

# Summary and Accessible version

## Community Facilities Plan 2019-2036

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## **1 What is the Community Facilities Plan?**

**The Community Facilities Plan 2019-2036 provides direction about where and when new and expanded community and cultural facilities may be delivered in the Tweed Shire over the next 20 years.**

**The Community Facilities Plan considers community and cultural “hard infrastructure” or buildings, such as libraries, community centres and halls, art galleries, museums, auditoria and some tenanted facilities which includes some pre-schools, child care services and men’s sheds amongst others. These are facilities that are owned and/or operated by Council as well as other community service providers.**

**Action plans have been developed Shire-wide and at three district levels - Tweed urban, Coastal and, Murwillumbah and hinterland. These action plans were informed by a detailed needs analysis, population and demographic data forecasting and extensive consultation with community, stakeholders and the community services sector. The action plans recommend new and expanded community facilities needed in the short, medium and long-term to meet the needs of the community as they change up to the year 2036.**

## **2 Why is the Plan important?**

**Community and cultural infrastructure provides critical spaces for all members of our community - where people of all ages, cultural backgrounds and abilities can connect and share knowledge and interests, create a sense of belonging and solidarity in the community.**

**Tweed Shire Council manages a diverse network of community and cultural infrastructure comprising of over 52 facilities in 48 buildings with a wide range of activities, programs and services being delivered by Council and other community service providers. From a broader perspective, this network planning approach considers non Council owned/managed community infrastructure to service community needs now and in to the future.**

**Rapid population growth and changes in the demographics of communities in the Tweed Shire is placing increasing pressure on existing community facilities. A long-term coordinated planning approach is needed to protect and enhance our network of community facilities so that they are welcoming, well-located, accessible, affordable, adaptable and well-used by residents and visitors, now and in the future.**

**This plan will guide Council in making decisions and working with State and Federal government, the private sector, not-for-profit community service providers and the development**

**industry, around the planning, re-purposing, financing, governance and management of the Shire’s community facilities, to ensure they are of high-quality, financially and environmentally sustainable and operate together to respond to changing community needs.**

### **3 How was the Plan prepared?**

**In 2014, Council adopted a methodology to analyse the existing infrastructure, understand the needs of the community now and in the future, adopted desired standards of service for community and cultural infrastructure and looked at how we would consult with the community. This methodology is called the Community Infrastructure Framework.**

**This plan builds on many previous actions and achievements taken by Council over the past ten years to protect and enhance the quality of existing facilities in the Shire. Some examples include improvements and upgrades to community and neighbourhood centres, a preschool was upgraded following the 2017 flood event, extensions and new additions to district libraries and regional museums such as the launch of the new Margaret Olley Art Centre in 2014 and the Tweed Heads Library in 2018, as well as work on developing policy and procedures around the funding, delivery and management of facilities.**

### **3.1 Needs assessment and consultation**

**To understand current and likely future demand for community facilities, a detailed needs assessment and extensive consultation with stakeholders and community was done, which took in to account the following factors:**

- a. Inventories and mapping of the existing facilities across the Shire;**
- b. Site audits of the condition, capacity and functionality of existing facilities;**
- c. Satisfaction levels, needs and priorities of service providers and community members that operate and/or manage existing community facilities;**
- d. Shire-wide, district and local area profile analysis of current and forecasted population and demographics to 2036;**
- e. Social trends and emerging challenges and opportunities for future demand;**
- f. Review of community facilities hierarchy of provision and standards of service; and**
- g. Extensive literature, policy and best practice research.**

**Emerging challenges and opportunities were identified as influencing future planning, design and development of community facilities, some of which included:**

- a. **Continued rapid growth and an ageing community in need of assistance and social inclusion, as retirees and sea/tree change and city dwellers move to the Tweed;**
- b. **Existing ageing or heritage listed infrastructure that is not necessarily fit-for-purpose;**
- c. **Considerable social and economic disadvantage facing the Tweed community, that intensifies demand for and diversity of affordable, accessible and attainable community facilities and social services;**
- d. **Moving away from single and specialist use of space and demand for multi-purpose flexible spaces;**
- e. **Encouraging facilities to be well-used by all ages, cultural backgrounds and abilities, so that social and economic benefits are enjoyed by all community members;**
- f. **Ongoing rapid growth in Tweed Urban and Coastal districts will put pressure on existing community facilities and land availability for more and improved facilities that cannot be met by Council alone.**
- g. **Need for alternative and diverse funding and cost models to encourage shared investment or joint ventures between public and private sectors to deliver and operate facilities.**

### **3.2 Community facilities catchment planning**

**The methodology suggests we look at infrastructure on a geographic basis. This creates a hierarchy of provision, where**

**different levels and types of infrastructure services different geographic catchment areas. This looks at the population size and indicative gross floor and site area to service the geographic area and sets a desired provision of service standard.**

**For example the desired standards of service for a local community hall and community meeting space is to service a population of approximately 6,000, provide an indicative gross floor area of 500m<sup>2</sup> and 1,500m<sup>2</sup> site area. For a district multipurpose community centre is to service a population of approximately 15,000 people, provide an indicative gross floor area of 1,500m<sup>2</sup> and 10,000m<sup>2</sup> site area; and district libraries need approximately 35-39m<sup>2</sup> per 1000 people as per State Library of NSW standards and a minimum site area of 10,000m<sup>2</sup>. A network planning approach considers how any new and expanded facilities will work together to service their catchments in the context of a broader network of facilities; that is, at regional, district and local scales and over time as communities grow and change. This is important to avoid impromptu planning and delivery decisions, which can see duplication or gaps in supply, and can result in poor financial sustainability of community facilities or social impacts and levels disadvantage in the community.**

### **3.3 Assessment of current and future supply**

**An audit of Council’s existing community and cultural facilities assessed their current condition and functionality to measure if they are adequate to meet community needs now and in the future; or in some cases where further assessment of options are needed, including re-purposing, decommissioning, sale or expansion/renewal.**

**The standards of service and hierarchy of provision for facilities was applied to population forecast data to the year 2036 for each of the Shire’s three districts – Tweed urban, Coastal and Murwillumbah and hinterland. This provided an estimate of the supply shortfall or surplus beyond the current network of facilities servicing the Shire.**

**This assessment found that there is no requirement for new regional infrastructure, for example, Art Gallery, Museum, Auditoria, as those existing facilities currently delivered by Council are expected to meet the community need and standards of service provision for our growing and changing community to 2036.**

**However, the assessment did suggest gaps in the supply of local community halls, district community centres and district libraries in the Coastal and Tweed Urban districts, in particular. These additional facilities may consist of individual or multi-purpose or shared spaces. Their planning, funding and delivery**

**will form part of the growth and development of these areas over time.**

## **4 Key findings**

**Using the Community Infrastructure Framework methodology to consider the network of community facilities across the Shire provided the following findings:**

- a. To support people to build social connections and active lifestyles;**
- b. To be safe, user-friendly and universally-designed;**
- c. To have complementary functions across the network to meet the diverse needs of residents and visitors;**
- d. To be appropriately scaled and well-located to serve regional, district and local communities;**
- e. To adapt and respond to changing needs over time; and**
- f. To be financially and environmentally sustainable to build and operate.**

### **4.1 Recommended plans of action**

**Action Plans have been developed at a Shire-wide level and at Tweed urban, Coastal and Murwillumbah and hinterland districts scales. These action plans identify new and expanded community facilities needed in the short, medium and long-term to support forecasted population growth and change to 2036.**

### **4.1.1 Tweed Urban District**

#### **1. The needs assessment and key findings**

**This district has the largest diverse population in terms of ethnicity, age, employment, education, and income. The current population is around 45,000 people and is expected to grow to approximately 69,000 people by 2036. This is largely due to future large housing estates planned for Cobaki, Bilambil Heights and Terranora. The district has the highest rates of people that need assistance due to age and disability, and the highest rental stress and persons renting social housing in the Shire. There are 17 existing Council owned and/or managed community facilities that service this district, and following the needs assessment there is demand for additional local and district facilities.**

#### **2. Recommended plan of action**

- a. Council is leading the Tweed Heads Centre Cultural Plaza and Social Enterprise Café, including renewal work underway at the Auditorium. This project is co-funded by Tweed Shire Council and the Commonwealth Government “Building Better Regions Fund”, and due for delivery in 2019.**
- b. 2 general use community facilities at Terranora Area E are recommended within 5 years and Bilambil within 10 years. In both cases Council will collaborate with developers,**

- NSW Department of Education, community and user groups to plan, design and deliver these facilities.**
- c. Master planning for a broader shared-use Education/Community/Recreation precinct at Tweed Heads South is recommended. Council will collaborate with NSW Department of Education, Sports Clubs and community and user groups to explore the existing Arkininstall Park Master Plan and NSW School Assets Strategic Plan.**
  - d. A multi-purpose community centre, considering possible library space and community meetings spaces at Cobaki Lakes is recommended within 10-20 years.**
  - e. A community centre and other facilities at Tweed Heads are recommended for consideration as part of the Tweed Heads City Action Plan, where Council will collaborate with NSW Department of Planning, Industry and Environment and NSW Health, community and user groups.**

## **4.1.2 Coastal District**

### **1. The needs assessment and key findings**

**This district has seen huge growth over the past 20 years and will continue to grow as new housing estates are planned for King Forest, Dunloe Park and West Kingscliff. This district has 10 existing Council owned and/or managed community facilities, which currently service about 25,000 people. This population is expected to grow to 34,000 people by 2036.**

**There is demand to increase the current supply of local community hall/general use community facilities for the district. A 425m<sup>2</sup> district library facility services the community now. There is an existing and increasing future demand for a total of 1573m<sup>2</sup> gross floor area district library required to meet the needs of the community. Opportunities for larger-scale, centralised and co-location options are a priority for future planning and programming of services in the coastal district, with careful consideration of geographic and accessibility factors, community needs and levels of disadvantage.**

### **2. Recommended plan of action**

- a. **General use community facilities are recommended at Casuarina within 5 years, Kingscliff (North Coast) in 5-10 years, and Pottsville (South Coast) within 10 years.**
- b. **Council will collaborate with State Education and Health departments, and consider partnerships with private providers (lease arrangements) and opportunities that may arise with new housing estates at Dunloe Park, Kings Forest and West Kingscliff, as well as potential opportunities for a planned Business and Education Precinct and the new Tweed Valley Hospital in Kingscliff.**
- c. **A multi-purpose community centre is nominated as part of the Kings Forest Masterplan. A new or expanded Coastal library is also recommended in 5-10 years. In both cases, Council will collaborate with the developer, State Government, the community and stakeholders to explore funding and site feasibility options.**

### **4.1.3 Murwillumbah and Hinterland District**

#### **1. The needs assessment and key findings**

**This is a large geographical district that is well established and with small future growth anticipated. The current population, of about 21,000 people, is expected to grow to approximately 23,000 by 2036. The district is currently very well serviced by 25 existing Council owned and/or managed community facilities; many of which have capacity to**

**increase their use and cater for the expected population growth beyond 2036.**

**2. Recommended plan of action**

- a. The Murwillumbah Auditorium renewal is underway and due for completion in 2019-2020.**
- b. The Murwillumbah and Hinterland Library facility is currently at 580m<sup>2</sup> gross floor area, which will need an additional 508m<sup>2</sup> to meet desired standards of service. Council will collaborate with NSW Government, State Library NSW and Richmond Tweed Regional Library to explore site options.**

## **4.2 Shire-wide actions**

### **Ongoing actions:**

- 1. Maximise the use of existing facilities and activate the network for co-located services:**
  - a. Explore marketing/promotion, insurances, hire and booking systems.**
  - b. Monitor the programming, usage, capacity and satisfaction levels, including considering intergenerational programming and flexible spaces.**
  - c. Support disadvantaged communities and isolated areas, particularly rural village facilities.**
  - d. Plan activities to activate a network of co-located community facilities.**
  
- 2. Establish a strong working partnership with Department of Education, other government departments and service providers to explore opportunities for shared or joint planning of facilities for use by community:**
  - a. Collaborate with Department of Education Asset Management and Joint Use teams.**
  - b. Evaluate feasibility of recommended district action plans.**
  
- 3. Ensure community facilities are a priority for delivery in new and growing urban areas:**

- a. Council’s Cultural and Community Services Unit to partake in master planning for new urban growth areas.**
- b. Review of available land and opportunities for new community infrastructure.**

**Actions within 5 years:**

- 1. Secure governance arrangements for all non-Council managed, Council owned infrastructure:**
  - a. Contemporary lease/license/management agreements for tenanted facilities.**
  - b. Support Community Centres to develop Strategic Business Plans.**
  - c. Capacity building (training and support) with volunteer committees of management.**
  
- 2. Implement Community Facilities Plan findings in to planning documents and the long term financial plan:**
  - a. Engage Consultant to conduct a review of s7.11 Contribution Plans relating to community facilities and libraries.**
  
- 3. Implement a new asset management register as part of associated asset management strategic planning:**

- a. **Update community infrastructure asset management register on an ongoing basis and community facilities are engaged in coordinated maintenance and renewal schedules.**

### **Actions within 10 years:**

1. **Assess Council's role in provision of infrastructure for State and Commonwealth funded services:**
  - a. **Collaborate with operators and service providers to conduct a Shire-wide needs assessment of centre based child care facilities/ early childhood education and care services.**

## **5 How will the Plan be delivered?**

### **5.1 Site planning and feasibility analysis**

Planning for new and expanded facilities will involve:

- a. **Investigating land opportunities against environmental constraints and suitability criteria (e.g. accessibility, public space, site demand and influences, financial parameters); and**
- b. **Working with community, developers and service providers around specific locations, facility types and proposed programs.**

### **5.2 Review of s.7.11 Contributions Plans**

Developer Contributions help cover the cost of delivering infrastructure needed to support new communities. The

contribution is set out in Council's section 7.11 Contributions Plans. As the next stage of the adopted network planning approach, Council will review these s.7.11 Contributions Plans pertaining to community facilities and libraries.

### **5.3 Exploring and securing funding and resources**

A range of possible sources will be investigated and pursued, including developer contributions, Council budget allocation, philanthropic, public/private or public/public partnerships, infrastructure agreements, grants and subsidies, user fees and charges.

### **5.4 Monitoring and review of actions**

Monitoring and review of actions, and their appropriate allocation of resources for delivery, will be outlined in the overarching draft Community Development Strategy. Actions will also be reported through the Community Strategic Plan and long term financial plan.

### **5.5 Collaboration and partnerships**

Council will implement this Plan by working with State and Federal Government, the development industry and broader community services sector to secure funding, plan for and deliver well-located sites, and manage new and expanded community facilities that aim to provide existing and future

**residents and visitors with diverse, dynamic and enjoyable places to work, live and play.**

