



Stage 2: Mansfield Emergency Services Precinct Feasibility Study

Report prepared for Mansfield Shire Council

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Baumgart Clark Architects

PLANNING FOR COMMUNITIES 0424 239 850

E: info@planningforcommunities.com.au **W:** www.planningforcommunities.com.au **ABN:** 93 220 357 998

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Executive Summary

This Feasibility Study is Stage 2 of the Mansfield Emergency Services Precinct project and is focused upon assessing the practicality of establishing an emergency services precinct in Mansfield. The Feasibility Study has concentrated upon:

- Confirming the precinct mix / components of the precinct, and the needs and requirements of the emergency services agencies
- Identifying the implications of not investing in emergency services infrastructure and strengthening the resilience of the Mansfield community
- Confirming the scope and priorities for the Emergency Services Precinct
- Developing a concept plan and obtaining an indicative cost estimate
- Identifying the proposed operating and governance model for the Precinct
- Preparing a Preliminary Business Case for presentation to government. The Business Case focuses upon the concept of establishing an Emergency Services Precinct incorporating several emergency services agencies and a Resilience Centre. It is important to acknowledge the individual emergency services agencies have their own business case process for demonstrating the need for new infrastructure, prioritising projects, and securing capital funding.
- Outlining the suggested funding strategy and identifying the next steps to be taken to progress the project.

This report should be read in conjunction with the Stage 1 Scoping Study and the Preliminary Business Case provided in Part C as a separate attachment.

Scope of the Emergency Services Precinct

The Mansfield Emergency Services Precinct will be developed on Council owned land at 166 Maroondah Highway (the Saleyards site). The Emergency Services Precinct will incorporate:

- An Ambulance Victoria station to accommodate 24-hour operation.
- A new Victorian State Emergency Services facility.
- Facilities for Mansfield Community Radio as the emergency broadcaster for the region.
- A Resilience Centre comprising emergency training and support facilities to enable delivery of emergency management and community capacity building training programs, support volunteer recognition and community recovery efforts, and strengthen the resilience of the community to prepare for, respond to and recover from emergency and disaster situations.
- Provision for a new Country Fire Authority station (proposed for development in stage 2).

Facilities will be designed to support a co-ordinated and integrated approach to delivering emergency services and building community resilience, with shared meeting spaces, shared internal and external training and incident response spaces, and where possible, shared support infrastructure e.g. amenities, car parking, storage.

Key partners in the Emergency Services Precinct will be:

- Ambulance Victoria
- VicSES
- Mansfield Community Radio
- Mansfield Shire Council
- Country Fire Authority (although likely to be at a later stage).

Other partners connected to the Resilience Centre include DELWP, Victoria Police and Mansfield Adult Continuing Education (MACE).

The delivery of the Emergency Services Precinct is expected to occur in 2 stages:

- **Stage 1** comprising development of the Ambulance, SES, and Mansfield Community Radio facilities and the Resilience Centre. This must occur in the **short term** due to the **URGENT NEED for new Ambulance and SES** facilities and the essential need to strengthen the resilience of the Mansfield community to prepare for, respond to and recover from emergencies and disasters.
- **Stage 2** comprising development of the CFA facilities. This is proposed to occur in the **medium to longer term**.

Capital cost

The estimated capital cost to develop the Emergency Services Precinct is \$21,448,183. The is based upon cost planning undertaken by Plan Cost Australia on 30 June 2022.

Precinct component	Estimated Cost
VicSES Building	\$7,061,505
Ambulance Victoria Building	\$4,241,604
Mansfield Resilience Centre – Incorporating Mansfield Community Radio	\$6,241,982
CFA Building	\$3,903,092
TOTAL	\$21,448,183

Table A: Indicative order of cost, precinct components, Mansfield Emergency Services Precinct, 30 June 2022

Operating and governance model

Key components of the operating and governance model are:

- Council retains ownership of the land and leases agreed parcels of land within the precinct to the individual agencies and organisations.
- Emergency service agencies and organisations are responsible for their individual service operating costs and maintenance of the infrastructure on the land they lease from Council, and make a financial contribution towards the ongoing operation of the Resilience Centre.
- Council or its nominee manages the Resilience Centre, with operating costs still to be clearly defined.
- A memorandum of understanding with Council, and the agencies and organisations in the Precinct to be developed to document and establish the vision and purpose of the Emergency

Services Precinct and the Resilience Centre and confirm the role, contribution and commitment of the individual agencies and organisations to the Precinct.

- A co-ordinating body is established including Council, all agencies and organisations to be based in the precinct, and community representatives

Funding strategy

The funding strategy is multipronged and will require a high level of advocacy from Council and emergency service agencies to the State and Federal Government.

- Council will contribute the land at an estimated value of \$1,125,000 and will be seeking funding from the Federal and State Governments for development of the Resilience Centre.
- Ambulance Victoria and VicSES to secure capital funding from the Victorian State Government to support the development of their infrastructure requirements.
- There may be potential to generate funds from the sale of the current Ambulance Victoria site which will be surplus to their needs.

Funding Source	Amount sought/contribution
Stage 1	
Federal Government Disaster Ready Fund/Preparing Australian Communities Program (PACP)	\$3,120,991
Regional Infrastructure Fund – Victorian State Government	\$3,120,991
Mansfield Shire Council Land – 166-176 Maroondah Highway, Mansfield	
VicSES/Emergency Services Infrastructure Authority – New Mansfield SES Unit	\$7,061,505
Ambulance Victoria/Victorian health Building Authority - New Mansfield Ambulance Station	\$4,241,604
Total Stage 1.	\$17,545,091
Stage 2	
CFA – New Mansfield Fire Station	\$3,903,092
Total Stage 1 and 2	\$21,448,183
Value of land contributed by Mansfield Shire Council 166-176 Maroondah Highway, Mansfield	\$1,125,000
Proceeds sale of former Mansfield Ambulance Station – 3 Curia Street, Mansfield	\$590,000

Table B: Proposed funding strategy, Mansfield Emergency Services Precinct, July 2022

Next steps

1. Council to formally consider the Feasibility Study and Preliminary Business Case.
2. Advise the emergency services agencies at the corporate and local level and the wider community about the outcome of their consideration of the Feasibility Study and Preliminary Business Case.
3. Prepare an advocacy plan for State and Federal Government.
4. Establish a project control group to provide guidance and support to the advocacy plan, and to future planning for the precinct.
5. Actively pursue grant funding opportunities to progress planning for and development of the Emergency Services Precinct, particularly the Resilience Centre.
6. More fully develop the governance and operating model for the Precinct including:
 - a. Prepare a Memorandum of Understanding between Council and the emergency services agencies and organisations establishing the vision and purpose of the Precinct and the Resilience Centre, and identifying the role, contribution and commitment of the individual agencies and organisations to the Precinct, and to strengthening the resilience of the Mansfield Shire community to prepare for, respond to and recover from emergency and disaster situations.
 - b. Confirm the occupancy arrangements between Council and the emergency services agencies and organisations.
 - c. More fully develop the operating and financial model for the Resilience Centre.
7. Once funding is secured, establish a Project Control Group to oversee the detailed planning and development of the capital works.

Part A: Context and research

1.0 Introduction

Mansfield Shire Council is located in Victoria’s north-east and has many factors which make it more susceptible to emergency situations and present challenges to emergency services agencies. Key factors include vast tracts of land referred to as the ‘High Country’, major water bodies, major transport routes and highways, dispersed settlements, significant distance from other regional centres, isolated and rugged terrain, and a large and growing resident and visitor population. There is also an increased frequency of natural disaster events such as bushfires, storms and floods. This context requires contemporary and integrated emergency services infrastructure and services to reduce the vulnerability of the Mansfield Shire community, and increase its capacity to respond to and recover from emergency situations.

For several years Council, local emergency services agencies and interested community members have been exploring options for a sustainable long-term solution for emergency services facilities in Mansfield. This culminated in the commissioning of the Mansfield Emergency Services Precinct Study in September 2021.

- Stage 1 of the Study, the Scoping Study, was completed in November 2021.
- Stage 2, the Feasibility Study is the focus of this report.

The Feasibility Study:

- **Assesses the practicality** of an emergency services precinct on the former Sale Yards site (166 Maroondah Highway) incorporating Ambulance Victoria, VicSES, Mansfield Community Radio, the Mansfield Resilience Centre and CFA (as a second stage).
- **Outlines a business case** for the proposed precinct with a focus on partnerships and collaboration across the emergency services, and initiatives to increase the resilience of the Mansfield Shire community.
- **Identifies next steps** and a roadmap to realise the community’s vision.

2.0 Findings from stage 1: Scoping Study

The purpose of the stage 1 Scoping Study was to assist Council, emergency services agencies, community and other stakeholders to understand the need for, benefits of, and options for establishing new emergency services infrastructure, and for co-locating emergency services agencies, including possible sites for an emergency services precinct. It also assisted Council and stakeholder agencies to engage with the State Government about ensuring the region's emergency services needs are met in a coordinated and sustainable way.

The key findings from the Scoping Study were:

- **There is a clear need for improved investment in quality emergency services infrastructure** that is fit for purpose, will reduce the vulnerability of the Mansfield community, and increase its capacity to respond to and recover from emergency situations and the growing resident and visitor populations. This reflects the condition of current facilities, population growth, high and increasing levels of visitation to the region and significant natural risks and challenges in the area including the High Country, large water bodies and highly dispersed population.
- **There is strong evidence to support the establishment of an emergency services precinct** given the State Government's policy priority to develop co-located and integrated emergency services infrastructure, the current level of collaboration between local agencies and strong and enduring community support for this approach. The extensive partnering and collaboration between agencies at the local level will be enhanced, which will promote and encourage the already strong volunteerism in the community.
- **The needs and priorities of the agencies for emergency services infrastructure in Mansfield have been established.** The three agencies with demonstrated need and interest in being involved in an emergency services precinct are Ambulance Victoria and the State Emergency Service (SES) in the short term and the Country Fire Authority (CFA) in the medium term.
- **The recommended components of the Emergency Services Precinct were:**
 - New Ambulance Victoria station to accommodate 24-hour operation
 - New State Emergency Services facility
 - Provision for potential new Country Fire Authority station
 - Emergency Training and Support Hub (Mansfield Resilience Centre) to enable delivery of emergency management and community development training programs and to support the community recovery effort
 - New facilities for Mansfield Community Radio
 - Storage facilities to assist Red Cross and other community organisations and their community support and recovery efforts.

3.0 Existing Mansfield emergency services infrastructure

All emergency service agencies have an existing presence in Mansfield. The Scoping Study documented the location, condition and functionality of the facilities. There has been minimal investment in emergency services infrastructure in recent years, the exception being minor improvements to the CFA fire station which have prolonged its operational life. Table 1 below describes the current location, condition and fitness for purpose of the facilities.

Agency	Address	Land tenure	Locational context	Condition and fitness for purpose of existing facilities
Ambulance Victoria	3 Curia Street, Mansfield	Crown Land	<p>Located in the town centre in a residential street, close to the main street and adjacent to the Police Station, Courthouse and CFA station. Mansfield District Hospital is located a short distance to the south.</p> <p>It's location in a residential area is problematic.</p>	<p>The station has recently moved to a 24-hour staffed operation and minor modifications have been made to the existing facilities. These represent only a limited improvement and will not support the future needs of the service. Fundamentally, the facilities are not fit for purpose and the site cannot accommodate the additional facilities required to support the expanded operating capacity of the service.</p> <p>Ambulance Victoria has identified the Mansfield Ambulance Station as being a top priority for replacement in Victoria.</p>
VicSES	Maroondah Highway, Mansfield	Occupancy Agreement with Mansfield Shire Council	<p>Located on the former Saleyards site. This is Council owned land at the western entrance to the Mansfield township.</p> <p>Well located in terms of easy access to main roads and the centre of town.</p>	<p>The facility is in poor condition, has significant accessibility constraints and fundamentally compromises the ability of the SES to respond to the needs of the community.</p> <p>VicSES has identified the Mansfield SES facilities as one of the top priorities for redevelopment or replacement in Victoria.</p>
Country Fire Authority	29 Highett Street, Mansfield	Crown Land	<p>Located in the town centre and adjacent to the Courthouse, Police Station and Ambulance Station.</p> <p>Access to and from the CFA Station is difficult when there is high traffic volumes.</p>	<p>Modifications and extensions were undertaken to the existing facility in 2018.</p> <p>The CFA have advised the site will meet operational requirements for the next 15 years.</p>

Agency	Address	Land tenure	Locational context	Condition and fitness for purpose of existing facilities
Victoria Police	92 High Street, Mansfield	Crown Land	<p>Located in the town centre and adjacent to the Courthouse, ambulance station and CFA fire station.</p> <p>Access to and from the Police Station is difficult when there is high traffic volumes.</p>	VicPol have advised the existing facilities meet the current and future operational needs of the service. Proximity to the courthouse is a key priority and VicPol also use the meeting space in the CFA fire station to support their activities.
DELWP	128 Highett Street, Mansfield	Crown Land and lease over privately owned land	<p>DELWP operates from a large site located at the southeastern edge of the Mansfield township, in a residential area. Further south than Mansfield District Hospital and close to Mansfield Secondary College.</p> <p>The site is not large enough to support the current and future needs of DELWP.</p>	<p>The current facilities are not fit for purpose and DELWP have entered into an agreement with Mansfield Shire Council to develop a new facility on Council owned Land on Lakins Road to the north of Mansfield township.</p> <p>The total site footprint DELWP require is over 3 hectares which presents some challenges in co-locating with other emergency services.</p>
Mansfield Community Radio	10 Bank Place Mansfield	Occupancy Agreement with Mansfield Shire Council	Located in the Mansfield town centre close to other community facilities e.g. Mansfield Mens Shed, Mansfield Youth Centre, Mansfield Community Cubby House Childcare Centre and Mansfield Bowling Club.	The building is not purpose built, has limited amenity and significant accessibility constraints.

4.0 Strategic and policy context

The proposal to develop an emergency services precinct in Mansfield is consistent with Federal, State and Local government policy.

- The Federal Government has a strong focus upon managing and minimising disaster risk and building resilience within communities to withstand and recover from emergencies and disasters.
- In Victoria, the policy context for emergency services infrastructure provision is reflected in the combined strategic plans and policies of the Victorian State Government and the various emergency services agencies.
- Council's key plans emphasises the importance of community safety, working in collaboration with other levels of government and strategically responding to growth and change. This provides guidance to planning for establishment of an emergency services precinct in Mansfield with co-located services and infrastructure.

Overall, the policy context

- **Provides a clear basis for establishing an emergency services precinct in Mansfield** with co-located services and infrastructure. There is a high level of consistency in sector / agency planning and policy development in relation to the commitment to partnering, shared and joined-up services.
- **Acknowledges the increasing severity and regularity of disasters** and the need for a co-ordinated and co-operative effort to build resilience by enhancing capacity to prepare for, respond to and recover from emergencies and disasters.

Additionally,

- There has been substantial change and reform to the structure and legislative framework for emergency management in Victoria in recent years. The changes respond to population growth and change, technological change, climate change and increased frequency of natural disasters.
- There are many agencies and organisations within the emergency management sector with shared and discrete accountabilities. Consistent with this, there are a range of organisational arrangements for delivery of emergency services infrastructure, which are spread across numerous departments and overseen by several Ministers.
- There is increased support for and recognition of the visitor economy and eco-tourism in Victoria and the region, and the impact this is having upon the demand for emergency services.
- At the local level, Council and the agencies have an important role in planning for and responding to emergency events.
- Council has a responsive planning framework that captures community aspirations for social connectedness, a safe and secure community, local infrastructure and services to be sustainable and responsive and sustainable economic prosperity.
- Council's plans reflect an environment characterised by population growth, a significant visitor economy and natural assets of State significance.

The key Federal and State Government and Mansfield Shire Council plans and strategies which establish the context for a proposed emergency services precinct in Mansfield are:

Federal Government	National Disaster Risk Reduction Framework, 2019. National Action Plans National Strategy for Disaster Resilience
Victorian State Government	Victorian Emergency Management Strategic Action Plan (SAP) Update #3 2018-21 Victoria’s infrastructure strategy 2021-2051, Infrastructure Victoria Inspector-General for Emergency Management reports and reviews
Emergency Services Agencies	VicSES Strategic Plan 2018-2022 Ambulance Victoria Strategic Plan 2017-2022 Country Fire Authority Strategy and Outcomes Framework 2020-2030 Victoria Police Capability Plan 2016-2025 DELWP Corporate Plan 2021-2025.
Mansfield Shire Council	Municipal Emergency Management Planning Committee (MEMPC) terms of reference Municipal Emergency Management Plan (MEMP) Mansfield Shire Community Vision 2040 Mansfield Shire Council Plan 2021-2025 Planning Scheme Amendment C48 – currently on exhibition

More information about the policy and planning context can be found in Appendix A.

5. Consultation and engagement

Consultation and engagement with stakeholders has been key to informing the Feasibility Study. The purpose of the consultation was as follows:

- To validate and confirm the precinct mix / components and to confirm the agency infrastructure needs and requirements.
- To understand the relationship between service and operational requirements and infrastructure provision.
- To identify the benefits from co-location with other emergency services agencies and to identify opportunities for shared facilities and spaces.
- To understand agency activities proposed for the Resilience Centre.
- To identify community activities that would add value to the operation of the Resilience Centre.
- To understand agency processes and decision making for infrastructure planning and provision.
- To understand the preferred approach by agencies to land tenure, occupancy agreements and management arrangements.

The consultation and engagement consisted of the following:

- **Workshops with the Project Control Group** including representatives from Mansfield Shire Council and members of the Mansfield Emergency Services Precinct Community Committee.
- **Workshops with the Technical Advisory Group** including representatives from Mansfield Shire Council, Ambulance Victoria, SES, CFA, VicPol and DELWP.
- **Telephone interviews** with representatives from the various emergency services agencies, including Mansfield Community Radio, and community agencies or organisations.
- **Site visits** to the existing emergency services facilities in Mansfield, including Mansfield Community Radio, and new SES and Ambulance Victoria facilities in Knox and Mount Waverley respectively.

5.1 Key findings from consultation

The major themes from the consultation were:

- Confirmation from the agencies that infrastructure requirements were accurately reflected in the earlier Scoping Study and are still applicable.
- Recognition that significant investment in emergency services infrastructure in Mansfield is becoming increasingly urgent, particularly to support Ambulance and SES activities.
- Confirmation that investment in Ambulance and SES facilities are regarded as a high priority by the agencies but, funding has not yet been secured to support this investment.
- Collaboration and coordination of activities between agencies is increasing, along with a shared awareness of the challenges facing the emergency services system.
- A commitment to actively exploring opportunities for co-location and sharing of facilities.
- Recognition of the specific infrastructure needs of individual agencies.

5.2 Summary of specific agency information

Agency/organisation	Key information
Ambulance Victoria	<ul style="list-style-type: none"> • Minor works to current branch undertaken to support transition to 24-hour station. • Improved safety and wellbeing for ambulance staff needed including secure car parking and improved medication management systems. • No garaging of ambulances available. • Rest and recline facilities inadequate. • Opportunities for shared facilities limited due to paid workforce and medicine management requirements.
VicSES	<ul style="list-style-type: none"> • Current facility is over 2 levels and not accessible. • Actively advocating for new facility to meet future needs. • Favour current site for precinct development (Sale Yards site). • Actively interact and co-operate with other agencies. • Propose shared facilities to promote collaboration opportunities and reduce capital cost.
CFA	<ul style="list-style-type: none"> • Confirm ongoing interest in working with other agencies on precinct proposal. • Reconfirm no current plans to redevelop or relocate existing facility. • Strong interest in accessing facilities in Resilience Centre for training, joint activities, etc.
VicPol	<ul style="list-style-type: none"> • Confirm no plans to redevelop or relocate existing station. • Proximity to Courthouse seen as a strength of current site.
DELWP	<ul style="list-style-type: none"> • Progressing plans for new facility in industrial area north of the township. • New facility is planned to have an Incident Control Centre for major emergency events. • Expressed interest in accessing facilities in Resilience Centre for staff training, and meetings with other agencies.
Mansfield Community Radio	<ul style="list-style-type: none"> • Are the emergency services broadcaster for Mansfield Shire and the surrounding region. • Existing facilities are not purpose built, have amenity limitations and significant accessibility constraints. • Relocation to the precinct is a positive opportunity to strengthen relationships with agencies and other community organisations.
Mansfield Adult and Continuing Education	<ul style="list-style-type: none"> • Express interest in participating in planning for the precinct and partnering with agencies. • Current facility is at capacity and there is potential for programs to be delivered from Resilience Centre.

6.0 Cost and implications of not investing in Mansfield

The inadequacies and limitations of the current emergency services infrastructure in Mansfield and the dimension of the risks and challenges facing the northeast, in relation to natural disasters and emergency events, makes the need for investment in new fit for purpose infrastructure urgent. The costs and implications of not investing in Mansfield’s emergency services infrastructure in a timely way are discussed below:

<p>Loss of community momentum, interest and support:</p>	<p>Recognition of the urgent need to invest in emergency services infrastructure in Mansfield is widely acknowledged in the community. So much so that at the community’s initiative, the Mansfield Emergency Services Precinct Community Committee was formed to give formal expression to the community’s aspiration. The group is very active in promoting the proposal to the wider community and in advocacy to key decision makers.</p> <p>Failure to respond to this aspiration risks the loss of community interest and support for the activities of the emergency services agencies and the potential undermining of the current high levels of volunteerism for the agencies.</p>
<p>Impact on dispatch times</p>	<p>Current dispatch times for the agencies are compromised by inefficient and outdated facility designs and layout. Further to this, the location of the CFA Fire Station means that egress is significantly compromised at times of heavy traffic flow in the town centre and during community activities such as the monthly farmers market. The Maroondah Highway site is favoured by the agencies and modelling supports dispatch performance required, can be met by the proposed site.</p>
<p>Cost of maintaining/improving existing infrastructure</p>	<p>While the agencies have not been able to provide data about the cost of maintaining or improving existing infrastructure, it is understood to be significant for Ambulance and SES, because of the poor condition and constraints of their existing infrastructure.</p>
<p>No other suitable publicly owned land has been identified</p>	<p>The proposed site is ideally located to support an emergency services precinct. Council is keenly supportive of the project and is prepared to bring the land parcel to this project. No other suitable land has been identified to support the development of new emergency services infrastructure. The existing Ambulance Station and CFA Fire Station sites in Mansfield are heavily constrained, and further development and improvements not possible.</p>
<p>Potential for improved coordination in planning, response and recovery to emergencies and natural disasters</p>	<p>The agencies are currently located in dispersed locations across Mansfield township. Facilities are not available to efficiently conduct joint training activities in a coordinated way. The proposed precinct presents the opportunity for improved coordination of operational and training activities that will result in strengthened relationships that will benefit emergency response and recovery efforts</p>

<p>Strategic development potential of existing Ambulance Victoria and CFA sites offers potential to reinvigorate Mansfield town centre and enable improvements to Mansfield Police Station and Mansfield Court House</p>	<p>Mansfield Ambulance Station and the CFA Fire Station are located in constrained central township locations. Whilst both sites do not have the potential to sustain the future infrastructure needs of the agencies, they have significant potential to support the further reinvigoration of Mansfield town centre.</p> <p>The sites are located in high profile locations with adjacent land uses including Mansfield Court House, retail and services businesses. Given the proximity to Mansfield Police Station and Court House, the sites also offer the potential to support future improvements to these facilities which would not be possible if the Ambulance Station and CFA Fire Station were not relocated.</p>
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Part B: The emergency services precinct

7.0 Precinct framework

The emergency services precinct framework which was developed in the earlier Scoping Study brings together an understanding of the policy context for emergency services planning and provision, review of demographic and economic data, assessment of best practice examples and consultation with stakeholders. The framework responds to this environment and outlines a case for investment in emergency services infrastructure to ensure emergency management services in Mansfield Shire and the north-east are responsive, and community interest and energy in ensuring the resilience of Mansfield Shire.

Appropriate and responsive emergency services support liveability and underpin economic prosperity. They keep communities safe and provide certainty. The proposal for a precinct approach:

- Responds to the community aspiration for increased resilience
- Facilitates an integrated approach to emergency management
- Positions emergency services to better meet current and emerging threats and challenges
- Provides a solution where capital and operating resources can be applied effectively and efficiently.

A precinct approach is proposed to enable consolidation of Mansfield emergency services infrastructure as much as possible to the one site. The precinct is proposed to include the following:

- New State Emergency Services facility.
- New Ambulance Victoria branch to accommodate 24-hour operation.
- Provision for future new Country Fire Authority station (second stage).
- New facilities for Mansfield Community Radio.
- Resilience Centre comprising emergency training and support facilities to enable delivery of emergency management and community development training programs including volunteer recognition, to support the community recovery effort and build a resilient community.

This scope reflects the following:

- The urgent need for a new Ambulance station
- The current location of Mansfield SES on Council land and its inherent operational difficulties associated with its age, layout and condition
- A future site for a new station for Mansfield CFA
- A facility to focus community resilience activities, and build community capacity
- The potential to develop shared training and support facilities
- The need for improved and permanent facilities for Mansfield Community Radio as the emergency broadcaster for the Shire and wider region.

7.1 An integrated approach

The establishment of an emergency services precinct is proposed for the following reasons:

- There is a well-developed planning and policy environment at the local and state level that provides a **clear policy basis** for establishing an emergency services precinct in Mansfield with co-located services and infrastructure. There is a high level of consistency in sector planning and policy development in the **commitment to partnering, collaboration and joined-up services**.
- **To enable shared use of spaces and facilities**, and support and foster collaboration and closer relationships between the emergency services agencies. Joint training and operational activities are just two examples of how collaboration can be strengthened.
- There is a **high level of support and interest** in the proposal from Ambulance Victoria and SES Victoria at the local and corporate level who as a priority are seeking funding to redevelop their existing facilities and are very supportive of a co-location model.
- There is **strong support and interest** in the proposal from other emergency agencies.
- There is a high level of community pride with strong and enthusiastic **collaboration and coordination by emergency management agencies at the local level**.
- **Appropriately zoned publicly owned land is available** to sustain an emergency services precinct. Council has confirmed its commitment to providing the land for establishment of an emergency services precinct.
- It represents an **efficient way to provide public infrastructure**.
- It will deliver a highly visible focus for emergency services which will **promote and encourage volunteerism**.
- A key liveability attractor to encourage people to move to the area is the accessibility of services and supports including emergency services. **Strong and collaborative emergency services will build confidence in Mansfield as a safe and liveable community**.

8.0 Mansfield Resilience Centre

Mansfield Shire is a proud and united community with a strong history of volunteerism (28.9% compared with regional Victoria 24.3%, 2016 ABS Census) and enduring interest and support for emergency services agencies. The region has experienced a large number of major natural disasters and emergency events in recent years including fires, floods, and land and water search and rescue activities. The momentum for the proposal to establish an Emergency Services Precinct in Mansfield including the Resilience Centre derives from and reflects this community context.

The Mansfield community understands that collaboration and coordination of effort across the emergency services sector in the planning for, response to and recovery from emergency events will contribute to safer, more resilient communities.

The Mansfield Emergency Services Precinct will incorporate spaces and facilities to support the efficient and effective delivery of services by emergency services agencies. This includes a combination of facilities dedicated to the specific activities of individual agencies, and shared spaces and functionality to promote and facilitate collaboration and the achievement of joined-up services. The Resilience Centre will be key to the provision of shared spaces and functionality.

8.1 Vision for a resilient Mansfield Shire

The Mansfield Shire Community Vision 2020 provides important context for the development of an Emergency Services Precinct and importantly the **Mansfield Resilience Centre**. These are:

- A vision for an **engaged and active community**.
- A desire for the community to be **collaborative** and work towards common goals.
- A vision for a **safe and secure community**.
- Local infrastructure and services to be sustainable, robust and responsive.
- Shire prosperity that is **resilient**.
- Local infrastructure and services that are holistic and **people-centred**.

Mansfield Resilience Centre will be a focus for community resilience and community capacity building in Mansfield Shire. This is in recognition of the real and significant risks and challenges faced. The Centre will:

- Stimulate, support, and sustain community involvement in the prevention, awareness of, response to and recovery from emergency and disaster events.
- Facilitate the attraction and retention of volunteer involvement in emergency services response.
- Further enable partnerships and collaboration between agencies and community organisations.
- Embed in the local community a confidence that communities are at their best when they are optimistic, act together and are future focused.

8.2 Benefits and impacts of the Resilience Centre

Building community resilience through the Mansfield Resilience Centre will deliver a wide range of community benefits and positive outcomes.

Outcome	Impact
Reduce vulnerability and enhance preparedness:	The provision of integrated contemporary infrastructure where services are supported to work together, will enhance preparedness for emergency situations and strengthen the resilience of the community.
Support joint initiatives:	Will provide the capacity to deliver joint training, educational and operational activities.
Nurture community interest confidence:	Responds to and nurtures community interest, support and involvement in emergency management and volunteering at the local level. It will strengthen confidence in the liveability of Mansfield, supporting continued growth in the residential population and visitors to the region.
Support community and economic recovery:	Investment will support both current and future community and economic recovery from natural disasters in the Mansfield area. It also provides an opportunity for existing CFA and Ambulance sites to be made available to support the continued revitalisation of the Mansfield town centre.
Demonstration project:	Investment represents a demonstration project to promote and 'bring to life' the state policy agenda for collaborative and joined-up services.
Stronger relationships:	Stronger relationships between community organisations and emergency services agencies will assist planning, response, and recovery efforts.

8.3 Proposed activities to occur in the Resilience Centre

Discussions with the emergency services agencies and community organisations have revealed a high level of interest in carrying out activities and interacting with others at the Resilience Centre. The range of activities is outlined in table 7.1 below.

Agency/organisation	Activity	Proposed frequency	Attendance
General	International Volunteers Day - December	Annual	100
	National Volunteers Week - May	Annual	100
	National Road Safety Week - May	Annual	50
Mansfield Shire Council	MEMPC Meetings	Quarterly, 4 hours	20
	MEMPC Sub Committee mtgs	2 to 4 p.a.	8
	Community briefings – fire preparedness, road safety, etc	Ad hoc	100
VicSES	Training - Wednesday nights	Weekly, 2 hours	12-46
	Administration meeting - Wednesday nights	Quarterly	46
	Community/children/school education sessions	Weekly, during the day	25
	Adhoc meetings with other agencies	Adhoc, monthly	10
CFA	Mansfield brigade meeting	Monthly	30
	Brigade meeting with brigades from surrounding districts	Monthly, Tues or Thurs night	30-80
	Regional training programs	12 p.a.	10-30
	Training sessions – Mansfield Brigade	Weekly, Tues or Thurs night	15-40
	Adhoc meetings with other agencies	26 p.a.	10
	Adhoc meetings by other agencies	Monthly	10-30
	Community/children/school education sessions	10 p.a.	20-25
Ambulance Victoria	Adhoc Regional training programs	Adhoc	40
	Adhoc meetings with other agencies	6 p.a. 4 hours	10
	Training programs	10 p.a.	12
	Community/children/school education sessions	10 p.a.	25
DELWP	Adhoc meetings with other agencies	Adhoc	10
	Staff training, including first aid and authorised officer training	6 p.a.	25
Mansfield Community Radio	Broadcast	7 days per week	4
	AGM	Annually	30
	Student music scholarship program	3 sessions p.a.	5-30
	School program – Lauriston and Timbertop	Adhoc	
	Fundraising and social activities	6 p.a.	50-70
MACE	Training programs – First Aid, CPR, Wellness	Monthly	15

Table 7.1: Proposed activities for the Mansfield Resilience Centre

9.0 Site selection

As part of the Scoping Study (Stage 1), potential sites for an emergency services precinct were assessed against agreed criteria to determine the suitability of the sites to accommodate the function and level of activity associated with an emergency services precinct. The three sites assessed were:

1. The Lakins Road site (south side and west of Midland Highway)
2. The Saleyards site (166-176 Maroondah Highway)
3. The existing DELWP site (128 Highett Street).

9.1 Site assessment criteria

Broadly an emergency services precinct requires a large area for dedicated and shared spaces, must integrate appropriately into the surrounding area and be of sufficient layout and complexity to meet the region's emergency service's needs. The criteria used to assess possible sites was:

Primary

- Land is in public ownership and available for emergency services infrastructure and activity.
- The existing planning controls support the use and development of the site for emergency services infrastructure and activity, are adjacent land uses compatible, has a Cultural Heritage Management Plan been prepared
- Dispatch response time from (and returning to) the site for each of the emergency services agencies can be met
- The site is big enough to accommodate ALL proposed requirements (internal/external)
- Access or use of the site is not impaired by flood events.
- Access or use of the site is not impaired by fire events.

Secondary

- There is good street frontage access potential.
- Arrangements in relation to traffic arterials, etc. i.e. immediate connection into road network, appropriate traffic speed zoning, suitability for heavy vehicles, suitable sightlines, etc.
- Site services (electricity, water, sewer) are readily available – specifically, no major upgrade is required to support the services.
- Environmental factors, i.e. are significant environmental assets present, has a flora and fauna study been undertaken, is a watercourse nearby, etc?
- Ground conditions, i.e. are difficult ground conditions known to be present including contamination, has a geotechnical study been undertaken for the site or in the general proximity?

Tertiary

- Physical context: is the context appropriate for semi-industrial emergency facilities (e.g. urban design and neighbourhood character)?
- Potential of site to bolster community cohesion/pride (qualitative).
- Potential of site to support the objective of attracting volunteers.

9.2 Outcomes from the site assessment

The existing DELWP site was quickly eliminated from the assessment because of its residential location, its proximity to future residential development, the extended response times for emergency services agencies from this site, and uncertainty about when the site will be available.

The detailed assessment of the Maroondah Highway and Lakins Road sites against the site selection criteria found:

- Both sites are in public ownership, available for development as an emergency services precinct and appropriately zoned. Adjacent land uses are also compatible.
- However, the **Maroondah Highway site is the preferred location for an emergency services precinct because** it allows the emergency services agencies to meet their response time targets, there are no major impediments for its development as an emergency services precinct, and it enjoys significant support in the community as SES have operated from the site since 1996.

The Feasibility Study and Business Case therefore are built upon the premise the Emergency Services Precinct will be developed at 166 – 176 Maroondah Highway (the Sale Yards site).

Information about the detailed site assessment for the Lakins Road and Maroondah Highway sites can be found in the Scoping Study.

10.0 Statement of scope

The Mansfield Emergency Services Precinct will be developed on Council owned land at 166 Maroondah Highway (the Saleyards site). The Emergency Services Precinct will incorporate:

- An Ambulance Victoria station to accommodate 24-hour operation.
- A new Victorian State Emergency Services facility.
- Facilities for Mansfield Community Radio as the emergency broadcaster for the region.
- A Resilience Centre comprising emergency training and support facilities to enable delivery of emergency management and community capacity building training programs, support volunteer recognition and community recovery efforts, and strengthen the resilience of the community to prepare for, respond to and recover from emergency and disaster situations.
- Provision for a new Country Fire Authority station (proposed for development in stage 2).

The site comprises 10,000m² and can comfortably accommodate the four agencies (Ambulance, SES, CFA, Mansfield Community Radio) and the Resilience Centre. Facilities will be designed to support a co-ordinated and integrated approach to delivering emergency services and building community resilience, with shared meeting spaces, shared internal and external training and incident response spaces, and where possible, shared support infrastructure e.g. amenities, car parking, storage.

Key partners in the Emergency Services Precinct will be:

- Ambulance Victoria
- VicSES
- Mansfield Community Radio
- Mansfield Shire Council
- Country Fire Authority (although likely to be at a later stage).

Other partners tied to the Resilience Centre include DELWP, Victoria Police and Mansfield Adult Continuing Education (MACE).

10.1 What will be delivered

Table 10.1 below outlines the infrastructure and specific facility components to be included in the Emergency Services Precinct. This information is based upon the planning undertaken to date which will be updated and refined through the schematic and detailed design process.

Ambulance Station	Motor Room with 5 ‘drive through’ vehicle bays and 3 carports Locker rooms Amenities Training room Office Wellbeing space including kitchenette Rest and recline rooms Secure medical storage Delivery room
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Vic SES facility	Motor Room with 4 - 6 'drive through' vehicle bays Turnout areas Amenities Laundry Office Communications room Breakout area with kitchenette Equipment store
Mansfield Community Radio	2 broadcast studios Breakout space Storage / communications room
Resilience Centre	Agency breakout room and kitchenette 2 large training rooms Kitchen Amenities Communications room Office Storage
CFA station	Motor Room with 4 'drive-through' vehicle bays for emergency appliances Operational support areas including workshop, store, drying room & laundry areas Turn-out areas for fire fighters Amenities Brigade office and Brigade support office Driveway to external training space at rear, on-site car parking and communications tower. Landscaping
Outdoor space	Parking for 52 cars Outdoor training space Vehicle entry and exit at the western and perimeter of the site, and the centre of the site.

Table 10.1 Emergency Services Precinct proposed infrastructure and facility components, June 2022

10.2 Staging and timing

The delivery of the Emergency Services Precinct is expected to occur in 2 stages:

- **Stage 1** comprising development of the Ambulance, SES, and Mansfield Community Radio facilities and the Resilience Centre. This must occur in the **short term** due to the **URGENT NEED for new Ambulance and SES** facilities and the essential need to strengthen the resilience of the Mansfield community to prepare for, respond to and recover from emergencies and disasters.
- **Stage 2** comprising development of the CFA facilities. This is proposed to occur in the **medium to longer term**.

11.0 The concept plan

The concept plan has been developed through an iterative and consultative process involving Council, the emergency services agencies, and Mansfield Community Radio. The concept plan reflects both the specific infrastructure and operational needs of the emergency services agencies, and the aspiration to strengthen the resilience of the Mansfield Shire community to prepare for, respond to, and recover from emergency and disaster situations.

The concept planning process for the feasibility stage is based upon the following elements:

- Consideration of the capacity and constraints of the site, and identification of any opportunities that can be positively exploited in the design.
- Consideration of the logistical, planning, and organisational requirements of each agency.
- Consideration of urban design criteria, specifically Amendment C48, in relation to the ‘Town Gateway’ concept and aspiration.
- Consideration of turning circles (traffic planning) internal to the site, as a key driver of the site layout.
- Consideration of the accessibility and visibility of the proposed Resilience Centre, balanced against the need for the agencies to gain priority access to the Maroondah Highway frontage.
- Consideration of simple practicalities and logistics in the layout of the site.

Co-location versus integration

It is clear from the consultation with all emergency agencies, integration and co-location are both desirable up to the limits of practicality, noting that co-location means being located at the same site (easier to achieve) while integration means the potential sharing of facilities.

The concept

Early in the concept design process it was evident Ambulance Victoria facilities need to be effectively ‘singular’ and secure, isolated from shared functions. That is, certainly co-located, but not integrated in terms of internal functionality to meet needs in relation to staffing requirements for rest and recline facilities, workplace safety and medicine storage objectives. The concept design reflects this.

With regards to the CFA and SES, some integration or sharing of minor functions can occur, within clearly defined limits of operational and organisation requirements, to do primarily with communication and lines of separation and control. This is consistent with the observation that both are volunteer organisations. The concept plan reflects these opportunities as well.

The Mansfield Resilience Centre can provide for additional training and breakout space for the agencies, as well as support for a host of other community information/training/capacity building activities both linked to and additional to the agencies hosted at the site. In essence, it is a framework for the information sessions, training and meetings that will build resilience in the Mansfield community.

Mansfield Community Radio is also a good fit for the Resilience Centre (located at the eastern end), given the organisation’s importance in emergency events and position on the Mansfield Municipal Emergency Management Planning Committee. The balance of the Resilience Centre is primarily two

elements: training rooms (flexible spaces) with support of kitchen, storage and bathrooms, and a centralised agency breakout room with kitchen and lounge facilities, such as used by CFA and SES volunteers.

Urban Design considerations

Mansfield Planning Scheme Amendment C48 considers the importance of the site as one of four Highway gateways to Mansfield township. To respond to the objectives in C48, the concept plan has been shaped to reflect two important considerations:

1. Provision of a landscape buffer between the SES building and Maroondah Highway frontage, facilitated by the reorientation of the SES motor room (north-south, rather than across the frontage).
2. Provision of clear visibility of the Resilience Centre, regardless of its position at the rear of the site, through the layout of SES and Ambulance facilities to establish a ‘viewing corridor’, combined with consideration of the built form of the Resilience Centre to have a civic prominence. This latter element will be explored in the schematic design and design development phases.

The concept plan is provided on the following page.

12.0 Capital costs

Indicative cost estimates have been prepared by quantity surveyors, PlanCost Australia, and are based upon concept plans for the proposed emergency services precinct prepared by Baumgart Clark Architects as shown in section 11 above. The report from PlanCost Australia dated 30 June 2022 is provided as a separate attachment in Appendix B.

Key aspects to understand about the Cost Plan are:

- It is based upon indicative information (concept level plans) and consequently is regarded as indicative of the possible order of costs. More detailed cost plans will need to be prepared as the project proceeds through the schematic and detailed design phases.
- It includes escalation up to completion of construction in June 2024 (2 years from the date of the Cost Plan).
- The estimated cost for the Ambulance and SES components have been shared with Ambulance Victoria and VicSES and they have provided the following feedback:
 - Ambulance Victoria confirm the estimated cost is consistent with recent like projects / scale of facilities.
 - VicSES have indicated the estimated cost is higher than recent like projects / scale of facilities. They also acknowledge they need to undertake further engagement with the local SES group to confirm the number of vehicle bays required. Given these factors, they believe the estimated cost for the SES facilities is likely to be more like \$6 – 6.5 million.

Precinct component	Estimated Cost
VicSES Building	\$7,061,505
Ambulance Victoria Building	\$4,241,604
Mansfield Resilience Centre – Incorporating Mansfield Community Radio	\$6,241,982
CFA Building	\$3,903,092
TOTAL	\$21,448,183

Table 11.1 Indicative order of cost, precinct components, Mansfield Emergency Services Precinct, 30 June 2022

Construction project item	Estimated Cost
Building Works	\$9,527,873
External Works and Services	\$3,131,310
Contingencies, Escalation and Allowances	\$5,752,000
Fees, FFE, ITC and Other Client items	\$3,037,000
Prolongation and Project Risk Allowances	\$0
GST	\$0
TOTAL	\$21,448,183

Table 11.2 Indicative order of cost, construction items, Mansfield Emergency Services Precinct, 30 June 2022

13.0 Proposed operating and governance model

13.1 Operating model

The operating model of the Emergency Services Precinct is proposed to be as follows:

- Council retains ownership of the land.
- Council leases agreed parcels of land within the precinct to the individual agencies and organisations including Ambulance Victoria, VicSES, Mansfield Community Radio and the CFA (at a later stage).
- Emergency service agencies and organisations are responsible for their individual service operating costs and maintenance of the infrastructure on the land they lease from Council.
- Emergency service agencies and organisations make a financial contribution towards the ongoing operation of the Resilience Centre.
- Council or its nominee manages the Resilience Centre, working closely with the emergency services agencies and organisations to facilitate their use of the Centre, and other community resilience activities.

13.2 Governance model

It is proposed:

- A memorandum of understanding with Council, and the agencies and organisations in the Precinct be developed to:
 - Document and establish the vision and purpose of the Emergency Services Precinct and the Resilience Centre
 - Identify the role, contribution and commitment of the individual agencies and organisations to the Precinct, and to strengthening the resilience of the Mansfield Shire community to prepare for, respond to and recover from emergency and disaster situations.
- A co-ordinating body is established including Council, all agencies and organisations to be based in the precinct, and community representatives. The purpose of this coordinating group is to:
 - Lead and develop operating protocols for use and access to the shared facilities in the precinct.
 - Develop a plan of initiatives to maximise the collaboration opportunities offered by the precinct and establish a process of ongoing review.
 - Develop a plan to attract, retain and recognise the contribution made by volunteers.
 - Develop a plan to activate the Emergency Training and Support Hub and engage with community support organisations, environment groups and local schools.
 - Provide regular updates to Council and the community on progress in implementing the planned initiatives.
 - Identify opportunities to promote community awareness of the ongoing operational and community outcomes and benefits from the precinct.

13.3 Operating costs of the precinct and Resilience Centre

Further work outside the scope of this Feasibility Study will be required to quantify the operating costs of the Emergency Services Precinct, however key principles are:

- The emergency services agencies and organisations located in the precinct will be responsible for their own operating costs and for costs associated with maintaining their infrastructure within the Precinct.
- The operating costs for Mansfield Community Radio will be reflected in the occupancy agreement between Council and Community Radio, and are expected to be consistent with the arrangements they have with Council on their existing site.

The primary cost to Council will be connected to the Resilience Centre and this will be impacted by the contribution made by the emergency services agencies to the operation of the Centre, and the fees paid by other organisations to use the Centre. Key costs for operation of the Centre are expected to include:

- Cleaning
- Building and landscape maintenance
- Utilities
- Security
- Fire services
- Marketing
- Repair and replacement of furniture and equipment
- Timetabling and co-ordination of use of the Centre.

An indicative cost for operation of the Resilience Centre in years 1 – 5 is provided below. It will need to be further tested and developed in consultation with Council and its emergency service partners as the building design is progressed and agreement is reached about how co-ordination of the building is managed and the contribution each organisation will make towards its operation. Annual CPI of 3.5% has been applied.

	Year 1	Year 2	Year 3	Year 4	Year 5
Facility Co-ordination	\$40,000	\$41,400	\$42,849	\$44,349	\$45,901
Cleaning	\$10,000	\$10,350	\$10,712	\$11,087	\$11,475
Building and landscape maintenance	\$15,000	\$15,525	\$16,068	\$16,631	\$17,213
Utilities	\$8,000	\$8,280	\$8,570	\$8,870	\$9,180
Security	\$5,000	\$5,175	\$5,356	\$5,544	\$5,738
Fire services	\$4,000	\$4,140	\$4,285	\$4,435	\$4,590
Marketing	\$3,000	\$3,105	\$3,214	\$3,326	\$3,443
Repair and replacement furniture and equipment	\$0	\$2,000	\$2,070	\$2,142	\$2,217
Total estimated operating cost	\$85,000	\$89,975	\$93,124	\$96,383	\$99,757

Table 13.1 Indicative cost to operate Mansfield Resilience Centre, July 2022

14.0 Funding strategy

The funding strategy is multipronged and will require a high level of advocacy from Council and emergency service agencies to the State and Federal Government.

Funding sources that are appropriate to support the development of the Emergency Services Precinct are:

- Contribution of the land by Mansfield Shire Council by way of long term leases on favourable terms with the individual emergency services agencies. The estimated value of the land is \$1,125,000 (Valuation 30 June 2022).
- Ambulance Victoria and VicSES to secure capital funding from the Victorian State Government to support the development of their infrastructure requirements. As outlined in section 12, the capital cost for these facilities is estimated to be \$4,241,604 for Ambulance and \$7,061,505 for SES.
- Federal Government Disaster Ready Fund/ Preparing Australian Communities Program (PACP) to support the development of the Mansfield Resilience Centre.
- The State Government's Regional Infrastructure Fund seeks to assist the growth of rural Victoria to stimulate economic and community activity and would be an appropriate funding program for the development of the Mansfield Resilience Centre.
- There is the potential to generate funds from the sale of the Ambulance Victoria site which will be surplus to Ambulance Victoria needs and to offset the State Government's net contribution. The estimated proceeds from sale of the current Mansfield Ambulance Station site is \$590,000.

The funding environment

- The Victorian State Government has an ambitious program to upgrade and redevelop emergency services infrastructure across the State. A key strategy for this project will be to advocate and lobby for Mansfield to be identified and agreed as the next / top priority for funding for replacement of Ambulance and SES facilities.
- Capital works to support the provision of new Ambulance Victoria infrastructure are undertaken through the Victorian Health Building Authority. The Victorian State Government has allocated around \$249 million since 2015 to the Ambulance Victoria development program with a focus on providing modern workplaces and the latest equipment to specifically address conditions evident at Mansfield Ambulance Station.
- Capital works to support the provision of new and improved facilities for VicSES are undertaken through the Emergency Services Infrastructure Authority. A program to deliver high-quality purpose-built SES units is underway with \$43.9 million invested to date.
- The CFA is funded by the Victorian State Government to deliver strategic capital and other improvement projects to improve the operational capacity of the organisation. A funding package of \$126.0 million was announced in 2020-21 to support a broad program of initiatives including the Station Replacement Program which will support the replacement of 15 stations over four years.
- Support for projects that mitigate or reduce the disaster risk, impact and consequence associated with natural hazards and emergency events has been a feature of Federal Government funding

programs for many years. The Federal Government Disaster Ready Fund/ Preparing Australian Communities Program (PACP) is a key program that can support the development of the Mansfield Resilience Centre. The PACP supports eligible projects with grants ranging from \$20,000 to \$10 million. The newly announced Disaster Ready Fund aims to improve Australia’s disaster readiness by investing in disaster prevention and resilience.

- The Victorian State Government has implemented a range of funding programs to support projects and initiatives by local government to build rural Victoria’s prosperity, liveability and sustainability. The Regional Infrastructure Fund seeks to assist the growth of rural Victoria to stimulate economic and community activity, support recovery from Covid-19 and respond to economic challenges. Grants from \$20,000 and up to \$3.0 million are available for eligible projects with larger grants in certain circumstances.

The amounts to be sourced from the various funding programs and budgets is shown in table 14.1 below. It also highlights the financial contribution made by Council through provision of the land for the Emergency Services Precinct and highlights the opportunity for proceeds from the sale of the existing Mansfield Ambulance Station to be considered as part of the funding strategy. It is however acknowledged the Victorian State Government has particular processes associated with the sale of public land and may consider this to be part of the funding strategy for the project.

Funding Source	Amount sought/contribution
Stage 1	
Federal Government Disaster Ready Fund/Preparing Australian Communities Program (PACP)	\$3,120,991
Regional Infrastructure Fund – Victorian State Government	\$3,120,991
Mansfield Shire Council Land – 166-176 Maroondah Highway, Mansfield	
VicSES/Emergency Services Infrastructure Authority – New Mansfield SES Unit	\$7,061,505
Ambulance Victoria/Victorian health Building Authority - New Mansfield Ambulance Station	\$4,241,604
Total Stage 1.	\$17,545,091
Stage 2	
CFA – New Mansfield Fire Station	\$3,903,092
Total Stage 1 and 2	\$21,448,183
Value of land contributed by Mansfield Shire Council 166-176 Maroondah Highway, Mansfield	\$1,125,000
Proceeds sale of former Mansfield Ambulance Station – 3 Curia Street, Mansfield	\$590,000

Table 14.1 Proposed funding strategy, Mansfield Emergency Services Precinct, July 2022

15.0 Next steps

1. Council to formally consider the Feasibility Study and Business Case.
2. Advise the emergency services agencies at the corporate and local level and the wider community about the outcome of their consideration of the Feasibility Study and Business Case.
3. Prepare an advocacy plan for State and Federal Government.
4. Establish a project control group to provide guidance and support to the advocacy plan, and to future planning for the precinct.
5. Actively pursue grant funding opportunities to progress planning for and development of the Emergency Services Precinct, particularly the Resilience Centre.
6. More fully develop the governance and operating model for the Precinct including:
 - a. Prepare a Memorandum of Understanding between Council and the emergency services agencies and organisations establishing the vision and purpose of the Precinct and the Resilience Centre, and identifying the role, contribution and commitment of the individual agencies and organisations to the Precinct, and to strengthening the resilience of the Mansfield Shire community to prepare for, respond to and recover from emergency and disaster situations.
 - b. Confirm the occupancy arrangements between Council and the emergency services agencies and organisations.
 - c. More fully develop the operating and financial model for the Resilience Centre.
7. Once funding is secured, establish a Project Control Group to oversee the detailed planning and development of the capital works.

Part C: Preliminary business case

Provided as a separate attachment

Appendix A: Planning and policy context

Federal Government

National Disaster Risk Reduction Framework 2019

The Framework provides guidance for planning and policy work across Australia to reduce existing disaster risk, minimise new disaster risk, and deliver better climate and disaster risk information. It acknowledges that it is necessary to understand and respond to social, environmental, technological and demographic changes which have the potential to prevent, create or exacerbate disaster risks.

Decision making needs to:

- make disaster risk-informed decisions;
- be accountable for reducing risks within their control; and
- invest in reducing disaster risk in order to limit the cost of disasters when they occur.

The Framework outlines foundational strategies for action structured around four national priorities across the five years from 2019-2023:

1. Understand disaster risk
2. Accountable decisions
3. Enhanced investment
4. Governance, ownership and responsibility

The Framework intends to provide decision makers with the right tools and information to better understand the risks and make risk-informed decisions.

National Action Plans

The [first National Action Plan](#) which was released in May 2020, provided a starting point that outlined a range of initiatives aligned to the National Disaster Risk Reduction Framework that were already underway – consolidating those efforts from Commonwealth, State and Territory jurisdictions into one document.

The Plan highlights the actions the Federal Government is taking to enable the nation to reduce disaster risk now and into the future. There is also an array of important work underway in jurisdictions and sectors in relation to disaster risk reduction. The National Action Plan will be reviewed and updated annually to reflect the growing understanding about how best to progress the systemic changes needed to reduce disaster risk and build resilient communities.

National Strategy for Disaster Resilience 2011

The National Strategy for Disaster Resilience acknowledges the increasing severity and regularity of disasters in Australia and the need for a coordinated, cooperative national effort to enhance Australia's capacity to withstand and recover from emergencies and disasters. It notes that the need to invest in resilience building strategies is recognised at State, Commonwealth and International levels with significant effort to shift the balance from response and recovery to prevention and preparedness.

The Strategy describes disaster resilience as the collective responsibility of all levels of government, businesses, the non-government sector and individuals. It is highlighted that where these sectors work together, with a common focus and a shared sense of responsibility to improve disaster resilience, they will be more effective than the individual efforts of any one sector.

Governments are continually preparing for prevention, response and recovery activities. Preparing for each of these elements of emergency management helps build resilience. In this way it is important to understand that the concept of disaster resilience builds upon rather than replaces existing strengths and arrangements. It is proposed that achieving increased disaster resilience is not solely the domain of emergency management agencies; rather, it is a shared responsibility across the whole of society.

Governments, at all levels, have a significant role in strengthening the nation's resilience to disasters by:

- developing and implementing effective, risk-based land management and planning arrangements and other mitigation activities;
- having effective arrangements in place to inform people about how to assess risks and reduce their exposure and vulnerability to hazards;
- having clear and effective education systems so people understand what options are available and what the best course of action is in responding to a hazard as it approaches;
- supporting individuals and communities to prepare for extreme events;
- ensuring the most effective, well-coordinated response from our emergency services and volunteers when disaster hits; and
- working in a swift, compassionate and pragmatic way to help communities recover from devastation and to learn, innovate and adapt in the aftermath of disastrous events.

The Strategy identifies that Australian governments are working collectively to incorporate the principle of disaster resilience into aspects of natural disaster arrangements, including preventing, preparing, responding to, and recovering from, disasters

The Strategy aims to be a further step in supporting the development of disaster resilient communities. Disaster resilience is a long-term outcome, which will require long-term commitment.

Victorian State Government

Victorian Emergency Management Strategic Action Plan (SAP) Update #3 2018-21

The SAP provides guidance at the statewide level on strategic priorities and is the primary document guiding the State Government's vision of safer more resilient communities. Actions proposed include:

- Review of service delivery models and methods;
- Development of **common practices**, workflows and platforms;
- An investment plan that identifies shared procurement and **co-infrastructure**; and
- Research, best practice models and promotion of **interoperability**.

A further objective focuses on "**improved connectivity** and inter-operability between first responders. Improved communication between first responders, support services and the community to improve decision making" and further reinforces the vision of a **seamless emergency services sector**.

Municipal Emergency Management Planning

Within the State legislative framework, Councils are required to establish a Municipal Emergency Management Planning Committee (MEMPC) for the purpose of emergency management planning for the municipality. The Committee comprises membership from all relevant agencies and the Council. A key role for the MEMPC is to prepare and maintain a Municipal Emergency Management Plan (MEMP).

The MEMP comprises three parts to address the three phases of emergency management:

- Before - preparedness and planning for emergency events;
- During – the response to specific events; and
- After – a community-led recovery.

In light of the close collaboration between agencies, Council staff and community members participation on the MEMPC and in planning for and responding to emergency events, a high level of cooperation and support is typically evident at the local level.

Victoria's Infrastructure Strategy 2021-2051

Makes recommendations to help achieve Victoria's long-term objectives including enhancing productivity, building resilience, responding to climate change, and meeting the social and economic needs of Victorians so they can build flourishing, meaningful, and prosperous lives.

Planning for an emergency services precinct in Mansfield is consistent with the key directions in the Strategy, and in particular:

- Infrastructure provision to meet the **challenges of population growth**;
- Recommendations for planning for **multi purpose community facilities**;
- Recommending better asset management of community infrastructure;
- Preparing for the effects of **climate change**; and
- The need to resource communities to **sustain nature-based tourism**.

Emergency Services Agencies

VicSES Strategic Plan 2018-2022

The Plan acknowledges VicSES as a significant contributor and leader in emergency management and has a focus on **strengthening relationships and partnerships** in “developing a resilient Victorian community”.

VicSES aims to deliver **best practice in facility management**. Another relevant initiative is to build alliances with partners to better support community and service delivery needs and **increase resilience-based collaborations**.

Ambulance Victoria Strategic Plan 2017-2022

The Plan notes the policies and strategies of health and emergency services partners are more important now “given we are facing increasing demand for services, increasingly complex health needs and more frequent emergency events”. The Plan is structured around four key outcomes with priorities including:

- Working with communities to deliver local emergency health care solutions.
- Collaborating with our partners to improve health outcomes.
- Embracing innovative ideas, systems and technology.
- Improving our **integrated service model**.

Country Fire Authority Strategy and Outcomes Framework 2020-2030

The Framework is structured around the current and projected future operating context, goals and outcomes and areas for future focus. Initiatives relevant to the emergency services precinct proposal for Mansfield are:

- A commitment to form **strategic partnerships** to assist meeting strategic goals and provide broader benefit for Victorian communities.
- Sharing of knowledge and expertise with the sector and **delivery partners**.

Victoria Police Capability Plan 2016-2025

The Plan seeks to guide transformation of the agency to be an agile, responsive, people-focused and connected organisation. It reinforces the importance of partnerships across the Victorian public and not-for-profit sectors to meet the challenges of difficult social problems, demanding an integrated and co-ordinated approach between Victoria Police and government and non-government agencies.

DELWP Community Charter

In its Community Charter DELWP commits to “**a place-based community focus**” and “adapting its approach according to local needs”. DELWP also commits to working with Councils to “plan for growth, support sustainability and prepare for, respond to and recover from natural disasters and other emergency events”.

The Plan foreshadows land and fire agencies working “**in partnership with local communities**” to manage bushfire risks and protect the things communities value the most. It is suggested DELWP’s Department’s “**integrated approach** to bushfire planning and management also helps to make communities safer and more resilient to the impacts of climate change before, during and after bushfires”.

Mansfield Shire Council

Mansfield Shire Community Vision 2040

There are several elements of the Vision that provide context for the community led proposal to develop an emergency services precinct. These are:

- A vision for an **engaged and active community**.
- A desire for the community to be **collaborative** and work towards common goals.
- A vision for a **safe and secure community**.
- Local infrastructure and services to be sustainable, robust and responsive.
- Shire prosperity that is **resilient**.
- Local infrastructure and services that are holistic and **people-centred**.

Council Plan 2021-2025

The Plan has a **focus on partnerships and collaboration**, developing the capacity of the community and planning for the future.

Priorities and initiatives that are relevant for assessing the feasibility of an emergency services precinct include:

- Strategies to strengthen and develop the visitor economy which will increase visitation to the region.
- Ensuring infrastructure provision keeps pace with the **demands of growth and responds to climate change**.
- Advocacy for the delivery of the emergency services precinct and other key community projects.

Appendix B: Cost plan

Provided as a separate attachment

30 June 2022

Mansfield Emergency Services

Cost Plan A

Concept Design



plancost

3B/1425 Main Rd Eltham 3095 | ABN 74 177 124 823 | VBA Reg. CQS54305
03 9437 2777 | www.plancost.com.au | officemanager@plancost.com.au



Cost Plan A

Concept Design

30 June 2022

Introduction

PlanCost Australia has been requested to prepare a Cost Plan based on Concept Design documents received from Baumgart Clark Architects.

Drawings

The following drawings and specifications have been used to prepare the Cost Plan.

Drawing Number - 0200f

Drawing Date - 22 June 2022

Cost Estimates

The current anticipated Total End Cost is:

Building Works	\$9,527,873
External Works and Services	\$3,131,310
Contingencies, Escalation and Allowances	\$5,752,000
Fees, FFE, ITC and Other Client items	\$3,037,000
Prolongation and Project Risk Allowances	\$0
GST	\$0
Total End Cost	\$21,448,183

SES Building - Total End Cost	\$7,061,505
CFA Building - Total End Cost	\$3,903,092
Resilience Centre Building - Total End Cost	\$6,241,982
Ambulance Building - Total End Cost	\$4,241,604
Total End Cost	\$21,448,183

Refer to the attached Cost Plan A for details.

Note

The Cost Plan is based on preliminary information and therefore should be regarded as indicative only of the possible order of cost.

The cost of various components of the Cost Plan could vary significantly depending on the final design, materials selection and quality of the proposed building works.

We recommend that a detailed Cost Plan be prepared at the next design stage to verify the anticipated total cost.

Should you have any questions or require anything further, please don't hesitate to contact us.

Regards,

Quantity Surveyor

Mathew Hinkley

AIQS/RICS Member No: 21470

Reviewed By

Simon Grimes

AIQS/RICS Member No: 13302



Cost Plan A

Concept Design

30 June 2022

Inclusions

The Cost Plan includes allowances for the following:

- Building works
- External works
- External services
- Site and services infrastructure upgrades
- Demolition
- Rock excavation
- Asbestos removal
- Rainwater harvesting
- Landscaping
- Locality allowance
- Design contingencies
- Construction contingencies
- Environmentally sustainable design initiatives
- Consultants' fees
- Furniture, furnishings and equipment
- IT, AV and communications equipment
- Supply authority, building permit and headworks charges
- Cost escalation up to completion of construction June, 2024

Exclusions

The Cost Plan excludes the following:

- Site decontamination
- Staging costs
- Procurement method costs
- Disbursements
- Management support costs
- Prolongation and delay risk
- Project risk / project contingency
- Cost escalation after June, 2024
- GST
- Land purchase



Cost Plan A

Concept Design

30 June 2022

	Quantity	Rate	Total	SES Building	CFA Building	Resilience Centre	Ambulance Building
COST COMPONENT							
SES Building	1,085 m ²	3,077	3,338,895	3,338,895			
CFA Building	532 m ²	2,811	1,495,572		1,495,572		
Resilience Centre	672 m ²	4,461	2,997,792			2,997,792	
Ambulance Building	510 m ²	3,325	1,695,614				1,695,614
TOTAL BUILDING COST (TBC)	2,799 m²	3,404	9,527,873	3,338,895	1,495,572	2,997,792	1,695,614
External works and services			3,131,310	827,610	808,520	687,190	807,990
NET CONSTRUCTION COST (NCC) (Jun, 2022)		4,523	12,659,183	4,166,505	2,304,092	3,684,982	2,503,604
Locality allowance	3.00%		380,000	125,000	69,000	111,000	75,000
Additional costs for staging of the works			excluded	excluded	excluded	excluded	excluded
Additional costs for procurement method			excluded	excluded	excluded	excluded	excluded
Environmentally sustainable design initiatives	5.00%		633,000	209,000	115,000	184,000	125,000
Design contingency	5.00%		633,000	209,000	115,000	184,000	125,000
Construction cost escalation (based on past 12 months' escalation rate)							
Escalation rate	3.00%	Market conditions	7.00%				
Up To	Date	Months	%/Year	Weighting	Total %		
Tender Award	Jun, 23	12	10.00%	100%	10.00%		
Completion	Jun, 24	12	10.00%	70%	7.00%		
TOTAL CONTRACT SUM (TCS) (Jun, 2024)		5,980	16,737,183	5,511,505	3,045,092	4,870,982	3,309,604
Construction contingency	10.00%		1,674,000	551,000	305,000	487,000	331,000
TOTAL CONSTRUCTION COST (TCC) (Jun, 2024)		6,578	18,411,183	6,062,505	3,350,092	5,357,982	3,640,604



Cost Plan A

Concept Design

30 June 2022

	Quantity	Rate	Total	SES Building	CFA Building	Resilience Centre	Ambulance Building
Consultants' fees	10.00%		1,841,000	606,000	335,000	536,000	364,000
Disbursements			excluded	excluded	excluded	excluded	excluded
Management support costs			excluded	excluded	excluded	excluded	excluded
Furniture, furnishings and equipment	3.00%		552,000	181,000	101,000	161,000	109,000
IT, AV and communications equipment	2.00%		368,000	121,000	67,000	107,000	73,000
Supply authority, building permit and headworks charges	1.50%		276,000	91,000	50,000	80,000	55,000
TOTAL PROJECT COST (TPC) (Jun, 2024)		7,663	21,448,183	7,061,505	3,903,092	6,241,982	4,241,604
Prolongation and delay risk			excluded	excluded	excluded	excluded	excluded
Project risk / project contingency			excluded	excluded	excluded	excluded	excluded
Goods and services tax			excluded	excluded	excluded	excluded	excluded
TOTAL END COST (TEC) (Jun, 2024)	2799 m ²	7,663	21,448,183	7,061,505	3,903,092	6,241,982	4,241,604



Cost Plan A

Concept Design

30 June 2022

Fully Enclosed Covered Area	2799 m ²
Unclosed Covered Area	m ²
GFA (FECA + UCA)	2799 m²

AREA	Quantity	Rate	Total	SES Building	CFA Building	Resilience Centre	Ambulance Building
Internal Areas							
1 SES Building	576 m ²	4,161	2,396,736	2,396,736	0	0	0
2 SES Motor Room (including earthquake resistance)	509 m ²	1,851	942,159	942,159	0	0	0
3 CFA Building	202 m ²	4,161	840,522	0	840,522	0	0
4 CFA Motor Room	330 m ²	1,985	655,050	0	655,050	0	0
5 Resilience Centre	672 m ²	4,461	2,997,792	0	0	2,997,792	0
6 Ambulance Building	314 m ²	4,161	1,306,554	0	0	0	1,306,554
7 Ambulance Motor Room	196 m ²	1,985	389,060	0	0	0	389,060
8 Preliminaries, overheads and profit	15.00%		included above	included above	included above	included above	included above
9 Sub-total Internal Areas	2,799 m ²	3,404	9,527,873	3,338,895	1,495,572	2,997,792	1,695,614
10 TOTAL BUILDING COST	2,799 m²	3,404	9,527,873	3,338,895	1,495,572	2,997,792	1,695,614
EXTERNAL WORKS							
11 Demolition of existing SES buildings	Item		31,000	7,750	7,750	7,750	7,750
12 Asbestos removal	Provisional Sum		10,000	2,500	2,500	2,500	2,500



Cost Plan A

Concept Design

30 June 2022

Fully Enclosed Covered Area	2799 m ²
Unclosed Covered Area	m ²
GFA (FECA + UCA)	2799 m ²

	Quantity	Rate	Total	SES Building	CFA Building	Resilience Centre	Ambulance Building
¹³ Site clearance and preparation	Item		32,000	8,000	8,000	8,000	8,000
¹⁴ Site benching - Cut and fill (architect nominated 25% of site to a max depth of 2.0m)	Item		102,000	25,500	25,500	25,500	25,500
¹⁵ Off-site soil disposal (assumed spread on site)	Excluded		0	0	0	0	0
¹⁶ Rock excavation	Provisional Sum		30,000	7,500	7,500	7,500	7,500
¹⁷ Contaminated soil disposal	Excluded		0	0	0	0	0
¹⁸ Concrete sleeper retaining walls (assumed average 1.5m high to half of South and East boundaries)	Item		104,000	26,000	26,000	26,000	26,000
¹⁹ Concrete driveways and car parking	3,060 m ²	105	321,300	78,330	123,060	41,790	78,120
²⁰ Concrete hardstands	5,477 m ²	90	492,930	198,990	175,590	0	118,350
²¹ Concrete footpaths	890 m ²	90	80,100	13,770	0	66,330	0
²² Ambulance site fences and pedestrian gates (assumed 2.0m high tubular steel fence)	163 m	250	40,750	0	0	0	40,750
²³ SES return access fence (assumed 2.0m high tubular steel fence)	33 m	250	8,250	8,250	0	0	0
²⁴ Site boundary fences (assumed 1.8m high chain mesh fence)	331 m	80	26,480	6,620	6,620	6,620	6,620
²⁵ Automated sliding vehicular gates (assumed 2.0m high tubular steel)	4 No	15,000	60,000	15,000	0	0	45,000
²⁶ External bin enclosure	Item		10,000	2,500	2,500	2,500	2,500



Cost Plan A

Concept Design

30 June 2022

Fully Enclosed Covered Area	2799 m ²
Unclosed Covered Area	m ²
GFA (FECA + UCA)	2799 m²

	Quantity	Rate	Total	SES Building	CFA Building	Resilience Centre	Ambulance Building
27 Landscaping and external furniture	Item		90,000	17,000	7,000	50,000	16,000
28 Sub-total EXTERNAL WORKS			1,438,810	417,710	392,020	244,490	384,590
EXTERNAL SERVICES							
29 External stormwater	Provisional Sum		325,000	84,000	78,000	83,000	80,000
30 External sewer	Provisional Sum		110,000	27,500	27,500	27,500	27,500
31 External water	Provisional Sum		100,000	25,000	25,000	25,000	25,000
32 External fire	Provisional Sum		75,000	18,750	18,750	18,750	18,750
33 External gas	Nil		0	0	0	0	0
34 External electrical	Provisional Sum		190,000	47,500	47,500	47,500	47,500
35 External communications	Provisional Sum		65,000	16,250	16,250	16,250	16,250
36 External communications towers including footings (provisional allowance)	3 No	60,000	180,000	0	60,000	60,000	60,000
37 Site infrastructure upgrades	2.50 %		239,000	83,000	38,000	75,000	43,000
38 Sub-total EXTERNAL SERVICES		\$458.74/m ² FECA \$458.74/m ² GFA	1,284,000	302,000	311,000	353,000	318,000
39 Preliminaries, overheads and profit on external works and services	15.00%		408,500	107,900	105,500	89,700	105,400
40 TOTAL SITEWORKS COST (TSC)			3,131,310	827,610	808,520	687,190	807,990