

SOUTH GIPPSLAND SHIRE COUNCIL

blueprint

2021-2036

Strategy & Audit
for Infrastructure

PART 1



*South Gippsland
Shire Council*

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1 INTRODUCTION

1.1 Background

The South Gippsland Shire (Council) reviewed its community facilities in 2014 resulting in the *Social Community Infrastructure Blueprint 2014 2019 (Blueprint)*. The strategy and audit 2014 were two elements that helped underpin and inform the final *Blueprint 2014-2019*. This document is a review and update of those two important blueprint components. This strategy and audit seek to capture and review the Municipality's community facilities whilst considering population changes, since 2014 and into the next fifteen years. It includes those facilities owned and managed by other community sectors in the Municipality together with those managed by Council. This document and its attendant documents aim to improve the methods and processes of managing and planning for community infrastructure development for both the community and Council through an open and transparent process.

Part 2 - the town audit and mapping results show that Council currently owns and/or manages 525 community facilities with the community also owning and/or managing another 380 sites, totalling over 905 sites used for the community's social activities. Council recognises that owning and maintaining a large number of facilities may not be financially viable in the long-term and current practices may not support the efficient use of its resources particularly when they are single purpose or significantly underutilised.

1.2 Scope

Community Social Infrastructure are those spaces and facilities for individuals and organisations to conduct and engage in a range of community development, recreational, social and cultural activities that enhance the community's wellbeing. For the purposes of this Plan, community facilities include facilities owned, leased or managed by the South Gippsland Shire Council, Government, non-government and private community facilities and open space including:

- Community Halls;
- Performing Arts centres;
- Meeting Rooms;
- Multipurpose District Community Centres;
- Cultural Facilities;
- Parks;
- Playgrounds;
- Public Open Spaces;
- Indoor Leisure Centres;
- Pools;
- Recreation Reserves;
- Aged and Disability facilities;
- Caravan Parks;
- Early Childhood Education and Care facilities;
- Education;
- Emergency Services;
- Health;
- Libraries;
- Maternal and Child Health Centres;
- Men's Sheds;
- Neighbourhood Houses;
- Toilets;
- Tourism Centres;
- Paths and Trails;
- Youth Centres;
- Other.

Community facilities that are the responsibility of other levels of government, the private sector, non-Government organisations and community groups these facilities include primary and high schools, school halls, out of school hours care facilities, private long day care, and function centres have also been considered as part of this study.

1.2.1 Outside the project scope

Infrastructure such as foot paths, roads, stormwater & drainage, sea walls, bridges, street furniture, lighting and landscaping are excluded from the project scope. The assets are managed through other process such as the footpath renewal program, bridge and road civil renewal budgets.

1.3 How will the Blueprint strategy and audit be used?

The Strategy will be used to inform decisions regarding the need for and provision of, community facilities in consultation with the community in light of:

- Changing demographics, such as increased and ageing populations and population migration into the Municipality;
- Local ageing facilities that are underutilised, not meet physical access requirements and current community needs, these facilities may be modified or replaced with flexible multipurpose facilities to respond to change in program, legislation and service needs;
- The need for sustainable and inter-generational community facilities to provide better service delivery, reduce costs, to be managed more efficiently and provide for future generations;
- Community consultation feedback used to identify an unmet demand for differing and new types of service and facilities; for example, libraries, recreational reserves, youth spaces, staffed community centres that may be incorporated into flexible multi-purpose facilities.

1.4 Goals and Objectives (Guiding Principles)

This document underpins and provides a basis for the final strategic “*blueprint*”. The tools supplied in the *Blueprint* can be applied to guide forward-planning regarding the location, upgrade and development of future Council and community owned facilities across the Municipality and reflects the following six guiding principles:

1. Maximise **community benefit** by promoting access, inclusion and building social connection
2. Undergo strategic **community planning** to ensure the proposal aligns with Council service and strategic direction.
3. Consider **fundamentals and asset management principles** to ensure community facilities are multi-functional (where possible), well maintained, well managed, fit for purpose and in the best position.
4. Ensure the proposal meets the **level of service and use** of the facility and will meet the community’s needs now and into the future
5. Consider all levels of **risk** within a proposal to safeguard the future project for all concerned

6. Justify all **financial** aspects of a proposal as a part of Council’s overall strategic direction with consideration of its renewal responsibilities. This should be achievable through good planning and analysis e.g. business case and feasibility studies where the need is identified.

1.5 Purpose

To provide tools that will allow Council in partnership with the community, develop an integrated planning approach for the location of Social Community Infrastructure in the townships, villages and localities of the South Gippsland Shire and to ensure infrastructure is located in areas where it is most appropriate to serve the future needs of the South Gippsland community.

To identify the current and future (fifteen years) community facility needs for the South Gippsland Shire by target group, and activity centre (town and district catchment where appropriate) in order to improve the quality, quantity, sustainability and accessibility of community facilities servicing the municipality by:

- Providing a clear framework for the provision of community social facilities to 2035, including:-
 - ❖ Implementing a transparent and responsive social community infrastructure proposal, assessment and prioritisation process together with infrastructure development triggers that feeds into the SGSC Capital Works Management Framework;
- Mapping existing community facilities located within the Municipality including both Council and non-Council facilities and providing this information across Council and the respective communities;
- Identifying and developing strategies to meet future needs for community facilities by:_
 - ❖ Identifying the facility types needed and where – whether it is specific or strategic in nature.
 - ❖ Considering the availability of other community facilities in the area. It may be appropriate to expand or upgrade an existing facility nearby, rather than build a new one.
 - ❖ Aiming to complement, rather than duplicate, existing community facilities to help create an integrated network of community hubs that offer equitable opportunities, for example meeting rooms.
 - ❖ Considering other government and non-government agencies that may be able to provide services from their facilities.
 - ❖ Assessing opportunities to enhance community integration in the facility, to benefit the wider community.

The expected benefits of the project are:

- Being able to recommend the future capital investment and operational directions for community facilities by town/district;
- Having the capacity to provide clear and transparent community infrastructure standards and processes;
- Having a planned and focussed approach to community infrastructure growth;
- A sustainable Capital Works and maintenance budget;
- An increased community satisfaction with Council's engagement process and subsequent infrastructure and service outcomes;
- Improved community understanding as to what Council can afford and how the community can contribute.

2 COMMUNITY PROFILE

The Municipality is a rural, residential and tourist area. It encompasses 3,308 square kilometres, including extensive coastal areas, hill country and the spectacular Wilsons Promontory National Park.

Much of the rural area is used for agriculture; with dairy, beef, sheep, and snow pea farming being the main agricultural pursuits. Fishing, viticulture, forestry and tourism are also important industries that contribute economic diversity to the Municipality.

The western region of the Municipality is within 3/4 of an hour's drive from Melbourne's urban environs. Now that this region once is seweraged it is expected to develop and grow becoming a peri urban landscape with residents commuting to Melbourne and other centres for work as has been the experience of other previously rural Municipalities.

The community of South Gippsland is a diverse and dispersed community as is its infrastructure. Below is a statistical snapshot of South Gippsland Shire provided by the Australian Bureau of Statistics from the 2016 Census and *.id community*, a private population analyst company:

- The Municipality has an estimated 2020 resident population of 30,092¹— an increase of 1389 residents from the 2016 Census (28,703) and an increase of 2711 residents from the 2011 census. The population is expected to grow to 35,982 in 2036 an increase of 19.6 percent from 2020, this represents a significant increase in the projected growth rate for the Shire.
- The SGSC estimated average annual growth rate of 1.25 % per annum since the 2011 Census.
- Average annual population growth since last 2016 Census was 1.02 % per annum;
- The most populous age group was 60 - 69 years (4837 persons); showing a 23.8% increase from 2011
- The five most populous towns are
 - ❖ Leongatha (5,654),
 - ❖ Korumburra (4,469),
 - ❖ Mirboo North (2,324),
 - ❖ Foster (1,842), and
 - ❖ Nyora (1,527);
- There are a further 25 settlements of varying sized populations.
- The average household size is 2.4 people; and
- The median age is 47 years up 3 since 2006;

¹ *.id - the population experts*

In 2035:

- The Municipality population is forecast to be 35,982 residents. The average household will be smaller with 2.29 people.
- The largest increase in people between 2016 and 2036 is forecast to be in ages 75 to 79.
- The largest 5 year group in 2036 is 65 to 69 years with 2,392 people
- Between 2016 and 2036 lone person households will increase by 1,251 people to 4,731

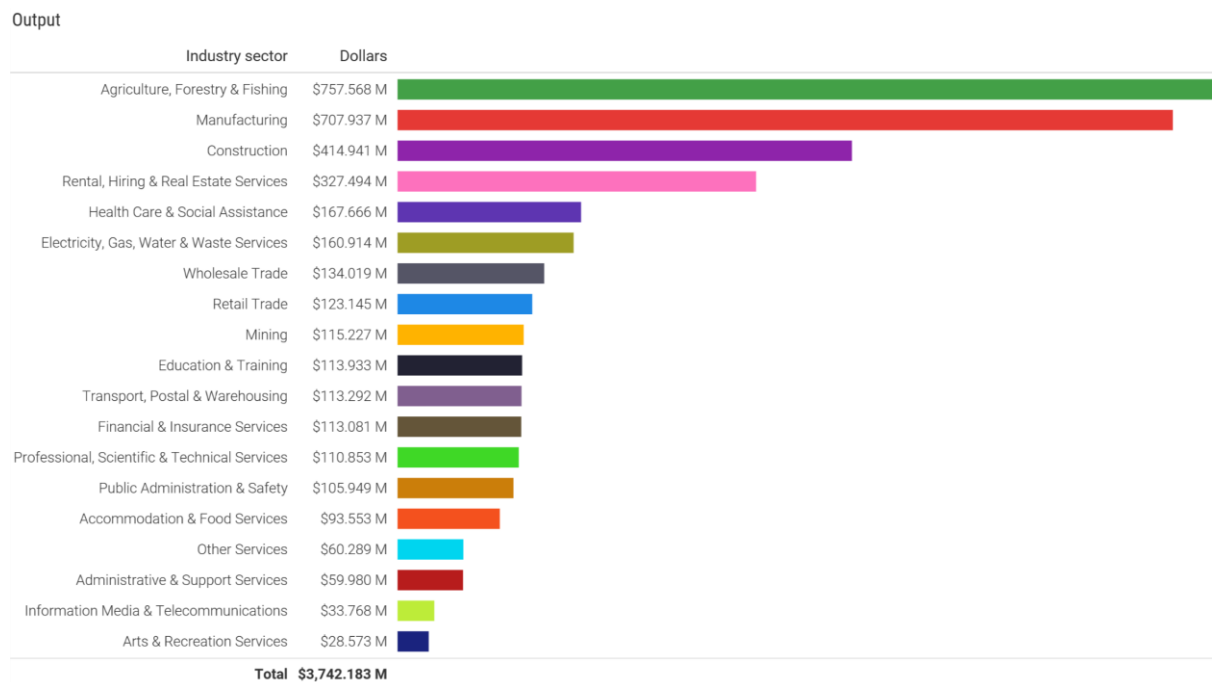
These forecasts indicate an ageing population in some areas of the Municipality and an increase in children and families in some of the larger towns. Planning for infrastructure should generally anticipate and reflect these demographic changes.

Table 1 Forecast population, households and dwellings²

South Gippsland Shire	Forecast year			
Summary	2021	2026	2031	2036
Population	30,436	32,116	34,023	35,982
Change in population (5yrs)	1,502	1,680	1,908	1,959
Average annual change	1.02%	1.08%	1.16%	1.13%
Households	12,927	13,770	14,631	15,518
Average household size	2.33	2.31	2.29	2.29
Population in non-private dwellings	361	361	471	471
Dwellings	16,962	17,951	18,959	19,995
Dwelling occupancy rate	76.21	76.71	77.17	77.61

² forecast.id.com.au/southgippsland

2.1.1 Key industry sectors ³



2.2 Forecast population growth and change

Council recognises that the entire Municipality is growing, with some areas to a greater degree than others. The highlighting of the ‘*Growth Areas*’ below does not exclude other areas from consideration when assessing infrastructure needs. This approach is supported by ensuring that the suggested infrastructure triggers in chapters 12-14 are both flexible and responsive to changing community needs, values population changes and infrastructure condition.

Outside the listed growth areas there will continue to be growth. However, the rate of growth may be constrained by one or more of the following; the lack of sewer, reticulated water, geography, planning restrictions, demand and available land.

Consideration is also given to the seasonal population influx into the coastal towns. These seasonal populations create their own particular pressures on the existing infrastructure. Planning future infrastructure treads a balance between infrastructure provision for the resident and seasonal populations, facility size or capacity being the main issue.

Strategies and actions that address the current and future community facility needs are therefore considered primarily in the context of these growth areas and applied to all areas on a sliding scale in relation to the town hierarchy, catchment/population figures (amongst other criteria such as need and asset condition).

³ forecast.id.com.au/southgippsland

For the purposes of this study, the towns described include their local catchment service populations where possible or applicable (*described as State Suburbs, Statistical Areas or postcodes (choose which fits reality best) by the ABS.*). Town activity areas are structured around their main streets, offer access to goods, services, transport, facilities, and therefore, provide a focal point for community social interaction for the district/ town catchment.

‘Growth Areas’ have been determined by: population growth, housing demand, available land, designated growth areas (from the *Housing and Settlement Strategy 2013*), available growth data to date, and future population growth analysis.

These ‘Growth Areas’ are defined as:

1. Nyora, Loch, Poowong district (cluster),
2. Leongatha.
3. Korumburra.
4. Venus Bay and Tarwin Lower.
5. Meeniyan, Stony Creek, Dumbalk, Buffalo (cluster),
6. Foster,
7. Mirboo North

2.3 Population Forecast by Growth Area

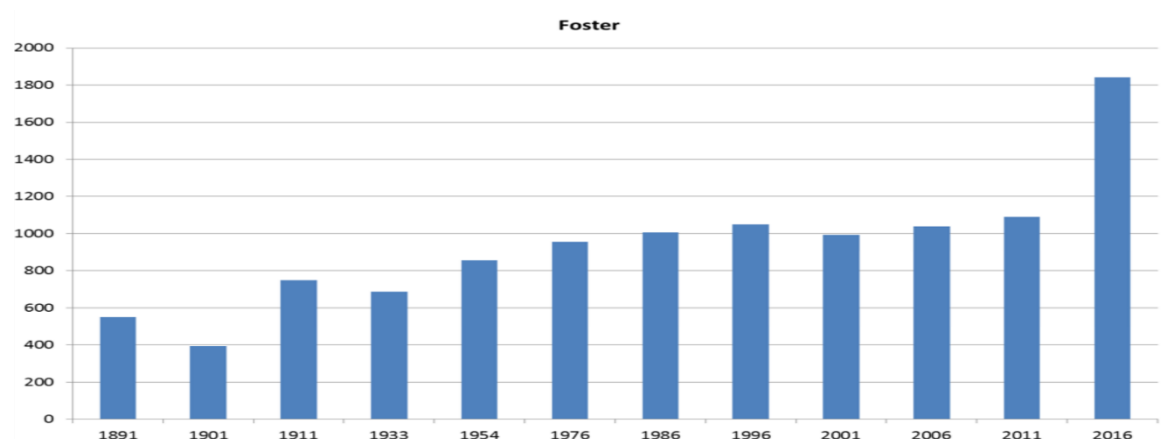
Table 2 provides an overview of the population increase forecast by town and district, the greater growth will be in the larger towns and have been ranked in order by the ‘change percentage’ which represents growth rate.

Area	2021	2036	Total change 2021 to 2036	Avg. annual % change	% Change 2021 - 2036
South Gippsland	30,436	35,982	+5,546	+1.10	18.22
Nyora, Loch Poowong district	3,060	4,608	+1,548	+2.54	50.59
Korumburra	5,060	6,563	+1,503	+1.89	29.70
Leongatha	6,347	8,038	+1,691	+1.70	26.64
Meeniyan Buffalo, Venus Bay Tarwin Lower (South West Coastal District)	2,878	3,078	+200	+0.43	6.95
Foster, Corner Inlet	5,537	5,838	+301	+0.39	5.44
Mirboo North	2,323	2,476	+153	+0.27	6.59
Koonwarra Leongatha South (Rural West)	2,392	2,538	+146	+0.24	6.10

Table 2 Population forecasts by growth area

*Note: Based on available data (ABS & id) at an annual growth rate of 1.25% (Municipality average).

- Nyora: due to its proximity to the expanding eastern suburbs of Melbourne is expected to grow over the next ten years. Nyora has land available, both residential and rural residential with larger allotments available for tree changers needing space for horses etc.
 - ❖ Together with Poowong and Loch, Nyora is seen as the focus of development in the far west of the Municipality. Forming a cluster, the development of a service hub in Nyora would assist in attracting new residents to the area. Nyora has few services and facilities compared to other towns of similar size within the Municipality this area
 - ❖ The significant change since 2014 has been the sewerage of this western cluster.
- Leongatha; has available land, suitable geography of continued expansion together with a large suite of services and facilities together with work opportunities, is therefore seen a desirable place to live by young families and retirees;
- Korumburra; has similar attributes to Leongatha. There has significant strategic development within Korumburra with aim being to rationalise and upgrade the existing infrastructure;
 - ❖ There is an opportunity to create strategically located community hubs in both Leongatha and Korumburra that fulfil the aims of this and other strategic community plans;
- Mirboo north; has less available land but being situated between Leongatha and the Latrobe valley allows ready access to work and service.
- Foster; has experienced slow growth, but does have the capacity to expand. Currently Foster and the surrounding area is seen as an attractive place to retire and will experience moderate growth; for example



- Meeniyah, Dumbalk, Buffalo form the basis of a district population that will grow steadily over next 15 years, being in the Tarwin Valley catchment growth may be restricted by several factors;

- Venus Bay and Sandy Point may experience a greater growth percentage than forecast if the large number of unoccupied dwellings (80.8% and 84.8%) and available allotments (692 and 99 respectively) are filled by sea changers and retirees over time.
- ❖ This migration could swell the Venus Bay population to over 2,000 plus. This is highlighted by the following statistics as of 2016.

Total dwellings	1,466
Occupied dwellings	334
Unoccupied dwellings	1,132

- ❖ These towns were originally identified in the [Housing and Settlement Strategy @ planisphere 2013](#) (adopted September 2013) as growth areas, since 2013 the population figures suggest nothing has changed. They will continue to be the focus Council's capital investment in the consolidation of community infrastructure over the next fifteen years.

Support for the development of social infrastructure projects in the smaller towns, villages and hamlets will be through Council's community grants and external funding sources, using the data recorded in GIS to guide, in part, decision making.

2.4 Demographic implications

Demographic age cohorts are used to indicate potential user numbers of a facility now and into the near future, as one of the basic core demographic variables, age is most commonly used to differentiate populations in terms of the time elapsed (usually in complete years), from date of live birth to a specific point in time. It is widely used in cross classification with variables such as sex, marital status, and occupation and is collected in population statistics, surveys and administrative collections.

Age is an inherent attribute of an individual and (along with sex data) forms the basis of most analyses of the social and demographic characteristics of a population and should be asked across collections. Many socio economic and demographic characteristics vary with age, for example, recreational facility use or early years. These variables can be used in conjunction with age to assess and monitor service needs within a population.

Table 3 Age Cohorts, numbers

Age	Cohorts	Persons
	0-4 years	1,527
	5-9 years	1,874
	10-19 years	3,415
	20-29 years	2,262
	30-39 years	2,590
	40-49 years	3,588
	50-59 years	4,388
	60-69 years	4,837
	70-79 years	2,768
	80-89 years	1,204
	90-99 years	238
	100 and over	3
	Total	28,694

Table 3 indicates higher percentages in the middle years, 10- 60, these age groups usually have a higher demand for recreational facilities; this is borne out by the large number and type of recreational facilities (football, cricket) currently available cross the Municipality.

Further development, targeting and identification of where facility need for facilities are can be guided by using the infrastructure triggers, this approached is discussed later.

The current population characteristics of the 2016 census and growth forecasts indicate the following needs for community facilities in the identified growth areas:

- Facilities and services for an increasing aged population, including healthy ageing space, dementia day care facilities, in-home support and health and wellbeing facilities.
- Town located hubs for the community, (for example, high profile meeting rooms, libraries and program delivery spaces).
- Facilities appropriate for a working population – indoor recreation, cultural activities and meeting and gathering spaces.
- Facilities to support increasing numbers of young children – early education and care facilities (long day care, 3 and 4 year old preschool, occasional care). The need to investigate a one-stop shop approach to early childhood facilities to service growing number of families and children. This could include early education and care, early child health, parenting services and health.
- Facilities for cultural-specific programs and activities and for recreation activities popular with different cultural groups (for example, hockey, soccer, table tennis and badminton).
- Before and after facilities for primary and secondary school aged children.
- Well-located facilities and services for young adults, including students – indoor recreation, youth space, learning and education, meeting and gathering places, cultural activities.

The population forecasts to 2036 indicate the following community facility needs and may inform strategic directions:

- A general increased demand for upgrading existing community facilities in the short-term and the need to develop strategies to address this such as shared use of existing facilities and the co-location of services.
- The development of walking and cycling (passive recreation) links that connect current and future facilities in and between the towns.
- Longer term increase in demand for a range of aged care facilities including spaces to provide healthy ageing programs and spaces for the delivery of aged services.
- Increased early childhood education and care places and spaces for the delivery of family support programs.
- Community facilities to support a range of services and programs for the South Gippsland community including for children and families, young people and lone person households.
- Spaces for a range of cultural social and recreational programs and activities and for the delivery of services.
- Flexible intergenerational spaces and multipurpose spaces that will be viable in the long-term to support increasing and changing community needs.
- Education and learning facilities including libraries, study areas and Multipurpose district community hubs.
- Accessible and affordable places for new and existing community members to socialise, gather and build community connections.

3 POLICY CONTEXT

3.1 Background

A review of relevant State and South Gippsland Shire policy and strategic documents was undertaken. These documents guide the direction for the provision and potential funding of future community facilities in the Municipality of South Gippsland Shire.

Note: References to the following documents have been selected for relevance to the planning of Social Community Infrastructure.

Refer to the reference's appendix for the full list of reviewed documents.

Briefly:

3.2 State Government

- *State planning policy framework (SPPF);*
- *Victorian coastal strategy;*
- *Gippsland transport strategy 2008-2020;*
- *Gippsland Estuaries Coastal Action Plan.*

3.3 South Gippsland Shire and Community Planning Documents

South Gippsland Shire Planning scheme

Municipal strategic statement from LPP Clause 21.0-22

Note:(applicable sections) the MSS will be updated in 2021.

Objectives relevant to future growth and town development in the South Gippsland Municipal Strategic Statement include:

- To encourage diversity in housing types to meet the changing needs of the population;
- To promote new housing that provides for the retention and development of sustainable communities throughout the Municipality;
- To encourage consolidated residential development adjacent to central activity districts of towns to achieve a more efficient use of urban infrastructure;
- The MSS refers to the various Structure Plans for main townships;

- As an overview, the MSS identifies the major towns in the Municipality.

The hierarchy of towns is also laid out in the SGSC planning scheme, these are highlighted later.

Council Plan 2020-2024

Sets out Council's organisational goals, outcomes, strategies, actions, resource requirements and performance measures for a four-year period. The plan contains sections for strategic goals:

- Section 3 Strategies
 - ❖ Establish a sustainable long-term program for capital works.
 - ❖ Optimise the life-cycle of Council's infrastructure through the use of predictive modelling to develop the asset renewal program.
 - ❖ Deliver services that enhance liveability and environmental sustainability for current and future generations.

Municipal Public Health & Wellbeing Plan 2010- 2012

The South Gippsland Health and Wellbeing Plan 2017-2021 provides the strategic direction for a range of organisations and community groups in South Gippsland to support the health and wellbeing of the community. Council has a lead role in developing the plan, however the delivery of strategies and actions are in partnership with many organisations and the community. The strategic directions of this plan will lay the framework for the development of detailed implementation plans and service plans for health and community services, businesses and the community

- – Health Protection;
- – Natural and built environment;
- – Community wellbeing;
- – Broader service system.

Overall Settlement Plan (2006)

Guides the growth and development of the Municipality's settlements.

- – Discourage growth in townships without reticulated sewer;
- – Identifies Nyora and to a lesser extent Tarwin Lower as two settlements with existing population growth pressures.

Open Space Strategy (2007) to be updated 2021

Analyses the Municipality's open public space, for long term strategic planning acquisition, and development of future reserves/facilities in order to provide a basis for Council policy and decision making.

Establishes a four-tiered settlement classification system to guide future open space provision.

The goals of the Strategy are:

- Leadership in local open space planning and design;

- Off-road cycle and walking trail development;
- Sports development;
- Environmental quality and sustainability;
- Asset and information management;

Contains recommendations to refine the open space contributions policy.

Sport Recreation Infrastructure Strategy 2020-2030

The 2020-2030 Sport & Recreation Infrastructure Strategy (S&R Strategy) has been developed to provide a framework for how these challenges can be addressed by Council and the community. An implementation plan for the S&R Strategy will be developed following community consultation on the draft document.

South Gippsland Aquatic Facilities Summary 2019

This document provides information on the performance of the South Gippsland aquatic facilities over previous seasons.

SGSC Paths and Trail Strategy 2018

The strategy reviews and audits existing paths and trail infrastructure in the Municipality and provides costs, prioritised project lists, identifies infrastructure gaps, identifies new paths and trails and provides some preliminary design and route options.

Community Infrastructure Plans

The *Community Infrastructure Plans* provide recommendations for services and facilities to meet the needs of a growing population. It includes a detailed audit of current infrastructure, current projected demographic information and guides prioritisation of infrastructure over the next 20 years.

Housing and Settlement Strategy 2013 (still applicable)

- Prioritises development according to service or environmental constraints;
- Describes settlements by their population, function and district role;
- Prioritises planning for growth in Leongatha, Korumburra, Foster, Mirboo North, Nyora and settlements that have reticulated sewerage;
- Recognises existing strategic plans as guiding instruments for detailed planning;
- Investigates new zoning of land to the Rural Living Zone only in exceptional circumstances;
- Supports existing dwelling opportunities in the Rural Living Zone and supports increased Low Density Residential Zone(LDRZ) supply where supporting infrastructure is present; and
- Discourages development in unsewered and geographically inappropriate townships.

Relevant Town Structure plans and Urban design Frameworks

- *Southern Leongatha Outline Development Plan;*
- *Loch, Nyora, Poowong & Meeniyan Structure Plans 2013;*
- *Leongatha Industrial Land Supply Study;*
- *Foster Structure Plan;*
- *Leongatha Structure Plan;*
- *Korumburra Structure Plan;*
- *Mirboo North Structure Plan;*
- *Coastal UDF's - "Areas Between Settlements" Paper;*
- *Sandy Point Urban Design Framework;*
- *Tarwin Lower Urban Design Framework;*
- *Venus Bay Urban Design Framework;*
- *Waratah Bay Urban Design Framework;*
- *Eastern District Urban Design Frameworks;*

Korumburra Town Centre Framework Plan

Korumburra Framework Plan project aims to improve town centre making it an attractive place to work live and shop. This plan will guide future car parking, access, land use and design together with the following complementary documents

- *Community Directions Statement;*
- *Community Infrastructure Plan (Complete);*
- *Korumburra Traffic and Drainage Study;*
- *Korumburra Integrated Children's Centre;*
- *Korumburra Central - Retail.*

Community Plans

Most towns have a Community Plan; these have been referenced throughout the document and town audit where applicable.

A majority of community plans were written between 2010 and 2013, now up to ten years old, most need reviewing. With a dedicated officer supported by State Government grant money, the community planning process in 2010 allowed many communities to for first time fully articulate their aspirations. This resource is not currently available resulting in out dated documentation.

Several communities continue to update their plans, notably Sandy Point and Toora with the assistance of the community strengthening team. The resulting proposals feed into the Blueprint capital works list for assessment and prioritisation.

The individual community direction planning appears to have been rekindled through the efforts of the Community Strengthening Team (CST), a current example is Toora And District Community Plan Update (2020).

The status of other Community plans is as follows;

- Welshpool & District started the process of updating theirs.
- Mt Best have combined their community and hall plans
- Meeniyah reviews (fairly constant plan)
- Loch doing reviews (fairly constant plan)
- Korumburra – round table work on theirs
- Foster – about to start the process on updating – changing their process
- Venus Bay / Tarwin Lower – no further action at this time (plan was impossible)
- Poowong – community group implosion – no active group to enable
- Nyora – inactive
- Fish Creek – inactive
- Mirboo North – plan exists, but quiet
- Leongatha – no plan exists
- Dumbalk – inactive

The CST uses a simple but effective method of red, yellow and green dots against proposals to determine community priorities. This planning, although a fruitful process, does tend to increase the expectations of the community usually beyond available resources. That said, many of the proposals in these documents have been completed over time so it is perhaps timely to re-establish this process. Some community plans require only minor updating although most require complete rewriting due to changes in the community age spread, population numbers, committee changes and priorities. Adopting a 4-year review cycle means most community plans now need reviewing. New community plans could then embed the blueprint guiding principles and processes within the document, ensuring a lot more thought and detail is being brought to the table via their needs list.

For the complete list of documents reviewed for this document please refer to the reviewed document appendix in the *Blueprint*

3.4 Review outcomes

The implications for current and future community facilities within the current policy and strategic planning context are:

- Community facilities need to be sustainable to support increasing and changing population needs;
- Local residents value their access to community facilities and want them to be located near other local activities;
- Residents want access to community facilities that are located near public transport or in walking/cycling distance from residential areas or community hubs (for example Korumburra CBD); many communities have identified the need for safe walking and cycling links to existing activity centres;
- There is a need to review the demand for indoor leisure facilities within the current context/environment and considering both public and private provision, an indoor stadium plan is currently being developed;
- Nyora, Leongatha, Korumburra and their corresponding catchments population forecasts anticipate some growth (Nyora may experience rapid growth), early planning for the upgrading a range of community facility and address future service needs including education and learning, library, recreation, early years education and care, meeting rooms, and age specific spaces with an aim of creating opportunities for shared use of existing facilities needs to commence ASAP;
- There is a need to provide spaces for older people to engage in a range of healthy ageing activities;
- There is a need for spaces and places for delivery of youth related programs and activities.

4 BEST PRACTICE TRENDS AND STANDARDS

4.1 Background

Community facilities are the physical places that provide community accessible spaces for individuals and organisations to conduct a range of developmental, recreational, social and cultural activities that enhance the community's well-being through social connectivity and physical interaction. Community facilities provide for social interactions, learning and shared understandings which are important for building community resilience, social capital and strength.

Key trends in the provision of community facilities and best practice case studies are provided in this chapter. Ideally community facilities are:

- Multi-purpose and flexible;
- Co-located; equitably and appropriately located;
- Near public transport, parking walking and cycling path/routes;
- Provide access for all;
- Linked to pedestrian and cycle networks and public domain spaces;
- Linked to other commercial, retail and community activities;
- Viable in the longer-term through sustainable (financial and environmentally) management and maintenance;
- a positive local identity and social connection;
- Managed in partnership and consultation with key stakeholders and communities;
- Safe and fit for purpose;
- Addressing an economic benefit as a component of an over business case or study.
- Responsibly managed
- Providing value for the community
- Meeting the service levels expected by the community within budgetary limits

4.2 Best practice criteria

There are a number of key best practice criteria relating to community facilities that aim to be sustainable. These have been sourced from current best practice research which includes the following documents:

- Since 2014 some excellent work has been carried out by the Moorabool Municipality in the Moorabool Municipality Community Infrastructure Framework
- Benchmarks for Community Infrastructure a *Parks and Leisure Association WA* working document;

- *Landcom's Community Centre Guidelines 2008*, which were developed in consultation with local Sydney Councils and social planning consultants;
- *Planning for Community Infrastructure in Growth Areas Apr'08 Vic Department of Planning and Community Development*;

Many municipalities have grappled with this subject in the intervening years though none it would seem as comprehensively as Moorabool Municipality.

4.2.1 Multi-purpose and multi-functional

Single purpose or standalone facilities are defined as being designed and built for one particular purpose or function, and used by one specific client group only, for example, a Senior Citizens' Centre or a Scout Hall. Current best practice in community facility design and provision is to provide a range of different spaces and functions within the one building. The benefits of multipurpose facilities are that they:

- Provide a variety of spaces suitable for a range of activities and user groups of different ages and all abilities;
- Promote social interaction between different users;
- Are designed for a range of life cycle groups likely to use the facility now and in the future
- Support information sharing;
- Encourage partnerships between organisations and programs. Joint programs are also more easily facilitated by staff/volunteers as they are in close proximity to each other;
- Allow more flexible management of changing needs;
- Reduce need for using cars to travel between facilities;
- Are more sustainable in terms of ongoing maintenance, energy use, and community involvement in management and delivery of programs;
- Are more cost effective in terms of the Municipality's investment; and
- Provide an improved delivery of, and access to, services and programs.

Co-locate services in one facility

Co-locating services within one facility involves shared or joint use of facilities and often the integrated delivery of some services. Co-location enables:

- Pooling of resources to provide better facilities;
- The concentration of compatible services and facilities to create a community focal point;
- Improved access and safety for users who can access a range of services at a single location;
- More integrated and innovative delivery of services;
- More efficient use of land, for instance through shared, rather than separate, parking areas;

Co-locate facilities as part of a community hub

The opportunities and advantages of co-locating community facilities with related facilities and activities such as schools, libraries, shopping centres, recreation centres, childcare facilities and community health centres need to be considered in the planning and design of future community facilities. The benefit of co-locating community facilities within community hubs is that it supports the integrated, efficient use of facilities, builds social networks, encourages service users to use other facilities and services co-located on site and reduces the number of motorised trips made to enhance sustainability.

Community facilities and community hubs can include a range of community, commercial, and retail functions.

Connected to public space, pedestrian and cycle ways/shared paths

Current best practice is that community facilities are fully accessible to the entire community by being centrally located and linked to the public domain. Connection to transport links, pedestrian and cycle ways also support community access across all age groups and abilities and a sustainable and healthy community.

Where possible, facilities should:

- Promote local connectivity for pedestrians and cyclists (equestrians, mobility scooters where possible);
- Be located near public open spaces. Shared outdoor or public spaces support the facility to function well as gathering places and contribute to social life of the area by promoting community networks and organisations;
- Be located on public transport routes where available;
- Be co-located at activity nodes and on main streets, providing good access to residential populations, contributing to a vibrant and safer street life.

Some general principles that contribute to the making of successful social community infrastructure

Landcom Community Centres Guidelines 2008

- | | |
|---|---|
| ➤ Addressing local community needs and promoting social outcomes; | ➤ Sustainable funding, management and maintenance arrangements; |
| ➤ Providing a range of community services, activities and programs; | ➤ Equitable access; |
| ➤ Contributing to the public domain and sense of place; | ➤ Supporting community cohesion; |
| | ➤ Developing a strong local profile; |
| | ➤ Involving the community; |

- Working collaboratively;
- Promoting physical integration;
- Ensuring integrated planning.
- Ensuring flexibility and adaptability;

5 EXISTING COMMUNITY FACILITIES

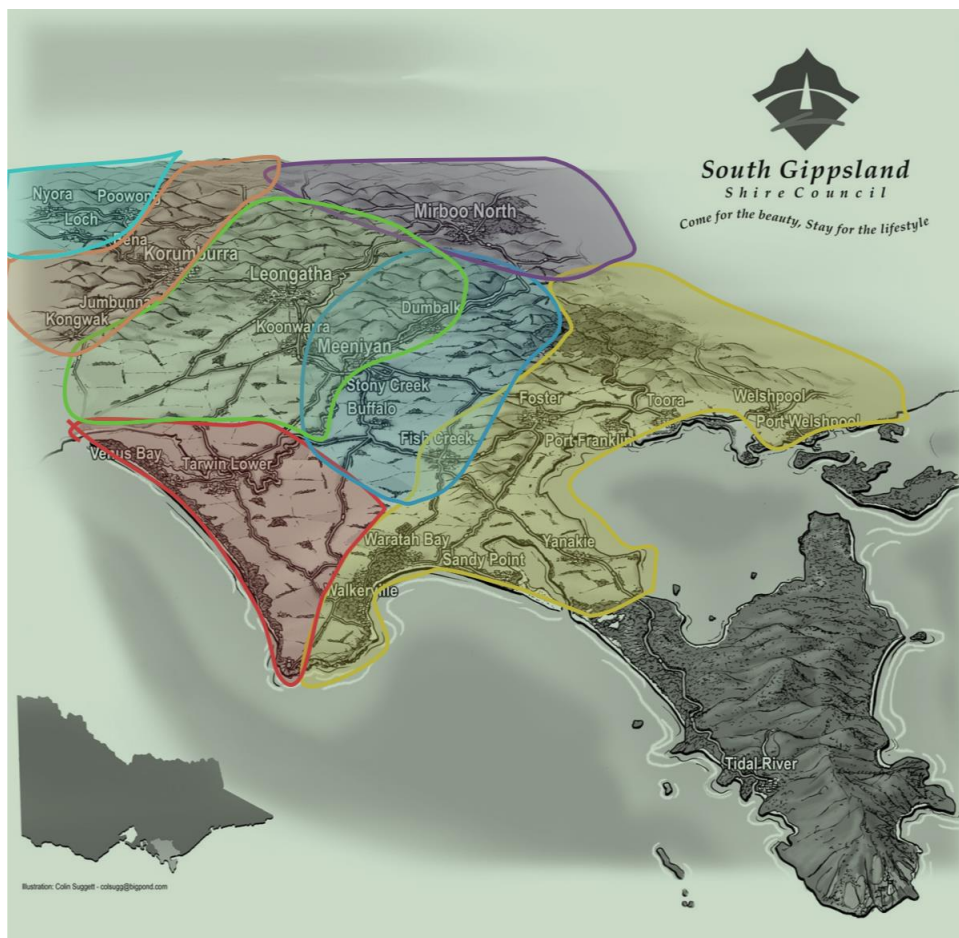
5.1 Background

5.1.1 Towns and their population catchments

Below is the Municipality Map highlighting major towns and their respective district service catchment or cluster. These catchments have evolved organically over the past 120 years of settlement and vary in relation to service/function accessibility.

The development of the existing district townships and their corresponding structural size and population, to a large degree reflect those natural service catchments (fig1 below, clusters reflect the general grouping of towns with natural, overlaps) Factors that have influenced cluster development include geography, pre amalgamation municipal boundaries, and their historic transport and industry connections (eg. Rail, ports).

Figure:1 Community Clusters in the Municipality



Community facilities in South Gippsland Shire that fall within the scope of this Strategy include facilities owned, leased or managed by the South Gippsland Shire (Council), the community and the private sector.

Note: Community facilities that are the responsibility of other levels of government, the private sector, non- Government organisations and community groups such as primary and high schools and school halls, out of school hours care facilities, private long day care, cultural facilities (where identified) and function centres have also been considered in this strategy.

5.2 Facility level

Community facilities service different geographic areas (Towns and or settlement districts) within the municipality, the following hierarchy of town service level has been derived from the *South Gippsland Planning Scheme* and can provide guidance as to what size a facility may be. The hierarchy of towns used in conjunction with resident populations and seasonal demographic data provides a ready guide to community needs and hence facility size. Refinement of these predictors can be achieved using population triggers and community feedback. The user catchment data and area can vary significantly depending on the facility, for example a Library user age can include age demographic from 4 to 90+ years and come from a wide catchment, whilst a local park will generally draw users from a narrower demographic 2- 14 years and parents/grandparents/carers across a broader age group but usually all will live in a smaller radius.

Role and Function	Settlement
Principal Centre Dominant residential, commercial and retail node within the Shire supporting a large and diverse population housed in a variety of dwelling types. Provides access to all levels of education, health, recreation and cultural opportunities and is connected to essential utility services and public transport. Possesses a strong relationship with surrounding settlements of all types.	Leongatha
Large District Centre The secondary residential, commercial and retail node within the Shire. Provides access to a range of education, health and recreation opportunities and is connected to essential utility services and public transport.	Korumburra
District Town A key retail and service centre for a rural hinterland containing a localised range of retail, education, health and recreation opportunities. Access to higher order services is generally sought in larger townships.	Foster Mirboo North
Small Town	Fish Creek Loch

Role and Function	Settlement
A centre with limited range of essential health and education services for a rural hinterland and containing a small retail centre. Usually have a strong relationship with larger settlements nearby. Most are connected to both sewer and water.	Meeniyan Nyora Poowong Toora
Village Support small populations and provide a focal point for the surrounding rural community. Access to services such as education and retail are limited. Connections to water and sewer vary.	Koonwarra Welshpool
Coastal Village Small permanent populations with tourist functions and seasonal population influxes related to the settlement's coastal settings. Access to public transport and community services is limited. Retail services are linked to tourism needs. Strong links to nearby towns for access to higher order and essential services. Connections to water and sewer vary.	Port Welshpool Sandy Point Tarwin Lower Venus Bay Walkerville Waratah Bay Yanakie
Hamlet Contain a small cluster of houses, generally within the Township Zone. Very limited services and facilities available.	Bena Buffalo Dumbalk Jumbunna Kongwak Mirboo Port Franklin Ruby Stony Creek
Locality A cluster of houses located on a smaller than average rural-sized allotment commonly with non-urban zones. Reticulated water and/or sewerage generally not available. Usually no other services located within the settlement.	Agnes Arawata Darlimura Hedley Kardella Nerrena Strzelecki Others: Boolarong, Boolarra South, Delburn, Mt Best, Outtrim, Wonyip.

5.3 Town infrastructure audit and mapping

A full audit and maps of all community facilities located within the municipality is provided in Part 2 Table 4 identifies the estimated total number of community facilities located in the municipality by facility type.

It is not assumed that this is an exhaustive list, others will come to light in the future as the community consultation progresses.

Table 4 Audit of Community Social Infrastructure as of 2020

Building Asset Group	Definition	Total No.	No. Council facilities
Community Hall	Unstaffed hall for meetings, gatherings, events, functions, and program delivery	46	15
Function Centre	Staffed facilities providing places for events, functions, and conferences. Often provided within catered and licensed premises, such as RSL.	5	0
Meeting Room	Spaces set up for meetings (includes tables, chairs, and equipment).	99	32
Multipurpose District Community Centre	A district level facility that provides more than one function and multiple spaces that can be adapted and changed for various uses.	4	3
Cultural Facilities	Art galleries, theatres, museums, outdoor venues for public events.	35	15
Parks	Parks with infrastructure (e.g. BBQ, rotunda, playgrounds). Does not include open space.	105	96
Playgrounds	Children's playgrounds in parks.	53	40
Public Open Space	Parcels of land owned by Council and accessible to the public including Community Gardens.	153	147
Indoor Leisure Centre	An indoor public or private facility providing spaces for health, fitness and recreation activities, including pool and/or courts, such as Splash.	7	5
Pools	Public outdoor pools (Splash is listed above).	6	5
Recreation Reserves	Ovals, tennis courts, skate parks, velodrome, hockey field, netball, basketball, golf courses, bowling clubs, lifesaving clubs.	72	25
Aged and Disability	Facilities such as senior's centres, adult day care, seniors' groups venues such as U3A (if separately provided), disability services, aged care accommodation.	14	6
Caravan Parks	Council managed or privately owned.	12	5
Early Childhood Education and Care	Staffed facilities or that provide pre-school, long day care, occasional care or playgroups for children aged 0 to 5 years.	26	15
Education	Facilities such as public and private primary and secondary schools, TAFES, and Universities.	35	0
Emergency Services	CFA, SES, Ambulance.	30	1
Health	Facilities that provide health services, such as a community health centres, hospitals or allied health service, dentists.	26	1
Library	Local permanent library services mobile library service points.	5	5
Maternal and Child Health Centre	Centres providing baby health services.	5	5
Men's Sheds	Spaces used for meetings and Men's Shed activities.	6	3
Neighbourhood Houses	A neighbourhood house that includes neighbourhood services.	6	6

Building Asset Group	Definition	Total No.	No. Council facilities
Toilets	Public toilets.	68	34
Tourism Centres	Coal Creek, Visitor Information Centres.	17	12
Paths & Trails	As identified in the Paths & Trails Strategy 2018.	43	25
Youth Centre	Facility providing space for programs and services for young people.	8	7
Other	Venues providing internet access.	13	11
TOTALS		905	525

The mapping of each town, which accompanies this audit provides visual identification of each towns facilities and highlights many sites with multiple functions, the figures above should not necessarily be taken as individual sites.

Mapping needs to be transferred into the GIS mapping system as its own layer. This would allow Council wide ready access to this information and also provide the community with ready reference identification of the asset resources available to it.

The infrastructure audit and map for each town can be used as a community tool. It allows the community to clearly reference its social community infrastructure at a glance. The audit also prompts the process of reviewing oversupply/undersupply of infrastructure in a town/area when a need/want has been identified by the community.

It is recommended that this audit be updated on a regular basis to ensure accuracy. Usage data can be collected over time during face to face meetings in towns or as issues arise. Ideally, to make any value assessment of a facility, usage and its' future, the data on community owned /managed infrastructure should be similar in detail to that collected by Council on its own facilities.

5.4 Implications of the community facilities town audits

- Importantly, there is little data about the condition of the community owned/managed facilities;
 - ❖ Many of these are on crown land such as Recreation Reserves, some are on freehold title such as some Community Halls;
- The community infrastructure between towns has also been included e.g. Halls Recreation reserves and Public Open Space.

The totals in Table 4 indicate that the community in conjunction with Council manages an extraordinarily large number of facilities across the Municipality. Such a large portfolio places a large time/organisational burden on the community sometimes resulting in volunteer disengagement.

- Note the large number of meeting rooms. (though some overlap with the halls and other functions e.g. church, CFA);
- In reality there only a few single purpose facilities, even the multitude of non-Council meeting spaces have several uses e.g. churches and halls run various functions and events for a variety of groups;
- Very few function centres, halls and meeting spaces are permanently staffed, although many are staffed by volunteers for events only;
- There are few Multipurpose District Community Hubs (MDCH) despite this being the optimum model for community facilities. Although some were described as such they were also identified as halls. There are two purpose built community hubs, Venus Bay and Sandy Point, an example for other smaller centres a community run small hub is the community managed Welshpool RTC (a good model for other areas);
- There are an adequate number of smaller cultural facilities such as Art Galleries most are privately operated the exception being the Council owned Stockyard Gallery Foster,
- There are no purpose built performing arts facilities, most are modified community halls , FAMDA in Foster, or School halls/auditoriums with limited capacity. Mesley Hall in Leongatha Secondary College grounds was identified as a possible compromise, however this venue has been found to be inadequate for full theatre productions being limited by the needs and use times of the school.
- Recreation Reserves are well dispersed with the majority (72) community managed. Council owns or is the designated COM on crown land for the remaining 25. The committees are proactive and manage the sites well given limited resources;
- Considering the traditional South Gippsland weather there are surprisingly few indoor leisure centres, these are dispersed across the Municipality with several being either community owned or open with limited availability at Schools;
- There are a large number of parks and open spaces, mostly managed by either Council or Parks Vic/DELWP;
- Walking, cycling and horse riding together represent the largest percentage of participants in recreation surveys. This interest is reflected in the number of new paths have that been identified in community plans etc. the need is based primarily on safety concerns and connectivity for walkers, horse riders and cyclists;
- Youth do not appear to be well catered with youth specific facilities (not including Sporting clubs, youth groups). Although recreation reserves, skate parks and other open space sites serve as informal gathering places they are generally isolated from the rest of the activity

areas. There is no well-located, accessible, dedicated youth space within the Municipality.

Any future youth dedicated space needs to be connected to other services, community activities, and shopping precincts in an area that young people naturally congregate; informal Youth groups can find hall and venue hire prohibitive or encounter discriminative obstacles.

- Community child health, houses and centres are not well catered for or are in need of expansion and/or renovation to allow them to provide changing service needs to meet future growth demand;
- There are a number of outdoor swimming pools and one indoor pool, many are gradually being updated to meet maintenance and user needs, no additional outdoor pools are recommended;
- Council accommodates fifteen early childhood education, care and long day care services. No change is recommended in the number of facilities provided for these services. They are presently in fair good condition. The Long term Child care infrastructure strategy will guide Council in the management and maintenance of the existing facilities and indicate where capital investment needs to be allocated for new infrastructure e.g. Nyora Child Care.
- Many of Council's community facilities are not co-located with other services or as part of a community hub due to historical outcomes;

At face value there does not appear too many opportunities to rationalise many of these facilities as they are well dispersed across towns and the Municipality (reflecting the population spread) or not under Council's management. Some opportunities exist and examples may be used as a model for infrastructure grouping in other communities if successfully implemented. One example is in *'Korumburra where the need for a community hub has been identified, there are several existing sites where possible tenants of the hub are currently operating'*, these are Council owned could be sold to help fund the proposed community hub. Since 2014 this approach has resulted in a new community hub which in its final stages of design although the sale of community facilities has stalled. This situation may improve once all the users are in their new space in the hub.

Council's community venues are operating at fair to good capacity. There are a number of potential reasons for any underutilisation:

- They are not fit for purpose;
- They are not well located;
- Some facilities, usually private, are unaffordable (golf clubs) and therefore inaccessible for community members;
- Some groups find access to facilities restrictive due to location, unavailability or conflict;
- That the function or need has changed or the user demographic has altered;

- The higher use of some facilities such as the Venus Bay , Sandy Point halls demonstrates that dedicated staff or community volunteers that program and activate the space can increase utilisation. There is a need to consider the future directions of Council’s community halls as either venues for hire or staffed (through NGO's , volunteers or Council) community centres.

5.5 Asset Data Analysis

The South Gippsland Shire Assets Department manages all of Councils’ social community infrastructure, the following information is from that department’s 2014 asset register.

The following data remains unchanged from 2014, as the department has been waiting for new software in 2020 the old data has not been consistently updated. The new system (*Assetic*) will allow automatic updating of asset condition, utilisation, capacity and functionality. These are critical management indicators that together with the capacity/need triggers, will greatly assist Council with the development of their Council assets and non-Council Asset Management Plans (AMP).

Use of the older data still provides us with a useful overview, given not that much has changed in the intervening years.

5.5.1 Council infrastructure asset capacity

Utilisation

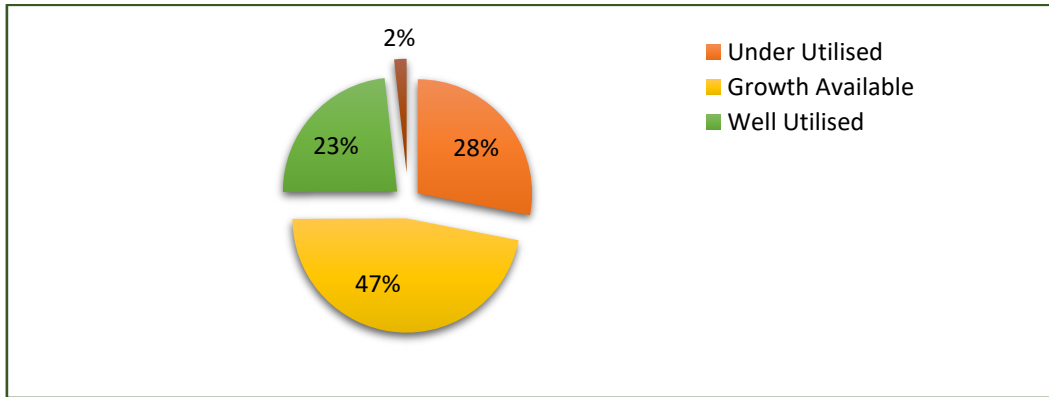
Utilisation is an assessment of an asset’s ability to satisfy the current demand placed on it.

Note: An under-utilised asset could be considered to have surplus capacity and an overcrowded asset is s an asset unable to meet the demand on it, the ideal score for Utilisation is 3. Note the totals include multiple items of a single site.

Table 5 Utilisation Council infrastructure

Rating	Considered to be	Description	Total
1	Under Utilised	Demand less than 65% of capacity	112
2	Utilised	Demand 65% to 85% of capacity	187
3	Well Utilised	Demand 85% to 100% of capacity	93
4	Overcrowded	Demand exceeds 100% of capacity – Level of Service degraded but still generally acceptable	7
5	Demand Failure	Demand exceeds 100% - service denied for legislative or compliance reasons or Level of Service degraded to unacceptable levels	0

Figure:2 Current Council asset capacity



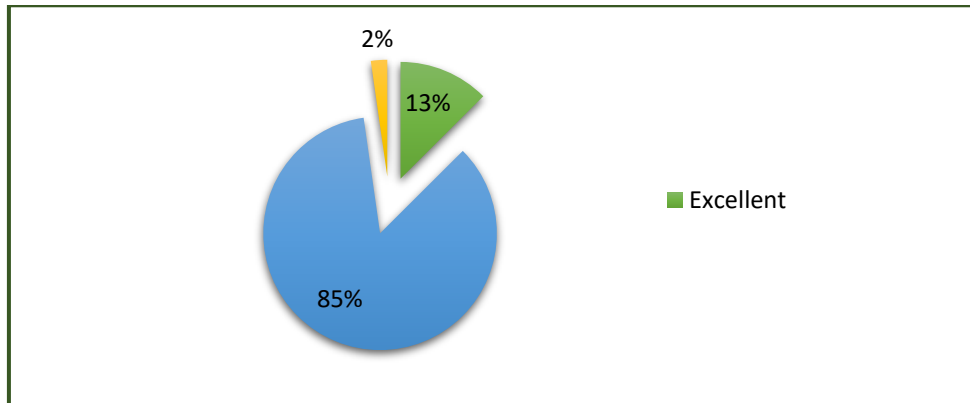
5.5.2 Asset Functionality

Table 6 Efficacy of Council assets

Rating	Considered to be	Description	Totals
1	Excellent	Exceeds the current functional needs	50
3	Good	Meets the current functional needs	340
5	Unacceptable	Unable to meet the current functional needs	9

Efficacy is an assessment of an asset's current ability to deliver the service outcomes intended.

Figure:3 Council asset Functionality



5.5.3 Council infrastructure condition rating

Council owned and or managed community infrastructure is on average:

- In good condition 85%; 94% fair to very good;
- Meets its function and purpose; 98 %;
- Could be better utilised, 75% of facilities are either underutilised or have a capacity to grow.

5.6 Non-Council community facilities

As noted in Table 4, Council is not the only provider of community facilities within the municipality, there are also 380 non-Council community facilities located in the Municipality.

Non-Council facilities have in most cases been created in response to community needs by the local communities over the past 120 years of settlement. A past practice of Council was to provide non-interest bearing (or low interest) loans to incorporated committees to assist in the community development of infrastructure.

Rationalising any piece of community infrastructure must obviously be led by that community with the Council taking a low-key role as banker, broker, advocate or similar. It is anticipated that this audit will assist with that decision-making process by being able to identify clearly, the extent, ownership, usage and condition of the communities' asset base. Thereby providing them some relevant and comparable decision-making tools.

Rather than duplicating what already exists in the Municipality, there are opportunities to promote the use of non-Council community facilities to the general community and to increase their utilisation. Specific opportunities that exist include:

- Schools.
- Halls.
- Meeting spaces.

It must be noted here that those communities and their volunteers owning and/or managing these facilities are already stretched for time and resources. Council provides community grants to help with infrastructure upgrades and asset purchases together with networking support to assist with the work load;

5.6.1 Community infrastructure data collection;

As previously highlighted, community infrastructure data collection could significantly be improved to a level to that of Council's asset management process to ensure a fair and equitable comparison between all Community infrastructure assessments.

The data collection could be collected over time by utilising existing town networks, surveys (Town infrastructure audits), the Community Grant process or facility by facility as the need arises. Management of this extended database will remain a difficult area, ideally this would be Council's project, however it is recognised that both Council and community resources are already stretched.

6 BENCHMARKS, STANDARDS AND TRIGGERS

The available benchmarks and standards for community facility provision provide a guideline only for the type of community facilities required by a predicted population size and type. State Government Departments and planning consultants developed the standards in the late 1990s and early 2000s, primarily for community facility planning in green-field areas where there is no existing infrastructure.

Population benchmarks only give an indication of facility needs and not the specific issues raised by other indicators such as the unique setting each existing facility exists, consideration of its geographic position, population demographic change, rural/urban environment, condition, use, functionality and size of existing facility. These considerations together highlight the obstacles encountered when considering retro fitting assets models and predictors into an already active social community infrastructure scenario:

Population benchmarks only give an indication of facility needs and not the specific issues raised by other indicators such as the unique:

- The facility capacity;
- Changes in level of service required by users;
- Demography of the area;
- Best practice;
- Available funding; and
- Consultation with key providers.

Ideally Social Community Infrastructure should exhibit the following values.

- | | |
|--|--|
| ➤ Multi-purpose and flexible; | ➤ Promote a positive local identity and social connection; |
| ➤ Co-located; equitably and appropriately located; Linked to pedestrian and cycle networks and public domain spaces; | ➤ Managed in partnership and consultation with key stakeholders and communities; |
| ➤ Linked to other commercial, retail and community activities; | ➤ Near public transport, parking walking and cycling path/routes; |
| ➤ Viable in the longer-term through sustainable (financial and environmentally) management and maintenance; | ➤ Provide access for all; |
| | ➤ Safe and fit for purpose; |
| | ➤ Legislative, Aus. standards changes require infrastructure modification; |

- Change of service delivery and/or function
- Extent of community shared contribution
- Business Case supports changes to triggers

The standards and triggers should achieve the following desired outcomes:

- Meet the community infrastructure needs and demands indicated by population projections, community expressed need;
- Indicate a level of services and facilities provision which is considered financially sustainable by the Councils and their communities;
- Provision and direction for the type, size and placement of accessible, integrated, well designed and connected facilities providing for a broad range of community services;
- Indicate a mix of community infrastructure that will stand ‘the test of time’ and be able to cater for a changing service environment and fluctuating and sometimes significant increase in demand.

Types of standards

Two types of inter-related standards are required:

- Quantity: supply side standard linked clearly to current demand or assumptions about future demand (often described as provision ratios);
- Quality: the function, size, configuration, meets legislative requirements, location and cost of providing the community infrastructure.

6.1.1 2014 Standards

The 2014 infrastructure/facility standards evolved from State and Local government identifying and planning to address the need for social infrastructure in rapidly expanding urban environments, in many cases greenbelt developments in and around Melbourne. There are similar examples Australia wide such as *“Australian Social & Recreation Research Pty Ltd, 2008, Planning for Community Infrastructure in Growth Areas, Growth Areas Authority”*

These standards generally reflect much larger population centres and growth areas than is evident in or expected for the South Gippsland Shire in the future.

Table 7 Urban Social Community Infrastructure standards (triggers) example, quantity ⁴

Facility	Benchmark/Standard
Indoor aquatic /fitness Centre	1 Centre for every 40,000 to 50,000 people
Double court indoor recreation Centre/stadia	1 Centre for every 20,000 – 30,000 people
Neighbourhood active open space	1 area of 8ha in size to provide for two sports ovals per 6,000 people
Neighbourhood reserve pavilion	1 per 6,000 people or per designated active recreation reserve
Tennis	1 x court per 2,500 people 1 x 2 court free to the public tennis court no pavilion per 25,000 to 35,000 people 1 x 6 – 10 court complex per municipality
Netball	1 outdoor netball court per 3,500 people; 1 x double court netball court per 16,000 people 1 x 8 court complex per 50,000 people Maximise use of school sites where possible
Lawn Bowls	1 x 4 green facility for 40,000 people
Passive open space	0.7 to 1ha of passive open space per 1,000 people or 300 – 400 households 205 to 4ha passive open space per 2km radius Open space within 400m of households
Neighbourhood level passive open space reserves	Small parks are required within 150 – 300m. Requirement of the subdivision act where 5% of a developable subdivision as an open space contribution or via the local planning authority stipulating open space contribution between 5% and 10% Approximately 2% of all land is required just to provide a park of 1ha within 400 – 500m of all dwellings. Additional land is required to compensate for barriers such as rail, creek and industrial land plus arterial roadways that form barriers to pedestrian movement. ⁵
Neighbourhood level passive open space reserve Level 1	1ha within 400 – 500 metres of residential dwellings Amalgamate 1ha parcels to form larger more functional reserves on a case by case basis
Level 2	3ha to 4ha within 2 kilometres of all residents. Equivalent to 5.43% of residential land area. Regional public open space where available along streams and permanent water bodies.

6.1.2 South Gippsland Shire context;

Traditionally many facilities have been built by the individual communities over time, attempting to retro fit the above generalised (and urban) standards into communities that already have an extensive and mature network of community infrastructure built up over 120 years of settlement provides its own challenges. In particular, applying the above greenfield population triggers for infrastructure development when determining ‘want’ against ‘need’.

However, developing benchmarks and triggers for Social Community infrastructure in South Gippsland Shire can be approached in several useful ways.

⁴ ‘Australian Social & Recreation Research Pty Ltd, 2008, Planning for Community Infrastructure in Growth Areas, Growth Areas Authority’

⁵ Department of Planning and Community Development, Victorian Planning Provisions (clause 56.04) on 24 October 2012, <http://planningschemes.dpcd.vic.gov.au/vpps/>

General Municipality overview, this method was used in the 2014 Blueprint, and although useful as a guide, it does not address the local issues and population demographics peculiar to the area being considered i.e. the Municipality's population divided by number of facility type e.g. Halls, 30,092 / 46 equals a ratio of 1:654 a very low ratio when compared to the State Government greenfield ratio of 1: 6,000 - 15,000 people. See table 8 below for the 2014 trigger table.

The proposed 2020 method takes into consideration the above ratios but also uses local data community and officer experience to further refine the parameters in the analysis of need versus want. This approach is explained in greater detail below.

The townships (Municipal centre, large, medium and smaller townships) have traditionally been the focus of sport, leisure, recreation and therefore social community infrastructure, serving a broad local catchment. As such, it is anticipated that the extent of community facility infrastructure in the larger townships will be determined by their strategic position, rather than through the use of population benchmarks alone. The benchmarks can therefore to be used as a checklist for establishing the appropriate mix of community facilities to service a predetermined catchment.

Regional rural areas will have pockets of historical community facility provision that cannot be aligned to population benchmarks; therefore, the full extent of provision is unlikely to be financially viable in the current context. Within these areas, it is essential to establish the need of the community on a case by case basis and ensure that where infrastructure is provided it meets the following triggers.

As identified earlier, the South Gippsland has over 905 community facilities for a population of 30,092 (2020 ID community), using any of the current urban best practice benchmarks, the community is very well serviced.

Therefore, most of the existing benchmarks and standards have been included only as a broad reference or benchmark against the existing facility/population ratios to highlight the extent of community facilities already available in the Municipality.

More appropriately for the South Gippsland Shire community, internal benchmarks, population standards and triggers have been developed using existing internal infrastructure provision in the towns and localities.

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Table 8 Example; 2014 Facility Triggers 678

	Private sector commercial decision			Town Hierarchy proportional to population, for any proposal it may include district catchment population if justified in the Business Case							
	State/Federal Government authority										
	Council										
Building Asset Group	Urban Standard example for reference only	Total No.	Current SGSC pop/facility ratio Using 2011 - 27,506	Municipal Centre 5,000+	Large District Centre 4,000+	District Town 1,500+	Small Town 300-1,000+	Villages 100-300	Coastal Villages Seasonal Variance	Hamlet <100	Localities
Community Hall	1: 6,000 - 15,000 people	46	1:598	No Gap in supply (upgrade/ optimise multi- purpose use for single use facilities) For new = 70% community and/or external contribution Upgrade = 70% community and/or external community contribution							
Function Centre	1:20,000 – 30,000	5	1:4000	Identified Municipality need, Private sector commercial decision							
Neighbourhood Houses (Community centres)	1:20000	6	1:4584	No Gap in supply (upgrade/ optimise multi- purpose use for single use facilities) New = 1:4,000							
Meeting Room	1: 6,000 - 15,000	99	1:61	No Gap in supply (upgrade/ optimise multi- purpose use for single use facilities)							
Multipurpose District Community Centre	1: 20 – 30,000	4	1:5000	1:4,000 Purpose built centre	1:4,000 Purpose built centre	No Gap in supply (upgrade/ optimise multi- purpose use for single use facilities) For new = 70% community and/or external contribution Upgrade = 70% community and/or external community contribution					
Cultural Facilities	1:25,000	35	1:571	New = Private sector commercial decision or For new = 50% community and/or external contribution Upgrade = 50% community and/or external contribution							

⁶ Planning for Community Infrastructure In Growth Areas⁷ Benchmarks for Community Infrastructure PLA⁸ City of Canada Bay community facilities resourcing strategy

7 THE FACILITY TRIGGERS

7.1 The Quantitative assessment

The Quantity Assessment considers how much provision is required to meet the needs of the current and future population. The following discussion concerns the 2020 approach to Infrastructure trigger development using population demographics and the development of population standards.

7.1.1 Population and catchments

Population estimates and forecasts for South Gippsland Shire are provided by ID Consulting and provided online at <https://forecast.id.com.au/south-gippsland>. Population estimates are available by gender and age for years 2020 up to 2036 for the following ‘Population Forecast Areas’:

1. Nyora, Loch, Poowong district (cluster),
2. Leongatha.
3. Korumburra.
4. Rural West
5. South West Coastal District,
6. South East Coastal District
7. Mirboo North- Baromi

Boundaries for the above areas can be viewed at <https://forecast.id.com.au/south-gippsland/about-forecast-areas> .

7.1.2 Demographic samples

Many services and facilities such as libraries and open space are used by people of all ages whereas others are more relevant to people of certain ages. An example of the latter includes Long Day Care which is used by children aged up to 6 years old. The age range used to estimate the demand for a certain service or facility is called the ‘age cohort’. The age cohorts used to model demand for the various infrastructure types will be determined by the previously noted methods above, listed in a future addendum to the Social Community Infrastructure Blueprint (circumstance has not permitted finalisation of these at this time) and eventually published on the Council web site.

The limitation of South Gippsland’s population estimates (and therefore age cohort estimates) is that they are only available for the six *Population Forecast Areas* listed above. This means that demand for community infrastructure can only be determined for each Population Forecast Area or an aggregation of areas; it cannot be measured with any confidence for smaller geographic areas such as individual towns.

To overcome this, the use of statistical models from the Australian Bureau of Statistics (ABS) such as state suburb and urban centre/locality and postcodes provides a similar population break down for small towns and locales. Care must be taken using these ABS figures due to the inherent statistical error in the low numbers. An assessment of the facility catchment will determine which figures to use, district, town, local, neighbourhood. When operational, the tool will be used to apply the *Population Standards* to individual towns and their localities and the findings will be reported through a future iteration of the Blueprint.

The size of the age cohort population within an area gives an indication of the *maximum* number of people who are likely to create demand for a service or facility; however, not all of these people will actually use one. It is therefore necessary to determine a *provision standard* that estimates the proportion of the age cohort population who will actually use (i.e. create demand for) a service or facility. For this process to be effective, Council needs to develop a set of 'Population Standards' using the methods described above for each infrastructure type.

7.1.3 The Population Standards

The Populations Standards are expressed as the number of people within the relevant age cohort that a facility can support. Units of measure may vary depending on the type of facility, for example the unit of measure for tennis courts is '1 court', for community venues it is '1 facility' and for kindergarten it is '1 licensed place'.

The Population Standards need to be developed specifically for South Gippsland to reflect local drivers for demand such as the existing rate of provision, legacy infrastructure, current and forecast rates of participation and utilisation, opportunities and constraints arising from new development, Council policy, and constrained capital and operational budgets. Comparison with provision rates in other municipalities can be useful to suggest how South Gippsland compares, but it is not appropriate to simply 'borrow in' these rates⁹.

The process of setting the population standards, examines current ratios of provision across the Municipality and compares them with relevant information such as:

⁹ The Victorian Planning Authority Guide to Planning for Community Infrastructure in Urban Renewal Areas specifically advises against the application of 'arbitrary benchmarks' from other LGAs

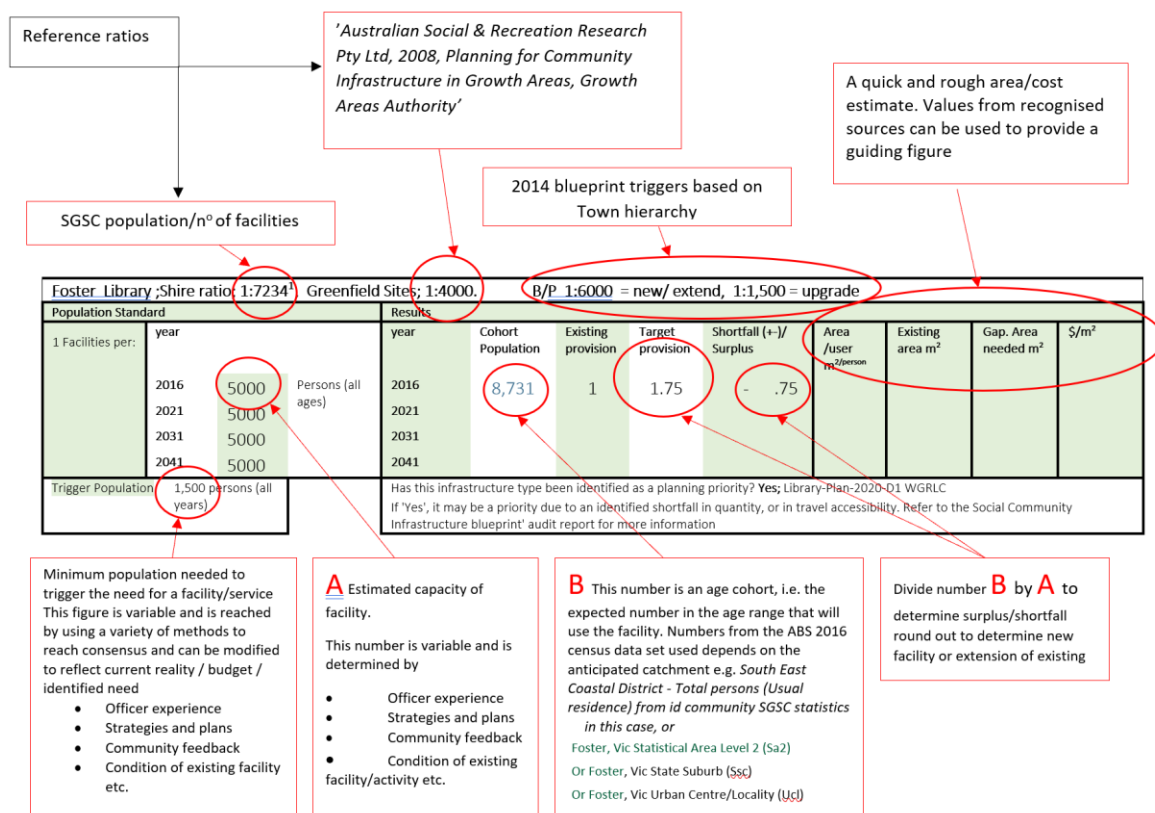
- studies and plans (e.g. Recreation and Leisure Strategy or Municipal Early Years Plan)
- service provider knowledge of participation rates and trends,
- waiting lists,
- facility utilisation,
- good practice models and other service planning factors
 - ❖ population and development forecasts.
 - ❖ local policy and planning objectives.

The Population Standards are expressed as two figures:

1. Population trigger (minimum cohort population required to trigger need for a facility)
2. Population ratio (the maximum cohort population a facility is able to support)

The Population Standards are defined and managed through Council's asset management system (*Assetic Predictor*) and database and will be provided through the Social Community Infrastructure Blueprint Provision Standards review and published later on Council's web site.

Figure:4 Worked example: development of a Population Standard for a library in Foster; (All figures in this worked example are illustrative only.)



- Step 1:

Select an appropriate age cohort

Example Library age cohort = all persons aged 5 to 85+ = 8731persons

➤ Step 2:

Calculate the current actual rate of provision

If Foster currently has one library and a district population of 8731persons aged 5 to 85 (ABS Statistical Area Level 2), the current actual rate of provision is 1: 8731.

➤ Step 3:

Consider the current rate of provision against Council's understanding of whether demand for a library is being adequately met. Apply knowledge such as current and projected attendance rates, known unmet demand (e.g. waiting lists), utilisation of existing facilities, and other relevant drivers. Comparisons with other municipalities or benchmarks may also be used.

In this example, existing facilities are fully utilised and a substantial unmet demand is known to exist. This suggests that the current rate of provision of 1:8713 is inadequate.

➤ Step 4:

Select an appropriate population ratio that reflects the facility's actual operating capacity

Council selects a target population ratio of 1:5000 (i.e. substantially less than the current rate of provision)

➤ Step 5:

Compare the selected population ratio with current and forecast population.

Table 9 Comparison of existing supply with the population ratio produces the table of results below: Figures are examples and are rounded

Year	Estimated population of persons aged 5-85	Facilities required to meet 1:5000 target population ratio	Existing provision	Shortfall
2016	8713	2	1	-1
2021	10,000	2	1	-1
2026	18,000	3	1	-2
2035	24,000	5	1	-4

In this example Council decides that the forecast shortfalls are realistic and that it has the resources to deliver 4 libraries by 2035. Council therefore adopts the population ratio of 1:5000 persons aged 5 to 85. If Council decided that delivery of 4 libraries was not possible or necessary, the population ratio would be revised to a higher ratio (e.g. 1:10,000), thereby reducing the forecast shortfall to a more

realistic and deliverable figure. This of course does not resolve the known unmet demand, therefore other strategies need to be considered such as, extending the physical infrastructure, development of innovative programs whilst upgrading with up to date data links etc, expanding the opening hours, change the site.

➤ Step 6:

Determine a population trigger;

Based on knowledge of participation rates, utilisation of facilities, costs of operating and maintaining libraries, and other relevant information Council determines that a minimum population of 1500 persons aged 5 to 85 is required to support a library.

7.1.4 The Travel Accessibility Assessment

Another key aspect of assessing community demand for infrastructure is the location and distribution of facilities as these determine the distance that people must travel to access a service or facility.

The Travel Accessibility Assessment considers the actual on-road distance between people and community facilities. The assessment applies the Travel Accessibility Standards to determine whether people can access services and facilities within a reasonable journey time.

‘Walkability’ or ‘driveability’ are widely recognised as appropriate measures of travel accessibility. Several urban municipalities in Australia (including the cities of Ballarat, Bendigo and Melbourne) have goals of achieving 10- or 20-minute neighbourhoods where all critical services and facilities are provided within a 10- or 20-minute journey. Walking or public transport time is commonly used in urban areas but for rural areas where walking or public transport may not be an option, travel time by private vehicle is a much more realistic standard.

7.1.5 The Travel Accessibility Standards

For rural areas the Travel Accessibility Standards are expressed as drive time. For urban areas they are a mix of drive time and walking distance, depending on the type of facility the standard is being applied to. In future the standards may also account for journeys by public transport.

A time or distance-based Travel Accessibility Standard has been set for each infrastructure type addressed by the Social Community Infrastructure Blueprint. The proposed travel standards are:

- '400m walking distance' (equivalent to a 5-minute walk).
- '800m walking distance' (equivalent to a 10-minute walk).
- '1600m walking distance / 2-minute drive'.
- '5 minutes' drive time (equivalent to travelling across a person's own community).
- '10 minutes' drive time.
- '20 minutes' drive time.
- '30 minutes' drive time (for major regional facilities).

Settlements of different population sizes cannot all realistically be provided with the same level of access to facilities. For example, due to its much smaller population a village cannot support the same range of facilities within its boundary as a large urban area. Therefore, the Travel Accessibility Standards are defined differently for settlements of different sizes. For example, the standard for Long Day Care might be '5 minutes' drive time for a large urban area of 2,000 people but would most likely be '20 minutes' drive time for a rural settlement of less than 200 people.

The *Travel Accessibility Standards* are initially defined according to the travel time/distance that is considered reasonable for residents within settlements of different sizes to travel to access facilities. They are then refined by studying the implications of setting them at the chosen level. For example, defining a travel standard for Long Day Care of '10 minutes' drive time for all villages may result in the gap analysis concluding that five new day care centres are required across the rural east. Council may decide that such a requirement is not affordable or viable and consequently revise the standard to '20 minutes' drive time. Defining the *Travel Standards* in this manner ensures that all settlements of similar sizes are equitably assessed against each other.

The Travel Accessibility Assessment compares the standards with current travel times / distance to determine whether the standards are met or failed for each facility type, for each settlement in the Municipality.

The Travel Accessibility Standards are defined and managed through Council's Planning framework.

As an example, the use of travel standards has been used in the 2013 Parks and Gardens Asset Management Plan , the results (*Table 29 below Outcomes of the analysis on provision of open spaces*) shows the supply of Parks and Gardens meet most of them.

7.2 The Qualitative Assessment

Together with the above quantitative facility triggers and assessments the following assessments look at the quality of both the service and how that service functions within the assets and community.

Note: Council will be implementing a new asset management software package, Assetic Predictor in the near future. It is anticipated this software will be able to consider all these quantity and quality parameters in its reports. Quality reporting may be an evolutionary process with detail developing along with the improving quality of the input data and those interrogating it.

7.2.1 The Suitability Assessment

The Suitability Assessment determines whether existing facilities are physically meeting the needs of the services delivered through them or would meet the needs of different services if they were to be delivered through them instead.

The assessment measures ‘suitability’ using two provision standards, the *Building Condition Standard* and the *Fitness for Purpose Standard*. The *Building Condition* and *Fitness for Purpose Standards* use comparable scoring systems and together provide a comprehensive understanding of whether facilities are physically able to meet the needs of their users (as well as ensuring they are safe for public use).

7.2.2 The Building Condition Standards

The Building Condition Standards set a minimum level of building condition that users should reasonably expect of community facilities of different types.

Approximately every four years Council commissions an external condition audit of its buildings. The audits typically assess buildings based on their major components such as roof, exterior and interior walls, windows, plumbing and electrics. A score is given to each component. The score of a building component is a rating of the current condition of the component with respect to its original (as-built or new) condition and the effect of destructive forces such as weathering, corrosion, age, usage, damage etc as defined in the table below.

As audits are only carried out for Council assets, the Building Condition Standard can only be applied to existing Council-owned facilities.

Table 10 The scores given to each building component and the building overall are:

Score	Building condition
0	New facility
1	Excellent (>90% of new condition)
2	Very Good (75-90% of new condition)
3	Good (50-75% of new condition)
4	Fair (25-50% of new condition)
5	Poor (10-25% of new condition)
6	Failed/Unserviceable

Minimum acceptable building condition scores for each infrastructure type are contained within the Building Condition Manual. These will be defined and managed through Council’s Asset Management Framework.

7.2.3 The Fitness for Purpose Standards

The *Fitness for Purpose Standards* consider physical characteristics of buildings that are not addressed in the Building Condition Manual. They set a minimum measure of fitness for purpose that users should reasonably expect of community facilities of different types.

‘Fitness for Purpose’ can change over time. If the users of the service want to lift the service level from local to regional, the quality, size of the facility may need to be increased to cope with extra level of use, this change may also trigger the need for extra components such as toilets, lighting, kitchens, car parking upgrades to name a few.

Basketball is a good example, the courts start as a local fitness activity for the kids and grows to include adults, then aspires to the next level of competition. The peak body requires a prescribed standard with accompanying facilities, the local level facility will need to extend its’ quality and capacity.

A Fitness for Purpose assessment comprising questions on many aspects of building function has been developed in-house by council officers. The assessments are conducted by Council’s Asset Management officers and the service unit managers who use each facility. The assessments will be updated as often as required. At present they will only be applied to Council-owned, leased or managed facilities or ones to which Council provides operational funding.

Table 11 Example ;The scores given to each category of the assessment and the facility overall are:

Score	Fitness for Purpose
1	Fully meets the service needs with no impact on service delivery
2	Minor impact on ability to deliver the required services
3	Moderate impact on ability to deliver the required services
4	Significant impact on ability to deliver the required services
5	Severe impact - required services cannot be delivered
6	Unfit for use

NOTE: Building Condition and Fitness for Purpose assessments may be conducted later in 2021 once the results of Council's updated Building Condition Audits are available. These condition audits are being carried out by an external supplier, this data can then be fed into the proposed Asset Management modelling software (Assetic Predictor) due to come on stream late 2020.

7.2.4 The Utilisation Standards

The Utilisation Standards are still in development and have been omitted from the Asset Management framework until audits of condition, capacity, availability and utilisation have been completed for all Council-owned facilities. They need to be assessed in conjunction with *fit for purpose standards*.

The Utilisation Standards will define the maximum level of use that should be reasonably expected of a facility and compare it with current actual availability and usage. These standards will allow Council to measure whether facilities are being over or under used. To help address some conditional inequality circumstances with non-Council facilities, it would be useful to collect this data for all Social Community Infrastructure in the Municipality. These standards are used in the Population standard trigger (figure 3) to help in determining infrastructure capacity/need.

7.2.5 Identifying gaps in provision (gap analysis)

Differences between existing infrastructure provision across the Municipality and desired (target) levels of provision are determined by comparing the Community Infrastructure Audit (the 'supply') with demand data and the various *Provision Standards and triggers*.

Comparison between the audit, community expectations, the age cohort populations and the population standards point to where there are shortfall or surpluses in the number and distribution of some services and facilities. Comparison between the current location of facilities and the Travel

Accessibility Standards using spatial GIS¹⁰ analysis can identify geographic gaps in provision where people have to travel unreasonable distances to reach infrastructure.

Comparison between the Building Condition audits, Fitness for Purpose assessments and the Provision Standards identifies where facilities are unsuitable in terms of their physical attributes.

Comparison between the capacity, availability and utilisation audits and the Provision Standards suggests where infrastructure is being over or under used.

These comparisons are projected into the future using Council's population forecasts and its' understanding of how future growth and development is likely to affect the size and makeup of population, settlements, transport patterns, and the nature of people's demand for services and facilities.

7.2.6 Service-based Needs Prioritisation

The Service-based Needs Prioritisation stage identifies which of the findings from the Community Needs Analysis represent the most important areas of community need for each infrastructure type and each location. The prioritisation is carried out on a service-by-service basis by council's internal service managers who have an intimate understanding of community and service needs. Council officers consider the evidence and identify the gaps that are most significant and need to be taken forward to the Strategic Project Prioritisation Stage.

This stage identifies aspects of community need for infrastructure that will need to be addressed through primarily through asset management plans, together with capital projects and/or service improvements; it does not necessarily identify specific projects. It also identifies areas (towns) that are perhaps oversupplied and could present opportunities to rationalise existing infrastructure.

One of the Blueprint principles is that *"Community infrastructure projects respond to priority community needs and service objectives and corporately agreed levels of service"*. Given Council's limited budgets for community infrastructure, the prioritisation stages of the Blueprint seek to prioritise 'needs' over 'wants' and address the most critical community needs first.

This approach is reflected in the Long-term Financial Plan (LTFP) *'Service level funding gaps will be identified and classified as primary or secondary in nature to clearly distinguish the cash flow*

¹⁰ Geographical Information System (GIS) is software used to analyse the spatial (geographical) relationships between objects and data

requirements of maintaining existing service levels (primary gaps) and for service level enhancements (secondary gaps)'.¹¹

7.2.7 Strategic Project Prioritisation

The purpose of the Project Assessment and Prioritisation stage (matrix 1 and or checklist) is to consider projects that meet the priority areas of need identified through community consultation and the service-based needs prioritisation. Discussions between service providers and the community identify where multiple areas of need can be met through for example, multipurpose facilities and where opportunities for alignment, collaboration, co-location and/or integration between services and projects exist.

Priority projects will generally need to provide significant strategic benefits to the broadest possible range of people to be successful.

7.2.8 Delivering infrastructure improvements

The funding, design and delivery of community infrastructure improvements can mostly be achieved through the *Asset Management Plans (renewal)* which are prepared subsequent to the implementation of the asset management software provided by *Assetic Predictor*. These plans will identify specific *renewal* infrastructure improvement projects, their estimated cost, timing and funding mechanisms and are considered mostly 'Primary'. As this process is focused on renewing infrastructure it is outside this Blueprint review. The 'Blueprint' tools address the 'Secondary' gaps in service provision and are generally dealt with by applying the assessment and prioritisation tools.

¹¹ Council Plan 2020-2024 P10 point six

8 IDENTIFIED MUNICIPALITY-WIDE COMMUNITY FACILITY NEEDS

In considering future community facility needs, the six principles will guide planning for acquisition, building, redevelopment and refurbishment of community facilities across the Municipality. These principles described earlier in detail need to be considered along with the given population ratio and other previously described information sources.

- Community benefit
- Community planning
- Fundamentals and asset management principles
- Level of service and use
- Risk
- Financial

8.1 Identifying community needs using facility triggers

8.1.1 Multipurpose District Community Centre

Table 12 Example Foster MDCH needs trigger

Foster Multipurpose District Community Centre. Existing Municipality ratio- 1:5000, Greenfield Site: 1:25,000								
Population Standard				Results				
1 Facilities per:	year			year	Cohort Population	Existing provision	Target provision	Shortfall (+-)/ Surplus
	2016	1500	Persons	2016	1843*	0	1.22	-1.22
	2021	1500	(all	2021				
	2031	1500	ages)	2031				
	2041	1500		2041				
Trigger	500 persons (all ages)			Has this infrastructure type been identified as a planning priority? Yes ; Where? For example, the				
Population				Foster Community Infrastructure Plan soon to be updated				
				If 'Yes', it may be a priority due to an identified shortfall in quantity, or in travel accessibility. Refer to the 'Priority Community Infrastructure Needs' report for more information				
				*Population estimate ABS State suburb				

The table above shows that there is a shortfall of one MDCH in Foster. Although there are several existing facilities that have several functions in Foster, none were designed to service the community in that way. These existing structures have been described by their respective communities as a MDCHs in the town audits.

Each service is restricted in what it can deliver due to a varied list of reasons, a lack of flexible floor space, poor design, lack of toilets and wash rooms, space to grow and so on. As the population grows and service types change, these limitations become more apparent. Planning needs to begin early due to the long lead times necessitated by extensive community consultation, the design process and sourcing funding. This is only the beginning of a process that starts and ends with the community agreeing with this need. What are the options? Extend the existing or new build? Can Council afford it? Where would it be located? What services would it provide? Can other sites be sold to part fund it? Are there other service that can back fill the existing sites? This approach will be applied across the Municipality in each town/cluster as required.

Table 13 2014 Municipality MCDH

	Private sector commercial decision										
	State/Federal Government authority			Town Hierarchy proportional to population, for any proposal it may include district catchment population if justified in the Business Case							
	Council										
Building Asset Group	Urban Standard example for reference only	Total No.	Current SGSC pop/facility ratio Using 2011 - 27,506	Municipal Centre 5,000+	Large District Centre 4,000+	District Town 1,500+	Small Town	Villages 100-300	Coastal Villages Seasonal	Hamlet <100	Localities
Multipurpose District Community Hub	1: 20 – 30,000	4	1:5000	1:4,000 Purpose built centre	1:4,000 Purpose built centre	upgrade/ optimise multi-purpose use for single use facilities For new = 70% community and/or external contribution Upgrade = 70% community and/or external community contribution					

The table above from 2014 is prescriptive, providing an overall guide to MCDH needs, the triggers are based on a Municipality wide perspective. The current 2020 triggers provide a much more nuanced view, i.e. being able to target specific towns using the best available population data and by allowing the community and staff to use their experience in determining population cohorts (catchment x age) and population triggers.

8.1.2 Summary of MCDH audit

There are currently there no purpose-built Multipurpose Community Hubs (MDCH) in the Municipality, this will soon change with the Korumburra hub is the final design stages.

- Korumburra Community hub; initially it was proposed that several existing facilities; Korumburra library (including existing functions, meeting rooms, Historical Society storage and art gallery space), Milpara House, and the Elderly Citizens buildings could be considered for sale to provide a funding source for the proposed Korumburra Community Hub located in

Victoria Street, this has not occurred to date, despite the service being relocated to the new hub. The hub is being developed in conjunction with Little Commercial Street landscaping as outlined in the *Korumburra Town Framework Strategy* to form one project;

- Some preliminary planning has begun for a Hub in Leongatha, and may including a civic /Council facility with a Library, community services, citizens' advice bureau, art gallery, external community space, commercial options and community house are among many possibilities.
- Identify opportunities in the townships of Foster, Mirboo North to develop / redesign/ extend existing community infrastructure into 'Multipurpose District Community Hubs' focusing on the existing sites;
- Plan for a community hub in Nyora in anticipation of the expected population growth 2015 - 2023, this town along with Poowong and Loch have now been sewered.
- Coastal towns: Venus Bay and Sandy Point have the land and housing capacity to grow significantly in the next 10-15 years, attaining small town or even district town level (1500-3,000) if Venus Bay fills existing vacant block sites. However growth may be constrained in these areas by more than one of the following – lack of sewer, reticulated water, geographic isolation, planning restrictions and available land.
- Smaller settlements; Using the Welshpool Rural Transaction Centre as an example; it may be possible to upgrade and staff suitable smaller facilities, increasing financial viability, function, sustainability and service delivery to range of differing town sizes.

8.1.3 Community halls and meeting spaces

Table 14 Examples 2020 Community Hall and Meeting Room triggers

Foster Community Hall. Existing Municipality ratio- 1:654, Greenfield Site: 1: 6,000 - 15,000 people								
Population Standard				Results				
1 Facilities per:	year			year	Cohort Population	Existing provision	Target provision	Shortfall (+-)/ Surplus
	2016	5000	Persons (all ages)	2016	1843	1	1	0
	2021	5000		2021				
	2031	5000		2031				
	2041	5000		2041				
Trigger Population	200 persons (all ages)			Has this infrastructure type been identified as a planning priority? Yes ; Where? If 'Yes', it may be a priority due to an identified shortfall in quantity, or in travel accessibility. Refer to the 'Priority Community Infrastructure Needs' report for more information				

Foster Meeting rooms Local. Existing Municipality ratio- 1:304, Greenfield Site: 1: 6,000 - 15,000									
Population Standard				Results					
1	year			year	Cohort Population	Existing provision	Target provision	Shortfall Surplus (+-)/	
Facilities per:	2017	1500	Persons (all ages)	2016	1843	6	1	+5	
	2021	1500		2021					
	2031	1500		2031					
	2041	1500		2041					
Trigger Population	50 persons (all ages)			Has this infrastructure type been identified as a planning priority? Yes ; Where? If 'Yes', it may be a priority due to an identified shortfall in quantity, or in travel accessibility. Refer to the 'Priority Community Infrastructure Needs' report for more information					

Table 15 2014 Community Hall and Meeting Room triggers

	Private sector commercial decision			Town Hierarchy proportional to population, for any proposal it may include district catchment population if justified in the Business Case								
	State/Federal Government authority											
	Council											
Building Group	Asset	Urban Standard example for reference only	Total No.	Current SGSC pop/facility ratio Using 2011 - 27,506	Municipal Centre 5,000+	Large District Centre 4,000+	District Town 1,500+	Small Town 500-1,500	Villages 100-300	Coastal Villages Seasonal	Hamlet <100	Localities
Community Hall		1: 6,000 - 15,000 people	46	1:598	No Gap in supply (upgrade/ optimise multi- purpose use for single use facilities) For new = 70% community and/or external contribution Upgrade = 70% community and/or external community contribution							
Meeting Room		1: 6,000 - 15,000	99	1:277	No Gap in supply (upgrade/ optimise multi- purpose use for single use facilities)							

The halls and meeting rooms audit highlights that:

- There is no gap in the provision of community halls or meeting rooms, there are sufficient numbers provided across the Municipality by a range of providers;
- While there are an adequate number of halls and venues, community responses has identified a lack of affordable meeting space, a hesitancy by committees in some cases to share those spaces, actual meeting place options do not appear to be the issue;
- Council could work with community halls (Non-Council) to promote increased independence (financial), increase the utilisation of these venues as low cost community meeting space and community program space;
- Many of Council's community centres/halls are currently well utilised, a review of the management and use of these facilities as accessible (possibly staffed) district community hubs could be considered in the district towns;
- Many non-council halls require infrastructure upgrades that address building condition, function, and legislative needs that meet with the communities' future aims for that facility;

- Any rationalisation of the Halls (Council and non-council) will be community driven and supported by Council.

8.1.4 Early Years

Table 16 2020 Early years triggers

Foster Early years education and care outside school hours. Municipality ratio = 1:1,157, Greenfield Site 1:4,000 – 6,000; 0-4 years 1:4,000 – 8,000												
Population Standard				Results								
1 Facilities per:	year			year	Cohort Population	Existing provision	Target provision	Shortfall (+–)/ Surplus	Area /user m ² /person	Existing area m ²	Gap. Area needed m ²	\$/m ²
	2016	100	Persons (0-4 years)	2016	260	1	2.6	-1.6				
	2021	100		2021								
	2031	100		2031								
	2041	100		2041								
Trigger Population	100 persons (0-4 years)		Has this infrastructure type been identified as a planning priority? Yes ; Sport and Rec strategy 2020 If 'Yes', it may be a priority due to an identified shortfall in quantity, or in travel accessibility. Refer to the 'Priority Community Infrastructure Needs' report for more information									

The above table indicates a short fall of places in foster this reinforces by the actual placement numbers in Foster compared with the facility's' capacity. There are early years facilities in Welshpool and Toora both within a 20-minute drive from Foster. A long-term strategy is currently looking at these issues.

Table 17 2014 Early years triggers

Private sector commercial decision											
State/Federal Government authority											
Council											
Town Hierarchy proportional to population, for any proposal it may include district catchment population if justified in the Business Case											
Building Asset Group	Urban Standard example for reference only	Total No.	SGSC pop/facility ratio Using 2011 - 27,506	Municipal Centre 5,000+	Large District Centre 4,000+	District Town 1,500+	Small Town 300-1,000+	Villages 100-300	Coastal Villages Seasonal	Hamlet <100	Localities
Early Childhood Education and Care	Kindergarten and child care 1:4,000 – 6,000	26	1:1058	1:1000				1:1000			
	Play Group - 1:4,000 – 6,000			1:1000				1:1000			
	Outside school hours care - 1:4,000 – 6,000 0-4-year-old 1:4,000 – 8,000			1:1000				1:1000			

	Private sector commercial decision										
	State/Federal Government authority			Town Hierarchy proportional to population, for any proposal it may include district catchment population if justified in the Business Case							
	Council										
Building Asset Group	Urban Standard example for reference only	Total No.	SGSC pop/facility ratio Using 2011 - 27,506	Municipal Centre 5,000+	Large District Centre 4,000+	District Town 1,500+	Small Town 300-1,000+	Villages 100-300	Coastal Villages Seasonal	Hamlet <100	Localities
	Occasional Care 1:12,000 – 15,000			1:4,000 No Gap in supply upgrade existing							

In 2020, Early Years facilities are staffed facilities that provide pre-school (kindergartens), long day care, occasional care or playgroups for children aged 0 to 5 years.

South Gippsland Shire Council builds and maintains 15 kindergartens (leased to local committees) and childcare centres, the other 11 early years centres are operated privately;

The five Maternal & Child Health facilities (MCH) have been constantly modifying service delivery since the mid 1990's. Not all towns have a service centre, however “out-reach” service delivery to those families considered vulnerable, access to 24 hour help via phone and internet has addressed needs of families.

- MCH services are co-funded by DEEC and Council, the service is delivered by the Private enterprise;
- There is no current shortfall in the provision of Maternal and Child Health Centres within the Municipality, this situation will change with changing demographics and populations in the future;
- For sustainability and service accessibility, Council should consider whether to relocate some of these MCH services into any future Multipurpose District Community Hubs (MDCH);
- Future trends in MCH service provision are leading towards in-home services in some areas, possibly reducing the need for further facility extension;
- Access to the MCH service is pretty good, ageing infrastructure has been identified as an ongoing issue;

8.1.5 Early Years Education¹²

In August 2019, Council commissioned the development of a prioritised strategic analysis of Early Childhood Infrastructure needs, constraints and investment requirements across the entire

¹² Tender RFT/272 Early Years Infrastructure Strategy

municipality, the review determined immediate and short-term early years' infrastructure requirements to assist council's investment decisions. The review provided Council with short to medium term demand across the Municipality and:

- An overview of previous kindergarten infrastructure planning by Council;
- An assessment of current and future demand;
- A capacity and demand analysis, and recommendations on short to medium term approaches to kindergarten infrastructure

This work was undertaken in the context of:

- Implementation of 15 hours universal three-year-old kindergarten.
- Increasing demand for kindergarten and already constrained child care services driven by population growth and labour market needs.
- Aging and inflexible infrastructure, limiting the capacity of the service system to meet demand.
- Increased community expectations regarding provision and availability of early years services and facilities. The review identified there will be a steady increase in demand for 3- and 4-year kindergarten across the municipality with the most significant demand occurring in three locations. In order of priority these are:
 - ❖ Leongatha – current shortfall in kindergarten places, substantial waiting lists for long day care, and no capacity to meet future demand
 - ❖ Foster – kindergarten and long day care services at capacity and unable to fully meet current or future demand
 - ❖ Korumburra – kindergarten and long day care services at capacity and unable to meet future demand.
- The review also recommended further analysis of demand in Loch, Poowong and Nyora be undertaken, particularly in light of anticipated and planned residential development in Nyora over the next five years.
- To date increased demand for kindergarten in Leongatha, Foster and Korumburra has been met in existing infrastructure through a mix of operational changes, reduced child-care capacity, (which has a flow-on impact of inhibiting economic growth), and where necessary by limiting three-year-old kindergarten places to the minimum of 5 hours. This strategy is unsustainable in the long term, with waiting times for child care increasing significantly and a shortfall in kindergarten places predicted for these localities from 2021 onwards.
- Council has approved the development of a new early years' facility in Leongatha as a first step in responding to demand. When completed in 2022, this centre will provide for

anticipated demand in Leongatha until at least 2030 as well as reducing enrolment pressure in Meeniyan and Mirboo North. Council has now commissioned a further review to develop a longer-term early years' infrastructure strategy.

This current medium to long term analysis will assist South Gippsland Shire Council to determine:

- A strategic approach to guide pipeline an investment pipeline in early years' infrastructure to meet future needs in the municipality
- Capital resources required to meet infrastructure needs
- Evidence to support future submissions for capital funding to both State and Commonwealth Governments and other funding bodies
- Future decisions on the retention or decommissioning of existing infrastructure
- A methodology to respond to future changes in demand, capacity and policy directions.

8.1.6 Function centres (including performing arts centres)

This category has changed to include Performing Arts Centres (PAC) to better reflect where there is community pressure on Council to provide a PAC/s.

Most functions centres in the Municipality are privately run (hotels) the exceptions being some community halls which cater for a variety events e.g. Meeniyan Hall.

- There are no purpose-built performing arts centres in the Municipality, people have to travel to the Latrobe valley or south to Wonthaggi to enjoy performing arts in comfortable surrounds.
- The Economic Development and Tourism Strategy identifies the need for a dedicated function/conference centre in the Municipality;
- There is a proposal for the Memorial Hall in Leongatha to function as a performing arts centre, planning is in the very early stages;
- Although five have been identified in the audit, three are community halls staffed by volunteers only for events and the other two are hotels;
- The FAMDA uses the Memorial Hall in Foster as a performance space. They have expressed a need for greater space and better facilities. There may be a limited opportunity for the existing hall to be expanded or alternatively included in a Multipurpose District Community hub.

Table 18 2020 Function centre/performing arts

Municipality Performing Arts Centre. Existing Municipality ratio- 0:30,092, Greenfield Site: 1:20,000 – 30,000									
Population Standard				Results					
1 Facilities per:	year			year	Cohort Population	Existing provision	Target provision	Shortfall Surplus	(+)-/
	2016	20,000	Persons (all ages)	2016	30,092*	0	1	-1	
	2021	20,000		2021					
	2031	20,000		2031					
	2041	20,000		2041					
Trigger Population	1000 persons (all ages)			Has this infrastructure type been identified as a planning priority? Yes ; Where? If 'Yes', it may be a priority due to an identified shortfall in quantity, or in travel accessibility. Refer to the 'Priority Community Infrastructure Needs' report for more information *2020 ID community					

Table 18 Highlights the shortfall of Performing Arts Centres in the Municipality, there is an active and vibrant performing arts community in the Municipality (primarily in Leongatha & Foster) using local halls as their performance space. Both have identified lack of space as major limitation to their ability to provide quality productions. Referring to the greenfield site ratio highlights the need for at least one PAC within the Municipality.

8.1.7 Aged and Disability Care

Council ceased to provide Home and Community Care Services after 31 March 2019 due to the new funding model being better suited to be operated by services independent from local government and it is the most cost-effective option for Council and the community

As Council is not involved with Aged and Disability care within the Municipality the table below is included to show historical facility numbers.

Table 19 2014 Aged and disability facility triggers

	Private sector commercial decision			Town Hierarchy proportional to population, for any proposal it may include district catchment population if justified in the Business Case							
	State/Federal Government authority										
	Council										
Building Asset Group	Urban Standard example for reference only	Total No.	Current SGSC pop/facility ratio Using 2011 - 27,506	Municipal Centre 5,000+	Large District Centre 4,000+	District Town 1,500+	Small Town 300-1,000+	Villages 100-300	Coastal Villages Seasonal Villages	Hamlet <100	Localities
Aged and Disability	1:30,000 – 40,000	14	1:1965	Private sector commercial decision HACC services driven by demographic demand and the social outcomes							

There are fourteen facilities such as senior's centres, adult day care, seniors' groups venues such as U3A (if separately provided), disability services, aged care accommodation in the Municipality.

By 2031 there will be an expected increase in the number of older people living in the Municipality. Older people have a wide variety of facility and service needs.

- There is a general demand for more Aged Care services across the Municipality and are identified in the Community Plans;
- All aged care accommodation are owned/managed by the private sector/Health Organisations and have limited spaces available; any new facility will be a commercial decision;
- There is an increasing need for space for older people's programs in district community centres, neighbourhood houses and halls etc. (e.g. U3A) from computer access, health and fitness to HACC services;

8.1.8 Libraries

Table 20 2014 Library facility triggers

	Private sector commercial decision											
	State/Federal Government authority	Town Hierarchy proportional to population, for any proposal it may include district catchment population if justified in the Business Case										
	Council											
Building Asset Group	Urban Standard example for reference only	Total No.	Current SGSC pop/facility ratio Using 2011 - 27,506	Municipal Centre 4,000+	Large District Centre 1,500+	District Town 300-1,000+	Small Town 100-300	Villages 100-300	Varied Seasonal Coastal Villages	Hamlet <100	Localities	
Library Building	1:4000	5	1:5501	1:6000 = new/ extend 1:1,500 = upgrade			N/A					
Mobile		6	1:4564	Mobile to Building = 1:3,000			No Gap in supply, upgrade & extend existing service			N/A		

Table 21 2020 Municipality Library Triggers

Library; Municipality ratio; 1:6018, Greenfield Sites; 1:4000 1:6000 = new/ extend 1:1,500 = upgrade												
Population Standard				Results								
1 Facilities per:	year			year	Cohort Population	Existing provision	Target provision	Shortfall (+-)/ Surplus	Area /user m ² /person	Existing area m ²	Gap. Area needed m ²	\$/m ²
	2020	5000	Persons (all ages)	2020	30,092	5	6	-1				
	2021	5000										
	2031	5000										
	2041	5000										
Trigger Population	1,500 persons (all years)			Has this infrastructure type been identified as a planning priority? Yes ; Sport and Rec strategy 2020 If 'Yes', it may be a priority due to an identified shortfall in quantity, or in travel accessibility. Refer to the 'Priority Community Infrastructure Needs' report for more information								

Note: This service is one of the few examples that show a population ratio for static libraries that is higher than the urban standard. Unfortunately, since the cessation of the mobile library (except Nyora) the ratio increases to 1: 6018.

The library service is provided through a service agreement between the West Gippsland Regional Library Corporation (WGRLC) and South Gippsland, Baw Baw and Bass Coast Municipality Councils

Table 22 2020 Leongatha Library triggers

Leongatha Library; Municipality ratio; 1:6018, Greenfield Sites; 1:4000 1:6000 = new/ extend 1:1,500 = upgrade										
Population Standard				Results						
1 Facilities per:	year			year	Cohort Population	Existing provision	Target provision	Shortfall (+)/ Surplus	Area /user m ² /person	Existing area m ²
	2016	5000	Persons (all ages)	2016	5624	1	1	0		
	2021	5000		2021						
	2031	5000		2031						
	2041	5000		2041						
Trigger Population	1,500 persons (all years)			Has this infrastructure type been identified as a planning priority? Yes ; Sport and Rec strategy 2020 If 'Yes', it may be a priority due to an identified shortfall in quantity, or in travel accessibility. Refer to the 'Priority Community Infrastructure Needs' report for more information						

- Council's five static libraries are highly utilised and popular community facilities within the Municipality.
- They are functioning as libraries and community centres providing space for youth programs, social groups, and community exhibitions.
- A review of the Leongatha library is currently underway due to space and operational costs. Options include incorporating the library into a future Leongatha Municipal Hub or occupying a vacant main street commercial space.
- Although structural issues with the Poowong library have recently resolved it remains an inappropriate structure for library services. A future option may be that the service is located to a future Nyora community hub that will service Loch, Nyora and Poowong.
- Floor space issues and access to community meeting/program space in the Foster and Mirboo North buildings need to be addressed.

8.1.9 Parks and Open Space

Parks and Open space categories have been grouped together as they perform similar functions and are at times interchangeable i.e. open space is also used for recreation and can be later developed into parks.

Parks are open space with infrastructure (e.g. BBQ, rotunda, playgrounds) and are maintained regularly to a higher level. Total 105, Council owned/managed 96,

Public Open Space is defined as Parcels of land owned by Council or other authorities and is accessible to the public including Community Gardens. Total 153, Council 147. This category consists of vacant parcels in the urban environment, linear parcels along waterways through to National Parks.

Table 23 2020 Foster Town Parks

Foster Parks (town). Existing Municipality ratio- 1:1834, Greenfield Site: Town Park 1:4,000 – 6,000 5-20ha up to 2km from facility or 5-minute drive									
Population Standard				Results					
1 Facilities per:	year			year	Cohort Population	Existing provision	Target provision	Shortfall Surplus	(+/-)
	2017	2000	Persons (all ages)	2017	1843	1	1	0	
	2021	2000		2021					
	2031	2000		2031					
	2041	2000		2041					
Trigger Population	750 persons (all ages)			Has this infrastructure type been identified as a planning priority? Yes ; Where? If 'Yes', it may be a priority due to an identified shortfall in quantity, or in travel accessibility. Refer to the 'Priority Community Infrastructure Needs' report for more information					

Table 24 2020 Foster Parks, local

Foster Parks (Local Park). Existing Municipality ratio- 1:466, Greenfield Site: Town Park 1:50 Or within 400m								
Population Standard				Results				
1 Facilities per:	year			year	Cohort Population	Existing provision	Target provision	Shortfall (+-)/ Surplus
	2017	500	Persons (all ages)	2017	1843	1	3	-2
	2021	500		2021				
	2031	500		2031				
	2041	500		2041				
Trigger Population	50 persons (all ages)			Has this infrastructure type been identified as a planning priority? Yes ; Where? If 'Yes', it may be a priority due to an identified shortfall in quantity, or in travel accessibility. Refer to the 'Priority Community Infrastructure Needs' report for more information				

Table 25 2020 Foster Parks Neighbourhood

Foster Parks (neighbourhood). Existing Municipality ratio- 1:466, Greenfield Site: 1:150; 15ha for population within 800m or 10 mins walk away								
Population Standard				Results				
1 Facilities per:	year			year	Cohort Population	Existing provision	Target provision	Shortfall (+-)/ Surplus
	2017	1000	Persons (all ages)	2017	1843	1	2	-1
	2021	1000		2021				
	2031	1000		2031				
	2041	1000		2041				
Trigger Population	150 persons (all ages)			Has this infrastructure type been identified as a planning priority? Yes ; Where? If 'Yes', it may be a priority due to an identified shortfall in quantity, or in travel accessibility. Refer to the 'Priority Community Infrastructure Needs' report for more information				

Table 26 2020 Foster Parks Regional

Foster Parks (regional). Existing Municipality ratio- 1:4584, Greenfield Site: 1:250,000 Size dependent on function but generally greater than 20ha serving a regional population.								
Population Standard				Results				
1 Facilities per:	year			year	Cohort Population	Existing provision	Target provision	Shortfall Surplus (+-)/
	2017	5000	Persons (all ages)	2017	1843	0	0	0
	2021	5000		2021				
	2031	5000		2031				
	2041	5000		2041				
Trigger Population	1500 persons (all ages)		Has this infrastructure type been identified as a planning priority? Yes ; Where? If 'Yes', it may be a priority due to an identified shortfall in quantity, or in travel accessibility. Refer to the 'Priority Community Infrastructure Needs' report for more information					

Table 27 2014 Parks facility triggers

	Private sector commercial decision										
	State/Federal Government authority			Town Hierarchy proportional to population, for any proposal it may include district catchment population if justified in the Business Case							
	Council										
Building Asset Group	Urban Standard example for reference only	Total No.	Current SGSC pop/facility ratio Using 2011 - 27,506	Municipal Centre 5,000+	Large District Centre 4,000+	District Town 1,500+	Small Town 300-1,000+	Villages 100-300	Coastal Villages Seasonal	Hamlet <100	Localities
Parks	Regional Park; 1:250,000.	6	1:4584	Regional Parks.	Regional Parks.	N/A					
	Town Park	15	1:1834	District Park	District Parks	District Park	N/A		District Park	N/A	
	Neighbourhood Park 1:150; 1-5ha for population within 800m or 10 mins walk away	16	1:1719	District Park	N' hood level	N' hood level	N' hood level	N' hood level	District Park	N' hood level	N' hood level
	Local Park 1:50 Or within 400m	59	1:466	Local Parks	Local Parks	Local Parks	Local Parks	Local Parks	Local Parks	Local Parks	Local Parks
	Other parks	147	1:187	No Gap in supply, refer to 'Open Space'							

Parks follow a hierarchical town scale based on the South Gippsland Planning scheme town hierarchy described earlier.

The SGSC Parks and Gardens Asset Management Policy internal park standards refer to: -

- Asset Management Policy 2007;
- Asset Management Improvement Strategy Nov 2007;
- International Infrastructure Management Manual 2006.

The Municipality is well catered for in Parks;

- No new parks are required except in new growth areas to meet the open space requirements of the SGSC Planning Scheme, new spaces are usually created by developers as part of their open space contribution 5% as either land/infrastructure or a financial contribution;
- Although there is no demand for more open space, the community demand for quality space is increasing. Adding value to open space by providing shared paths and other infrastructure forms the majority of these community requests.
- There is a management undertaking of continual improvement of quality and design in response to community needs and programmed audits. Funding falls within recurrent and capital budget limits;
- There is a park hierarchy in place developed for the *Parks and Gardens Asset Management Plan* and is based on a similar hierarchy to the *Parks and Leisure Associations park hierarchy*, refer to table 20 below;
- A general standard for neighbourhood parks location is to be within 400m walking distance of all residents; The Parks Asset Management Plan 2013 indicates that the existing Parks meet the open space provisions (within 400-500m of residents) in 83% of the townships; Improving this percentage is limited by available land and cost.(refer to table 21 below);
- An Open Space Strategy is currently being written.

The *Open Space Planning and Design Guide (June 2013)* and the *Open Space Strategies Practice Note 70 (July 2013)* (DEPI) provide a hierarchy of open space requirements to be considered in assessment of open space. Consideration of the type of open space required for the size and purpose of a town should be considered as well as location of open space types within a town.

Table 28 Parks Hierarchy¹³

	OPERATIONAL SERVICE LEVELS (VISITS PER YEAR)			MAINTENANCE ROUNDS PER YEAR		USAGE*	FUNCTIONS AND LANDSCAPE SETTINGS		
Category	Mowing	Gardening	Floral display (where exists)	Hard Landscape	Playground Maintenance (Where exists)		Functions	Form - Landscape settings	Number of parks / open space
Regional Parks	15-30	10-30	-	4-20	12	Very high	Social Family recreation Play Visual amenity Sports	Managed lawns Specialised sporting surface. Open park land Hard and soft landscaping Tree plantation	6
District Parks	10-30	2-25	25	1-20	12	High	Social Family recreation Play Visual amenity	Managed lawns Open park land Tree plantation Hard and soft landscaping	16
Neighbourhood Parks	15-25	1-12	12	1-20	12	Moderate	Family recreation Play Visual amenity	Managed lawns Open park land Tree plantation Hard and soft landscaping	15
Local Parks	10-25	2-20	12	1-20	12	Low	Family recreation Play Visual amenity	Managed lawns Managed Turf Open park land Tree plantation Hard and soft landscaping	59
TOTAL PARKS									96
Areas of open space	2-30	1-30	12-25	1-25	-	N/A	Drainage Floodway Lookout Wayside stops Visual amenity	Open park land Waterway corridor Bushland/forest Tree plantation Fire slashing	147
TOTAL PARKS & OPEN SPACE									243

¹³SGSC P&G Asset Management Plan

Table 29 : Outcomes of the analysis on provision of open spaces¹⁴

Locality	Minimum walking distance to a park from a dwelling(m)	Average walking Distance to a park from a dwelling (m)	Maximum walking distance to a park from a dwelling (m)	Percentage of dwellings within 400m
Bena	0.00	68	157	100%
Buffalo	0.00	112	387	100%
Dumbalk	0.00	205	500	93%
Fish Creek	10.54	303	960	79%
Foster	0.00	244	1,068	88%
Kongwak	0.01	135	323	100%
Koonwarra	20.92	213	483	88%
Korumburra	0.00	269	900	82%
Leongatha	0.14	242	834	88%
Loch	0.00	127	386	100%
Meeniyan	0.00	309	794	67%
Mirboo North	0.00	270	838	82%
Nyora	1.15	307	779	72%
Poowong	0.00	143	424	98%
Port Franklin	0.04	166	436	97%
Port Welshpool	0.01	516	1,414	45%
Sandy Point	0.05	300	1,372	75%
Stony Creek	0.00	165	465	94%
Tarwin Lower	0.01	249	609	81%
Toora	1.29	185	571	96%
Venus Bay	0.00	268	850	81%
Walkerville	11.45	1,387	6,054	29%
Waratah Bay	2.46	185	386	100%
Welshpool	0.00	242	622	83%
Yanakie	8.23	132	211	100%

Note: two towns Walkerville and Port Welshpool with low walkability distances have access to either National Parks and/or extensive coastal foreshores, Foreshore reserves, National and State Parks have not been included in this analysis. This raises the question of whether non-council Public open space should be included in any future analysis of ‘walkability’ or assessment of access to open space..

¹⁴ SGSC P&G Asset management plan 2011

8.1.10 Playgrounds

Table 30 Municipality Playground facility triggers

	Private sector commercial decision			Town Hierarchy proportional to population, for any proposal it may include district catchment population if justified in the Business Case							
	State/Federal Government authority										
	Council										
Building Asset Group	Urban Standard example for reference only	Total No.	Current SGSC pop/facility ratio Using 2011 - 27,506	Municipal Centre 5,000+	Large District Centre 4,000+	District Town 1,500+	Small Town 300-1,000+	Villages 100-300	Coastal Villages Seasonal	Hamlet <100	Localities
Playgrounds	1: 1,000	63	1:437	Regional level. 1:4000	Regional level. 1:4000.	District level 1:1,500	District level 1:1,500	District level 1:1,500	District level 1:1,500	District level 1:1,500	District level 1:1,500
				District level 1:1,500	District level 1:1,500						
				N' hood level 1:50	N' hood level 1:50						

Table 31 2020 Foster Regional Playgrounds

Foster Playgrounds. Regional, Existing Municipality ratio- 1:26,000, Greenfield Site Regional 1:50,000.								
Population Standard				Results				
1 Facilities per:	year			year	Cohort Population	Existing provision	Target provision	Shortfall (+-)/ Surplus
	2020	5000	Persons (0-14 years)	2020	771	0	0	0
		5000						
		5000						
		5000						
Trigger Population	5000 persons (0-14 years)		Has this infrastructure type been identified as a planning priority? Yes ; Where? If 'Yes', it may be a priority due to an identified shortfall in quantity, or in travel accessibility. Refer to the 'Priority Community Infrastructure Needs' report for more information					

Table 32 2020 Foster District Playgrounds

Foster Playgrounds. District Existing Municipality ratio- 1:437, Greenfield Site Regional District 1:8,000 to 10,000.								
Population Standard				Results				
1 Facilities per:	year			year	Cohort Population	Existing provision	Target provision	Shortfall Surplus (+-)/
	2017	1000	Persons (0-14 years)	2017	771	1	1	0
	2021	1000		2021				
	2031	1000		2031				
	2041	1000		2041				
Trigger Population	100 persons (0-14 years)		Has this infrastructure type been identified as a planning priority? Yes ; Where? If 'Yes', it may be a priority due to an identified shortfall in quantity, or in travel accessibility. Refer to the 'Priority Community Infrastructure Needs' report for more information					

Table 33 2020 Foster Neighbourhood Park

Playgrounds. Neighbourhood Existing Municipality ratio- 1:437, Greenfield Site: Neighbourhood 1:2000.								
Population Standard				Results				
1 Facilities per:	year			year	Cohort Population	Existing provision	Target provision	Shortfall (+-)/ Surplus
	2020	200	Persons (0-14 years)	2017	227*	3	2	+1
	2021	200		2021				
	2031	200		2031				
	2041	200		2041				
Trigger Population	25 persons (0-14 years)		Has this infrastructure type been identified as a planning priority? Yes ; Where? If 'Yes', it may be a priority due to an identified shortfall in quantity, or in travel accessibility. Refer to the 'Priority Community Infrastructure Needs' report for more information					

*Different statistical reference, ABS Census 2016, Foster SSA

There are sixty-three playgrounds available to the public in the Municipality, fifty are managed by the Municipality including those in Kindergartens, the rest are in Primary School grounds, Shops and Caravan Parks.

- There is no current gap in the number of playground available, however Poowong does not have Council managed playground, it is recommended that the playground in the Poowong Recreation Reserve be included in Council's playground management and asset replacement program;
- New playgrounds will be required in new growth areas to meet the open space requirements in the *SGSC Planning Scheme Schedule to Clause 52.01*, these are usually created by developers as part of their 5% open space contribution as either land/infrastructure or a financial contribution;
- All playgrounds are audited annually and maintained via a recurrent budget item;
- SGSC Parks and Gardens has a continuous playground improvement program within budget limits.

Standards

Standards Australia is proposing to adopt a new suite of standards for play equipment in Australia, which will comprise the current *European Standard EN 1176 2008*. This standard will replace *AS4685 2004* and will detail the items which will be specific for Australia. As Council is involved in the design of playgrounds, schools and child care centres, these changes will affect the work done by Council.

8.1.11 Outdoor Pools

Table 34 2020 Outdoor Pools District

Outdoor Pool District, Existing Municipality ratio- 1:5015, Greenfield Site: District 1:75,000.								
Population Standard				Results				
1 Facilities per:	year			year	Cohort Population	Existing provision	Target provision	Shortfall (+-)/ Surplus
	2020	10,000	Persons (0-85+ years)	2020	30,092	6	3	+3
	2035	10,000		2035				
	2041	10,000		2041				
Trigger Population	4000 persons (0-85+ years)		Has this infrastructure type been identified as a planning priority? Yes ; Where? If 'Yes', it may be a priority due to an identified shortfall in quantity, or in travel accessibility. Refer to the 'Priority Community Infrastructure Needs' report for more information					

Table 35 Outdoor Pools facility triggers

	Private sector commercial decision			Town Hierarchy proportional to population, for any proposal it may include district catchment population if justified in the Business Case							
	State/Federal Government authority										
	Council										
Building Asset Group	Urban Standard example for reference only	Total No.	Current SGSC pop/facility ratio Using 2011 - 27,506	Municipal Centre 5,000+	Large District Centre 4,000+	District Town 1,500+	Small Town 300-1,000+	Villages 100-300	Coastal Villages Seasonal Variance	Hamlet <100	Localities
Outdoor Pools	Regional: 1:150:000 (50m pool – FINA competition standard) – District: 1:75,000 (25m or 50m pool for recreational, club, water polo, diving and competitive swimming) – Neighbourhood: 1:30,000 (25m and leisure pool–	6	1:4584	No Gap in supply	For new = 70% community and/or external contribution Upgrade = 70% community and/or external community contribution Ref; Aquatic Strategy to be updated in 2015			No Gap in supply			

The Council has five outdoor pools; the Grassy Spur pool is on Crown land managed by a local COM for DELWEP.

- Council will build no new outdoor pools;
- Review the outdoor pools in accordance with the SGSC Aquatic Strategy and subsequent updates;

The Standards generally include rectangular 25m or 50m pool including 6 to 8 lanes of 2.5m each.

8.1.12 Indoor Leisure Centre

Table 36

Indoor Leisure Centre. Existing Municipality ratio- 1:4299, Greenfield Site: 1: 6,000 - 15,000 people						
Population Standard			Results			
1 Facilities per:	year		year	Cohort Population	Existing provision	Target provision
	2020	6,000	2020	30,092	7	5
		Persons (all ages)				Shortfall – Surplus + +2
Trigger Population	1500 persons (all ages)		Has this infrastructure type been identified as a planning priority? Yes ; Where? If 'Yes', it may be a priority due to an identified shortfall in quantity, or in travel accessibility. Refer to the 'Priority Community Infrastructure Needs' report for more information			

Table 37 2014 Indoor Leisure Centre facility triggers

	Private sector commercial decision			Town Hierarchy proportional to population, for any proposal it may include district catchment population if justified in the Business Case							
	State/Federal Government authority										
	Council										
Building Asset Group	Urban Standard example for reference only	Total No.	Current SGSC pop/facility ratio Using 2011 - 27,506	Municipal Centre 5,000+	Large District Centre 4,000+	District Town 1,500+	Small Town 300-1,000+	Villages 100-300	Coastal Villages Seasonal	Hamlet <100	Localities
Indoor Leisure Centre	1:50,000 – 100,000	7	1:3929	For new = 50% community and/or external contribution Upgrade = 50% community and/or external contribution						No Gap in supply	

These facilities are ideally multi-functional, sport recreation and community meeting places. The SPASH aquatic centre has been included here.

Table 36 suggests there is an oversupply of Indoor Leisure Centres in the Municipality, however when consideration is given to the spread of the centres, size and functionality the fit appears about right. A concern is the condition of several facilities that were built in the 1950's, suggests either major upgrades or replacement must be considered to several of these facilities.

- Several school sites are utilised (3) these are indoor basketball stadiums/gymnasiums and are available to the community after school hours;
- Mirboo Nth has an indoor gymnasium identified in the Mirboo North Community Plan. The development of an adjoining facility, to complement the existing indoor stadium in the secondary school grounds is proposed; Council has budgeted for a contribution.
- Nyora Primary school has covered basketball courts ,the design may enable full enclosure in the future; or replace/upgrade the Poowong centre and designate it as the Poowong ,Loch, Nyora cluster indoor centre.

- Two indoor leisure centres have been built by local communities, Welshpool (community owned) and Poowong which is now managed by the Council;
- Three are owned and managed by Council, Korumburra, Leongatha SPLASH and Meeniyan;
- Planning needs to continue for the final implementation of the Splash Master Plan.

8.1.13 Caravan Parks

Table 38 2020 Caravan Parks

Caravan Parks. Existing Municipality ratio- 1:2508						
Population Standard				Results		
1 Facilities per:	year	2500	Persons (all ages)	year	Cohort Population	Existing provision
	2020			2020	30,092	12
						Target provision 12
						Shortfall – Surplus + 0
Trigger Population	Commercial consideration			Has this infrastructure type been identified as a planning priority? Yes ; Where? If 'Yes', it may be a priority due to an identified shortfall in quantity, or in travel accessibility. Refer to the 'Priority Community Infrastructure Needs' report for more information		

Table 39 2014 Caravan park facility triggers

	Private sector commercial decision			Town Hierarchy proportional to population, for any proposal it may include district catchment population if justified in the Business Case							
	State/Federal Government authority										
	Council										
Building Asset Group	Urban Standard example for reference only	Total No.	Current SGSC pop/facility ratio Using 2011 - 27,506	Municipal Centre 5,000+	Large District Centre 4,000+	District Town 1,500+	Small Town 300-1,000+	Villages 100-300	Coastal Villages Seasonal	Hamlet <100	Localities
Caravan Parks	Commercially viable	12	1:2292	Private sector commercial decision							
				Replacement or upgrades of existing facilities							

Council manages two parks directly and leases two of their four caravan parks. Council was responsible for camping at the Bass Valley camping reserve south of Poowong and Franklin River Reserve, both have recently ceased due to inadequate infrastructure. These are all on Crown Land with Council as the COM. The other eight are privately owned.

- The Long Jetty C/P Port Welshpool and Yanakie C/P are Council managed caravan parks, development of these facilities should be self-funding from revenue.
- Sandy point has identified a need for camping opportunities in their community plan due to the changes made to the existing site, from camping and caravans to Cabins.
- There are no specific population standards for Caravan Parks as they all commercial undertakings therefore any future Caravan Park development will be considered in this light.

8.1.14 Paths and Trails

The Paths & Trails Strategy 2018 reviewed all walking and cycling paths, BMX and Mountain bike trails, footpaths and cycle routes. Those new paths and trails that had been identified at the time by either the community or Council staff were listed assessed, prioritised and costed. It is intended that the Path and Trails strategy priority and assessment list be updated when new proposals are identified. Several prioritised paths have been completed with many of the strategy's recommendations still to be addressed.

- Currently there are over 47 walking, horse riding, shared and cycle paths and trails in the Municipality, 25 of these are Councils, the remainder are managed by either DELWP or Parks Victoria on Crown land; there has not been any path and trail lengths recorded for this study just identification of a trail existing or proposed, it was always intended that they should be mapped on Councils mapping system (GIS)>
- Guiding principles for paths and trails include:
 - ❖ Well planned networks of walking and cycling routes;
 - ❖ Streets with direct, safe and convenient access;
 - ❖ Local destinations within walking distance from homes
 - ❖ Accessible open spaces for recreation and leisure;
 - ❖ Conveniently located public transport stops;
 - ❖ Local neighbourhoods fostering community spirit.
 - ❖ There are no population-based standards developed to trigger the construction of shared paths and trails, in South Gippsland they have been triggered by tourism opportunities (Great Southern Rail Trail), safety concerns and accessibility needs i.e. linking towns and activity centres within towns;
- Various Australian Standards guide the physical construction and location of paths;
 - ❖ AUSTROADS Guide to Traffic Engineering Practice, Parts 13 - Pedestrians and 14 - Bicycles, - GTEP13 and 14.
 - ❖ Healthy by Design: a planners' guide to environments for active living.
 - ❖ SGSC Infrastructure design manual.
 - ❖ AS 2156.1-2001 Walking tracks - Classification and signage.
 - ❖ AS 2156.2-2001 Walking tracks - Infrastructure design
- With the implementation of the sections of the Great Southern Rail Trail between Leongatha, Korumburra and Nyora, communities along the trail have shown interest in developing links to adjoining towns and points of interest from the GSRT. This interest builds on the existing list of links and infrastructure requests regarding the existing GRST.

- ❖ A GSRT management plan figures highly in the action list in the Blueprint. The aim of the management plan would be to identify service levels and future infrastructure needs e.g. Horse Corrals, Shelters, Toilets, commercial zones and spur trail linkages etc.
- Many community plans highlight a demand for more shared/walking paths due to safety, high visitor demand, access and vegetation issues. Sandy Point, Venus Bay, Loch.
- High community demand has been noted in almost all community plans for shared paths, usually linking existing infrastructure and activity centres within the township area;
- By continuing the Great Southern Rail Trail (GSRT) from Welshpool to Yarram and Port Albert will create one of the longest shared paths in the Southern Hemisphere. A long term project;
- Investigate the extension of the Rail Trail from Nyora to Anderson, another long term project.

8.1.15 Youth Spaces

Table 40 2020 Youth Spaces trigger (including skate parks)

Skate Parks. District Existing Municipality ratio- 1:437, Greenfield Site there are no standards for skate parks.									
Population Standard				Results					
1 Facilities per:	year			year	Cohort Population	Existing provision	Target provision	Shortfall (+)/ Surplus	(+/-)
	2020	2000	Persons (0-14 years)	2020	10,150	8	5	+3	
	2021			2021					
	2031			2031					
	2041			2041					
Trigger Population	500 persons (5-40 years)	0		Has this infrastructure type been identified as a planning priority? Yes ; Where? If 'Yes', it may be a priority due to an identified shortfall in quantity, or in travel accessibility. Refer to the 'Priority Community Infrastructure Needs' report for more information					

Table 40 shows a surplus of 3 skate parks, this result is a bit misleading as Skate parks probably need to follow a similar hierarchy similar to that of playgrounds. Skate Parks should be built where the local community has identified a demand to a size commensurate with that locality's population and catchment. For example, Sandy Point has a resident population of 267 and 693 dwellings in 2016. The holiday season swells that population to several thousand (similar to Venus Bay) therefore it can be argued that a skate park in this locality could be designed to a 'local or district' size i.e. larger than the 'neighbourhood' size normally applicable.

Table 41 2014 Youth spaces facility triggers

	Private sector commercial decision			Town Hierarchy proportional to population, for any proposal it may include district catchment population if justified in the Business Case							
	State/Federal Government authority										
	Council										
Building Asset Group	Urban Standard example for reference only	Total No.	Current SGSC pop/facility ratio Using 2011 - 27,506	Municipal Centre 5,000+	Large District Centre 4,000+	District Town 1,500+	Small Town 300-1,000+	Villages 100-300	Seasonal Variance Coastal Villages	Hamlet <100	Localities
Youth	1:9000	8	1:3438	1:4000 and/or consider specific space in the design of other facilities (recreation reserves, MDCH, libraries)							

There are no built for purpose Council owned/managed youth area/centre/spaces within the Municipality with the exception of skate parks and several Scout/guide halls and in general Youth is not directly well catered for.

- There many informal meeting/gathering spaces such as skate parks, shops, parks etc.;
- There is a gap in the provision of BMX and mountain bike riding facilities (MTB) in the Municipality, a growing demand as evidenced by the number requests for such facilities; There is one MTB on crown land in Foster and an informal one MTB on crown land in Mirboo North. Council to advocate.
- Toora community plan 2020 has identified the need for a BMX track in the rail reserve land south of the town ship.
- Mirboo North and Leongatha have both had significant Skate Park upgrades since 2014.
- Dedicated youth spaces ideally should be co-located within a community hub, recreation reserve redesign or provided as a designated space within a multipurpose district community centre;
- Traditional facilities such as sporting clubs and scouts/Guides (and youth groups) although still well used do not often meet the need for specific informal space for youth.

8.1.16 Public Toilets

Table 42 2020 Public Toilets trigger

Public Toilets Existing Municipality ratio- 1:429, Greenfield Site there are no standards for public toilets.							
Population Standard				Results			
1 Facilities per:	year			year	Cohort Population	Existing provision	Target provision
	2020	1500	Persons all ages)	2020	30,092	68	20
	2021			2021			
	2031			2031			
	2041			2041			
Trigger Population	150 all ages			Has this infrastructure type been identified as a planning priority? Yes ; Where? If 'Yes', it may be a priority due to an identified shortfall in quantity, or in travel accessibility. Refer to the 'Priority Community Infrastructure Needs' report for more information			

There is a total of 70 public toilets in the Municipality of which many are located in recreation reserves, halls and state managed reserves, 36 are owned/managed by the Council. The above table doesn't consider seasonal population variations, location on major arterial links and other population variables (festivals etc) that create a need than by that of the resident population.

Table 43 2014 Public Toilet facility triggers

	Private sector commercial decision			Town Hierarchy proportional to population, for any proposal it may include district catchment population if justified in the Business Case							
	State/Federal Government authority										
	Council										
Building Asset Group	Urban Standard example for reference only	Total No.	Current SGSC pop/facility ratio Using 2011 - 27,506	Municipal Centre 5,000+	Large District Centre 4,000+	District Town 1,500+	Small Town 300-1,000+	Villages 100-300	Coastal Villages Seasonal	Hamlet <100	Localities
Toilets		68	1:404	Assess on merits per Asset Management Plan and capital works program No Gap, upgrade existing				Review need / demand Review supply on demand		Assess on merits per Asset Management Plan and capital works program	

Generally, all facilities identified are in a serviceable condition. It has been noted¹⁵ that those facilities with a complete stainless steel fit out were in better condition than those with domestic fittings.

There does not seem to be any rationale as to which facilities the Council maintains other than historical arrangements that have come about at some stage through community pressure or demand. Of the 36 facilities cleaned and maintained by Council, 10 are located on land managed by others which is in most cases Crown land with a local Committee of Management.

¹⁵ Review of Public Toilets in South Gippsland Municipality 2002

Only two public facilities on Crown land are actually maintained and cleaned by Parks Victoria, although a number of facilities on Crown land are maintained by the relevant Committee of Management appointed by DELWP.

Some locations and townships that do not have any public toilet facilities, could in most cases utilise facilities at either a sporting facility or public hall. A good example would be the township of Bena, as there are no public toilet facilities, there is however a stand-alone toilet facility adjacent to the Tennis club, that is locked to prevent public access. This facility could easily be utilised if needed.

- The need for public toilets had been identified for Sunnyside Park, Loch in their community plan, with the town now sewered, the local community group leased a parcel of land from the Municipality and has gone ahead on their own to construct and maintain public toilets.
- An extra Public toilet has been installed in the eastern end of Baromi Park.

There are twenty-three facilities provided throughout the South Gippsland Shire for disabled persons. In most cases the facilities are unisex, and are incorporated into an existing facility. The distribution of the 21 disabled facilities is spread across the Municipality. In most cases there is only one facility at each location, except Leongatha (3), Venus Bay (2) and Tarwin Lower (2).

- Continue with the renewal/replacement program set out in the Property Units' Asset Management Plan.
- A number of towns do not have any all ability access facilities available for the public, those located in the Coastal towns that are subject to high visitor numbers be considered for modification. These towns are:
 - ❖ Nyora,
 - ❖ Bena
 - ❖ Loch, (this may have changed)
 - ❖ Yanakie
 - ❖ Walkerville North
 - ❖ Walkerville South.

8.1.17 Recreation Reserves

Table 44 2020 Municipality Recreation Reserve trigger

Recreation Reserves Existing Municipality ratio- 1:417, Greenfield Site 1:4,000 - 5,000.							
Population Standard				Results			
1 Facilities per:	year			year	Cohort Population	Existing provision	Target provision
	2020	1500	Persons all ages)	2020	30,092	72	20
	2021			2021			
	2031			2031			
	2041			2041			
Trigger Population	500 all ages			Has this infrastructure type been identified as a planning priority? Yes ; Where? If 'Yes', it may be a priority due to an identified shortfall in quantity, or in travel accessibility. Refer to the 'Priority Community Infrastructure Needs' report for more information			

This section includes the following facilities, Ovals, tennis courts, football, soccer, baseball, cricket, football, a velodrome, hockey fields, netball, basketball, golf courses, bowling clubs, lifesaving clubs.

Table 45 below provides a generalised review of recreation reserve triggers for greenfield sites.

There are 72 recreation reserves in the Municipality of which 25 are owned or managed by Council as the Committee of Management on crown land, in all these cases, local section 86 committees manage the sites for Council. The remaining sites are managed by community groups on crown land or community group owned freehold title.

Every town and locality have over the past 120 years developed a recreation reserve although some have since closed. The population was more evenly spread years ago, populated by the agricultural work force, this allowed the locality to field teams beyond what is experienced today. Non-Council owned or managed Recreation Reserves are finding the maintenance and upgrades needed to keep pace with modern recreational needs and standards and to secure the funding required an ever-increasing dilemma. Grants can help with projects but funding for maintenance must be raised by the respective committees.

Table 45 2014 Recreation reserve facility triggers

	Private sector commercial decision			Town Hierarchy proportional to population, for any proposal it may include district catchment population if justified in the Business Case							
	State/Federal Government authority										
	Council										
Building Asset Group	Urban Standard example for reference only	Total No.	Current SGSC pop/facility ratio Using 2011 - 27,506	Municipal Centre 5,000+	Large District Centre 4,000+	District Town 1,500+	Small Town 300-1,000+	Villages 100-300	Coastal Villages Seasonal	Hamlet <100	Localities
Recreation Reserves	1:4,000 - 5,000	72	1:382	Upgrade existing For new = 70% community and/or external contribution (including developer contribution) Upgrade = 70% community and/or external contribution (including developer contribution)							

- A Recreation Reserve network via Council is available to all Recreation Reserve Committees to share information etc.
- There is an increasing demand for alternate sports facilities e.g. soccer, hockey, mountain bike courses. Opportunities exist to include space for these activities in any new facility, such as when planning for recreation reserve facilities in Leongatha South housing development by using population numbers and sub division capacity percentage triggers, or when planning the upgrade of existing facilities;
- Most facilities require upgrading of their ageing infrastructure to meet current sporting body standards and/or legislative needs e.g. to remain financially sustainable many facilities need a commercial grade kitchen to enhance hiring opportunities;
- Continue to support the Recreation Reserve network with community grant funding;

The Parks and Leisure Australia, the peak recreation planning body has set out standards using population as a trigger: the urban population triggers highlight how well-endowed the Municipality is with recreation reserves.

Table 46 PLA standards and triggers

Facility	Definition	Benchmarks
Skate Park	Formal skate park facility generally within established public open space.	1:25,000-50,000 Regional facility 1:10,000 – 25,000 – District facility 1:5,000-10,000 Neighbourhood facility
BMX dirt track facility	Non racing tracks, typically smaller and narrower than a BMX race track, designed for smaller areas and budgets. Designed along the lines of BMX race track layouts, which encourages single direction riding.	1:10,000-30,000 – District level facility
BMX facility (formal bitumen track)	Dedicated track for specific BMX activity generally with a stone sub base which can provide access for other wheeled sports activities (such as skateboarding) and be a focal point for the youth. A formalised activity space which may incorporate dirt jumps and ramps	1:50,000 plus – Regional
AFL ovals*	Oval grass pitch provision (Adult is 165m by 135m) north to south with 5m run-off. PLA WA seeks to develop infrastructure in accordance with the recommendations contained within the WA State Strategic Facilities Plan for Australian Rules Football.	3: 15,000 with at least one oval being capable for supporting a senior football game (AFL strategic plan standard)
Diamond pitch sports	Diamond shaped grass pitch facility requiring pitch boundaries of 98m with 122m striking outfield (baseball) and 91.44m (softball).	1:8,000 – 10,000 – youth 1:15,000 – 20,000 – adult
Soccer pitches	Rectangular Grass pitch provision (Adult 90-120m by 45-90m) small sided game for 6-12 age range varies from 30 by 20m to 60 by 340m.	1:3,000 to 4,000 depending on demographics
Cricket ovals	Oval grass pitch (Adult varies between 137 and 150m) with smaller dimensions for junior competition.	* 1:8,000 – 10,000

Facility	Definition	Benchmarks
Athletics (grass and synthetic)	Formal synthetic provision or marked grassed oval with ancillary jumping pits and throwing areas.	1:250,000 plus – Regional Level (synthetic). Grass provision – District level (over-mark existing public open space)
Hockey pitches (grass* and synthetic – water, sand based and alternatives)	Rectangular Grass or Synthetic surface (Adult 91.4m by 55m with 5m end and 4m side run-offs.	1:75,000 for synthetic surface (WA Hockey Strategy) Grass provision to be area/location specific
Multi-use synthetic surfaces	Various synthetic surfaces which may be used for soccer, hockey and, rugby. Likely to be developed for recreational purposes in areas where water availability and management require less intensive water use to be demonstrated Alternative names include third or fourth generation synthetic pitches (FIFA approved)	Area/location specific.
Netball Courts	Indoor and outdoor hard flat surface requiring 30.5m by 15.25m with minimum run-off of 3.05 or 3.65 between courts. Development for an Association requires consolidation of at least 16 courts on one site for the purpose of running league matches and festivals.	1:3,000 – 4,000 (outdoor) for training purposes. 16 outdoor courts minimum for an association – District/Sub-Regional Facility
Basketball courts (indoor and outdoor)	A flat hard surface 28m by 15m free from obstructions. Indoor provision requires 7m internal ceiling space required. Minimum run-off 2m.	1:3,000 – 4,000(outdoor) 4 plus indoor courts – Regional/Sub-regional
Volleyball (indoor and outdoor – beach and traditional)	A flat hard surface (9m × 18m) or sand-based surface (8m × 16m) free from obstructions. Minimum run-off 3.5m (side) and 3.8m (end) for competition use	To be integrated with Basketball/ Netball centres
Lawn Bowls 1:25,000 to 50,000 – District	Square flat grassed or synthetic surface of 40m by 40m surrounded by a ditch. PLA seeks to develop infrastructure in accordance with the recommendations contained within the State Strategic Facilities Plan for Lawn Bowls.	Growth areas be the principal location for the development of new facilities (WA facilities strategy – Bowls)
Tennis (multi surface hard courts and grass)	Rectangular synthetic surface preferred 23.77m by 10.97m with 6.4m depth of baseline. PLA advocate the development of club facilities rather than standalone single, double or triple court facilities. Orientation of courts ideally should be north-south.	8 court club facility minima for a population of 15,000 16 court facility comprises a regional tennis centre which would cater for a 30-60,000 population (based on Tennis Australia's 2020 facility development and management framework).
Golf Course	Grass links and parkland provision, which varies from pitch and putt/short hole to 9-hole and 18-hole combinations.	1:30,000
Cycling facility	Would generally refer to combined running/walking tracks and should be incorporated within Trails strategies. A velodrome would be the formal competitive infrastructure provided at state level and is not considered within this definition.	Integrated with tracks and trails
Trails (walking, cycling and bridlepaths).	Combined running/walking tracks and should be incorporated within Trails strategies	No established Australian standard
Climbing walls/centres	Commercial or publicly provided centres for the specific purpose of developing rock climbing, abseiling and motor skill. Climbing walls can be located attached to or within existing leisure centres.	Areas specific. To be incorporated within recreation centres where possible

9 FUNDING AND MANAGEMENT DIRECTIONS

9.1 Capital Expenditure Accounting Definitions:

- **Maintenance:** Expenditure on an asset that maintains the asset in use. It can be either breakdown or routine maintenance.
 - ❖ Examples: Fixing broken weatherboard on a building, repairing a single pipe in a drainage network or a pothole in a road.
- **Renewal:** Substantial reconstruction or replacement of an existing asset or components of an asset such that the level of service is not changed or the original service level is restored.
 - ❖ Examples: *demolition of a building and replaced with same (including if updated only on compliance grounds: toilet design because of regulations; resurfacing an oval; re-sheeting roads, resurfacing roads, replacing pipes with pipes of the same capacity.*
- **Upgrade:** Construction of part of an existing asset or a single component of an asset such that a new service or an expanded or higher level of service is provided over that which previously existed at that location.
 - ❖ Examples: *building extension that does not increase user no's; drainage augmentation projects; widening a sealed area of an existing road, unsealed road changed to sealed road; replacing drainage pipes with pipes of greater capacity,*
- **Expansion:** Construction of an asset or a component of an asset where the level of service is expanded so it can now service more customers over that which previously existed at that location or extends the physical building footprint.
 - ❖ Examples: *an extension so that a Maternal and Child Health Service can now operate in a new wing at a Pre-school; Basketball courts are expanded from 1 to 2 courts resulting in more patronage. A new preschool building in another location. Building extension that increases capacity or another service.*
- **New:** Construction/Gifting of complete assets such that a new service is created that did not previously exist.
 - ❖ Examples: *Construction of a new Motocross facility and track where none exists in the municipality; Electric vehicle charging stations; Equestrian facility where Council had never*

had a facility. This should be a rare category – local government is unable to fund much that is actually ‘new’.

9.2 Request for Capital Works

Projects to be considered in the Capital Works Program may be generated in any of the following ways:

- Community, community groups and organisations (via the Capital works proposal form appendix 3 in the Blueprint)
- Council Resolution, (via the Capital works proposal form appendix 3 in the Blueprint)
- Individual Councillor and/or administrator, (via the Capital works proposal form appendix 3 in the Blueprint)
- Asset Management Plans
- Council officer, (via the Capital works proposal form appendix 3 in the Blueprint)

Requests for projects are to be reviewed through the Community and Economic Infrastructure Blueprint (Blueprint) to establish whether the proposal is consistent with Council’s strategic objectives, relevant strategies, service statements, and asset management plans. Projects are evaluated via a criticality matrix and prioritised (ranked).

Prioritised proposals are included in the preparation of the 4- and 10-Year Capital Works Program through the annual budget process, and for capital project requests received outside this cycle, projects will be evaluated and prioritised against principles defined under this policy or by Council resolution¹⁶.

Renewals make up the large percentage of capital works funds available, the remaining funds are generally allocated to the remaining identified projects (new, extension, upgrade).

The financial (budgetary) shortfalls have come into focus since the original document was written primarily because of a lack of a cohesive process that would allow a fair and transparent management of the ever-expanding un-funded capital works list which currently stands at a conservative estimation of \$112,692,000. This is highlighted by the following brief analysis, from table 47 below, annual funds available (upgrade, extension & new) in 2019/2020 the financial year total \$2,710,000, of which the Great Southern Rail trail absorbs \$2,235,000, leaving \$475,000 for other upgrade and expansion projects. The discretionary amount available for Blueprint projects (buildings, structures and open space) is equivalent to 1.5% of the annual capital works budget of Council. Although important to

¹⁶ Capital Works Program POLICY C85

communities, the reality is there is a disproportionate time that Council Officers spend on discretionary amounts which detracts from major work of renewal strategic planning.

At the current level of capital works discretionary budget allocations, it would take a minimum of 24 years to clear the current unfunded capital works list for buildings, recreation reserves, parks etc, this estimate does not take into consideration new proposals that are requested by the community almost daily.

Table 47 Capital Works 2019-2020 budget extract

Capital works Area	Project cost	New 1,000's	Renewal 1,000's	Upgrade expansion 1,000's	Expansion 1,000's	Grants 1,000's	Council cost 1,000's	Borrowings
Property Buildings etc totals	4,206		3,700	162	344	500	3706	
Footpath and cycleways	2474		229	0	2,235	1,300	1,174	
Other structures	1,575		1524	61	70	1,550	4,769	3,600
TOTAL	8,255		5,453	223	2,649	3,350	9,649	3,600

9.3 Funding

Funding for future community facilities can come from a number of sources:

9.3.1 Council Funding

9.3.1.1 Developer Contributions

Developer Contributions received are held by Council to allow community infrastructure development:

- In the specific sub division;
- Or if there is an adequate provision of community infrastructure to service the subdivision, contributions are held to develop infrastructure where required elsewhere in the Municipality;

A person who proposes to subdivide land must contribute to the council for public open space in an amount specified in the schedule to this clause (being a percentage of the land intended to be used for residential, industrial or commercial purposes, or a percentage of the site value of such land, or a combination of both). If no amount is specified, a contribution for public open space may still be required under section 18 of the Subdivision Act 1988

Housing development contributions will be generally controlled through planning permit conditions and/or development contribution plans. Development contributions may be required for road works, drainage, public open space, traffic management works, community infrastructure development or other works that benefit the developer and/or the community.

The South Gippsland Planning Scheme sets out the requirements for the provision of public open space and community infrastructure below.

Table 48 Clause 53.01 Public Open Space Contribution and Subdivision Schedule to Clause 53.01

Type or location of subdivision	Amount of contribution for public open space
All residential, commercial or industrial land	A minimum of 5%
Any subdivision that does not qualify for exemption under cl 52.01	A minimum of 5%

9.3.2 Council Budgetary items (refer to table 47 above)

- Council allocates funding for the construction and maintenance of infrastructure in the four and ten year capital works (upgrades, extension, new) and annual recurrent budgets (maintenance and renewal);
- Council currently distributes funding via the ‘Community Grants Program’ and the Councillors discretionary funding program;
- Council policies including the *Land Ownership Policy*, state that the sale of assets return to general revenue for later allocation in the capital works or recurrent budgets for the purposes of improving community infrastructure.

9.3.3 State Funding

Several infrastructure funding programs are available to Council and the community through the Victorian Government’s Grant schemes, <https://www.vic.gov.au/grants>

9.3.4 Partnerships

Council can develop partnerships with government agencies and other organisations that may be considering building facilities in the Municipality with the aim of resolving infrastructure issues to the benefit the broader community. For example, schools, TAFEs/universities, community health centres or not for profit or commercial organisations with assets such as meeting spaces, community halls and recreation reserves;

9.3.5 Commercial Spaces

When considering multi-function hubs, Council could consider providing income-generating space for complementary commercial services such as cafes, professional offices (medical consulting rooms), business services and/or government agencies to assist in offsetting facility management, service delivery and maintenance costs. Commercial spaces also act as an additional attractant to users.

9.3.6 Business models and feasibility studies

Business modelling that includes a range of financing strategies and benefits for any proposal may mean that, although not ‘cost neutral’, some costs can be recovered that may allow an increase in the portfolio of services provided to the community.

An economic benefits analysis of any proposal can identify longer term economic, community and environmental returns to the town and district and include population levels of that district to support the proposal.

The above can be combined into a feasibility study. A feasibility study is an analysis that takes all of a project's relevant factors into account—including economic, technical, legal, site analysis and scheduling considerations—to ascertain the likelihood of completing the project successfully.

9.3.7 Community contributions

The capacity of any community to contribute to an infrastructure proposal can be determined by applying a predetermined community contribution as a percentage (e.g.50%) of the total cost with Council providing the shortfall required, this community funding capacity or value could extend to:

- The sale of existing underutilised community owned facilities/assets;
- Community fund raising;
- Community commitment to manage and maintain a facility (by determining the value of this commitment) into the future via a formalised contract;
- Community/Council secures external grants.

9.4 Staffing, Management and Resourcing directions

9.4.1 Staffing in multipurpose community hubs

A recommendation of this strategy is any future medium to large multipurpose community facilities could be staffed on a sliding scale (% of EFT) relative to available funding.

Successful community centres often have regular staff to initiate and support internal activities and security. Staff can also be important in ensuring there is a good mix of concurrent activities and the centre is not monopolised by particular interest groups. They are also often critical in developing and supporting services and programs for high need target groups to enhance the social benefit of the centre.

While capital funds are available through a variety of sources, recurrent funds for staffing resources have not been widely available except through some targeted State Government programs, as a result, some facilities may be built, but not effectively operated.

Staffing allows the accommodation of a greater variety services within a community centre, providing broad community access to services that may not otherwise be available, staffing also ensures that the centre is open and active at set times (not when volunteers are available) and that core activities and/or programs are being provided across a greater spread of hours.

9.4.2 Management of Council community facilities

Considerations for the management of community facilities may include:

- Agreements with local organisations or services accommodated in the centre need to ensure the centre remains a public facility with a broad range of activities directed at meeting the social needs of the area;
- Careful negotiation of roles and responsibilities (through an agreement) is required to ensure that a community centre does not become identified with a particular service or tainted with a particular image and lose its broad community appeal;
- Performance measures that cover policy objectives such as access for all target groups can be written into the documentation;
- Incorporate income-generating activities with income used to employ staff. Income generators may include fee-paying training, business sponsorship, and rental from leasing space to businesses/government (such as cafes, complementary professional offices and/or government departments);
- Council could consider decentralising staff to Multipurpose District Community Hubs to provide Council services and facility manage net;
- Design the facility to provide office accommodation for local services. In return, service staff from the leading agency can take on centre management and programming roles and/or use centre activity rooms for services and programs. Refer to the Welshpool RTC model.

9.4.3 SGSC resourcing strategies

- Council will need to allocate resources to allow for adequate planning of any proposed multipurpose community facilities in the identified district service towns, Leongatha, Mirboo North and Foster;
- Resources for the planning of other future growth areas, Nyora and potentially Venus Bay will be initially triggered by a predetermined population threshold;
- The detail mapping of social community infrastructure on the SGSC GIS database (this is ongoing and updatable) from the accompanying audit maps;
- The condition, usage and function data on non-Council infrastructure will need to be collected and managed into the future to allow proper analysis for equitable infrastructure and funding decision making;
- Community equipment data collection for an updateable database that will allow communities to better utilise, share existing equipment and identify what's actually needed for a community as a whole.
- Staff resourcing for a proposed facility needs to be considered in any business plan and or economic benefit analysis.

10 RECOMMENDATIONS FOR COMMUNITY FACILITIES

In addition to the specific recommendations for Council's community facilities and infrastructure proposals in Chapter 8, the following Municipality-wide strategies have been recommended for the future provision and management of Council's community facilities.

Table 49 Strategic Planning for South Gippsland Shire Community Facilities

Option	Time frame	Opportunities and Constraints	Responsibility
In collaboration with the community, review underutilised facilities to optimise use to a smaller number of strategically located multipurpose facilities. This may include a reassessment of some facilities, redevelopment of others and change of use for some community facilities.	On-going	This will require the identification and planning for facilities that are currently under-utilised to be redeveloped into multipurpose facilities.	Corporate and Community Services and Infrastructure Planning
Investigate staffing of future multipurpose community centres by identifying a lead agency such as a neighbourhood house, library or Visitor Information Centre and incorporate Council customer service into the model. Consider the location of commercial activities on site and a range of government and non-government services should also be considered.	On-going	Staffing. It is important to identify not only staff funding sources but to clearly define and articulate any benefits to the community and/or Council. Council to investigate methods to staff future community facilities. Investigate the Welshpool RTC model for providing extended services based on commercial principles	Corporate and Community Services
Provide spaces for the delivery of youth programs and services within future multipurpose community facilities	On-going	Focus on Leongatha, Foster, Nyora, Mirboo North and Korumburra to be determined on a case x case basis.	Infrastructure Planning and Corporate and Community Services
Prioritise and implement Paths and Cycle paths as identified in community plans and the SGSC Paths and Trails Strategy 2018 and include in the Capital Works 4 & 10 yr. budgets;	On-going	Noted as a consistent theme in community plans, and consistent with the direction of Open Space and Recreation Strategy.	Infrastructure Planning
Continue to gather community facility information data and build community connections through networks with the aim of sharing information, resources and equipment	On going	Community facility data may address the discrepancies in the Council facility resourcing across the Municipality. Some staff resourcing will need to be considered.	Infrastructure Planning and Corporate and Community Services
Liaise with non-Council community facility owners and managers through specific networks seeking agreement to promote access to the wider community and promote shared access to these facilities networks.	On Going	These volunteer groups will need some support to minimise volunteer disenchantment.	Infrastructure Planning and Corporate and Community Services (GIS)

Option	Time frame	Opportunities and Constraints	Responsibility
Develop strategically located community hubs in Leongatha and Foster Nyora and Mirboo North that are well connected to public transport (where available), pedestrian and cycle links, commercial, retail and community activity centres);	Medium Term	This will require the identification of appropriate sites and funding opportunities.	Developmental Services, Infrastructure Planning, Corporate and Community Services
Plan for new recreation multipurpose synthetic turf facilities in Leongatha South (north of Simons Lane) using a predetermined % completion (50%) of sub division target as a trigger for budgeting, design and implementation.	4-10 years	May be negotiated with any new proposal prior to approval.	Development services Infrastructure Planning, Corporate and Community Services
Investigate the need for additional indoor leisure facilities in particular to service the Mirboo North catchment	Medium Term	Secondary College has an existing facility consider upgrading.	Infrastructure Planning and Development Services
Plan for growth towns such as Nyora when the population reaches 1,500	Short Term	All aspect of infrastructure	Infrastructure Planning and Corporate and Community Services
Plan for infrastructure in the coastal towns of Venus Bay and Sandy Point	Medium to Long Term	To meet projected population growth, retiree influx and seasonal population variations	Development services and Infrastructure Planning
Initiate planning for the expansion or upgrade of multipurpose facilities in the smaller towns using a range of triggers and standards	Medium to Long Term	Population triggers used in conjunction with a range of criteria as set out in Appendix 1	Infrastructure Planning and Corporate and Community Services
Seek external funding for future multipurpose facilities including developer contributions, community contributions, facility rationalisation, voluntary community management agreements, commercial arrangements and government grants;	Long Term	Will require initial planning, and design work	Development services and Infrastructure Planning. Corporate and Community Services

