Library into the Richmond Room space.

Legal / Resource / Financial Implications

In the current Operational Plan, Council has a budget of approximately \$130,000 remaining for the Ballina Library refurbishment project. Expenditure to date has been for architectural services. Additionally, Ms Fairlie advises that she has retained approximately \$54,000, sourced from the State Library's Local Priority Grant Funds Program, toward the work.

Responses to the Expression of Interest/Tender process for building services will confirm whether the available funds are adequate for the project. If not, the Council will be asked to provide supplementary funding, or defer all or some of the refurbishment. This is on the presumption that Friends does not contribute toward the cost of the approved work.

In regard to the rental for the Friends' proposed use of the rear portion of the Ballina Visitor Information Centre, the Council is invited to nominate a method for this. Options include a "peppercorn" arrangement, a commercial rental or a concession based on a percentage of an assessed commercial rental.

Given the nature of the organisation, and the support it provides to the Library as an important community facility, the "peppercorn" rental is preferred.

Consultation

Regrettably, the planning for the Library refurbishment has been a drawn out affair. Initially, delays were caused by the assessment of options involving the Library's expansion into the Richmond Room and the consequential impacts caused to the frequent community users of that space.

The Council then canvassed the option of linking the Library and the Ballina Visitor Information Centre and more closely integrating these two services. Principally due to excessive costs, this option was discarded, but may be worth revisiting in the future.

More recently, delays have been attributed to finalizing the scope of work and obtaining regulatory approvals.

Staff and Council's Architect have been able to work closely with the Ballina Librarian to ensure that the selected option will address risk management concerns and achieve improved access and more efficient and functional entrance areas. As stated, any changes to the internal configuration and operating area within the Library will be at the discretion of Ms Fairlie. The other important improvement will be to achieve more energy efficient outcomes with the installation of new internal lighting.

As an additional stakeholder, the indications are that the Friends executive appear pleased with the Council's offer of the temporary use of the area within the Ballina Visitor Information Centre (subject to the decision regarding rental). However, some members of the organisation have clearly expressed their dissatisfaction with the outcome which has been preferred at this time for the Library refurbishment.

Options

This report has been presented principally for the information of the Council, but also to obtain direction concerning rental for the proposal for Friends to temporarily occupy part of the Ballina Visitor Information Centre. The options for this are set out earlier in the report.

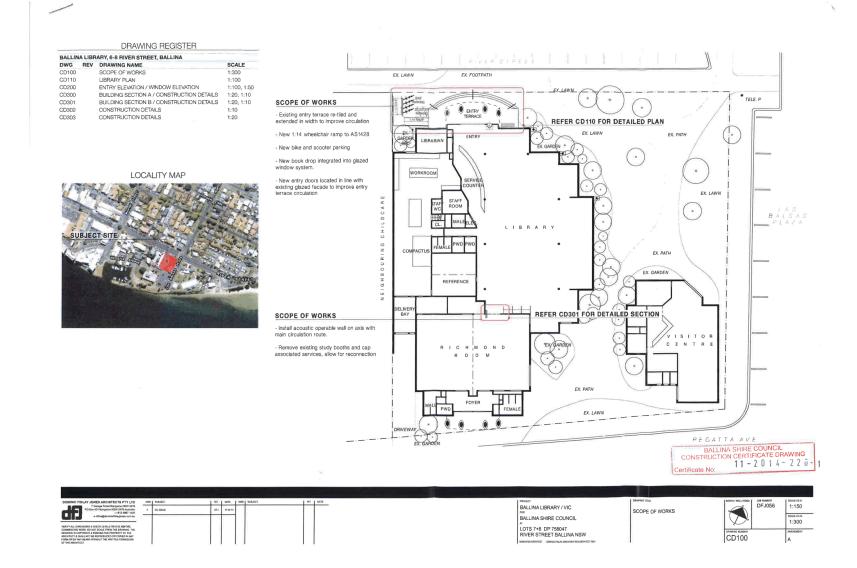
In relation to the Library refurbishment project, it is expected that the matter will only be reported back to the Council if the funds currently available are inadequate to complete the approved works. Otherwise, the project will proceed as soon as is practicable.

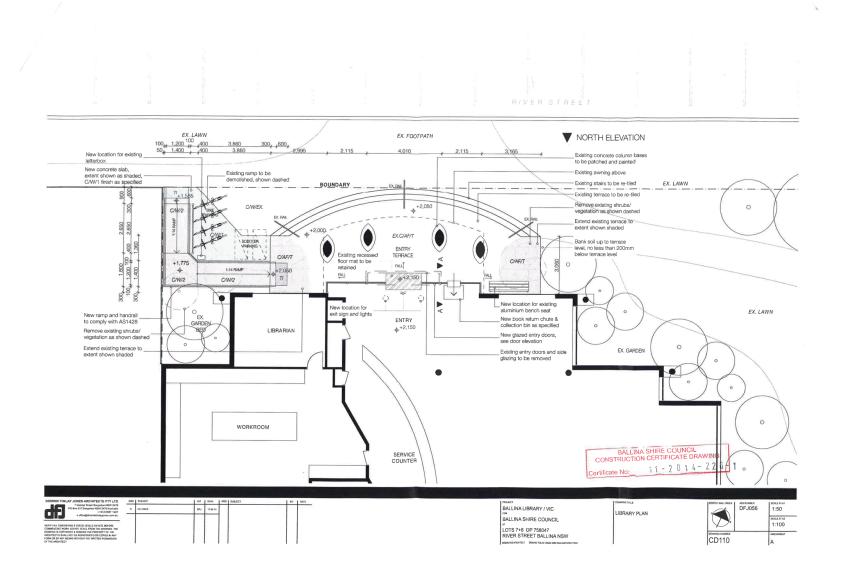
RECOMMENDATIONS

- 1. That Council notes the contents of this report outlining progress in relation to the proposed refurbishment of Ballina Library.
- 2. That Council confirms that a nominal rental is to be applied for the occupation of part of the Ballina Visitor Information Centre by the Ballina Friends of the Library, for an initial period of two years.

Attachment(s)

- 1. Drawings of proposed renovations for Ballina Library / Richmond Room
- 2. Letter to Ballina Friends of the Library 8 July 2014





Steve Barnier

14/43992

8 July 2014

The President Ballina Friends of the Library PO Box 450 BALLINA NSW 2478

Dear Ms Marchment

Re: Proposed Facility for Ballina Friends of the Library

I refer to recent communications regarding options to accommodate your organisation's activities.

The Council, at its Ordinary Meeting held on 26 June 2014 gave further consideration to this matter. Following its deliberations, the Council resolved as follows:

That Council offers Friends of the Library the use of the rear area of the Ballina Visitor Information Centre for an initial period of two years, at an appropriate rental, subject to the further point below. That the General Manager be authorised to finalise the terms and conditions associated with this usage agreement, with the Council seal to be attached to any agreement, if necessary.

That as part of these discussions, Council write to the Friends of the Library seeking clarification on how any monies raised by the Friends are to be expended on Library services in the Ballina Shire.

I am pleased to be able to offer Friends a space at the rear of the Ballina Visitor Information Centre (VIC) within which to conduct activities associated with fundraising for the library, in accordance with the Council's decision. I now invite you to meet with Council's Manager Community Facilities and Customer Service, Jordan Robinson and our Corporate Communications and Tourism Coordinator, Caroline Klose to discuss your operational needs, whilst ensuring that Council's visitor services are not compromised. To arrange these discussions, Jordan and Caroline may be contacted on telephone 6686 1284.

In relation to the tenure for your occupation within the VIC, I propose this would be by way of a basic lease agreement. In relation to the rental for the space, I believe the preference is to minimise the costs for Friends. However, you will note from the Council's resolution above that the Council will accept a "peppercorn" arrangement only if it is satisfied that substantial funds held by Friends will be committed to the imminent refurbishment of the Ballina library.

The Council respectfully urges Friends to reconsider and increase its current offer of \$20,000 towards these works. The scope of work proposed has been endorsed by the Ballina Librarian, Ms Kerrie Fairlie with the clear intention of increasing patronage, improving the external appearance and internal ambience and functionality of the library and, importantly, safety for those using the facility. Overall, this desire to improve the services provided by the library and the experience for its customers can be achieved with the strong financial support of your organisation.

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I am hopeful that in coming weeks, an accurate cost of the proposed refurbishment work will be available. At that time, I will welcome an opportunity to meet with you to further discuss the matter.

Thank you for your consideration of the above.

Yours faithfully

Steve Barnier Group Manager Strategic and Community Facilities Group