

1 Background

The Community Infrastructure Framework has been developed to support a network approach to planning, delivery and management of Tweed Shire Council's community and cultural facilities. A network approach means that when Council is considering a new facility - or substantial changes to an existing facility - it will consider how the facility can be designed, located and managed to contribute to the full complement of community facilities and spaces required across Tweed Shire.

Analysis undertaken for the cultural and community facilities plan prepared by SGS Economics and Planning in 2007, and more recent work by Cred Community Planning on Council's Youth Strategy and internal planning for library facilities has identified substantial shortfalls in the Tweed Shire Council community and cultural facilities network.

2 Vision

The Community Infrastructure Framework's vision is to support delivery of an activated network of community and cultural facilities:

- with complementary functions across the network to meet the needs of residents across Tweed Shire and our visitor population
- at appropriate scale and locations for regional, district and local communities

3 Principles - developing the community and cultural facilities network

The following principles are informed by Council's 2007 Cultural and Community Facilities Plan, 2013 Youth Facilities Review (and the draft Gold Coast Northern Growth Corridor Social Infrastructure Plan 2007).

- Provide a network of accessible, welcoming and activated places for the whole community - supporting people to build social connections and active lifestyles.
- Lead by example - promoting universal access and social inclusion for our diverse community through design, management and activation of Council's community infrastructure.
- Provide facilities in a timely manner at a level commensurate with need and in sequence with the distribution of our growing population.
- Maximise use of existing facilities - co-locate compatible activities in flexible, multipurpose facilities and plan for longevity.
- Locate facilities with access to public transport - in functional activity centres where appropriate.
- Engage in partnerships with the private sector and other levels of government to deliver affordable and accessible facilities.
- Deliver high quality urban design with safe and visible facilities that contribute and relate to the public domain and a sense of place.
- Recognise the need to support disadvantaged communities and isolated areas with declining or small populations.
- Be sustainable - design facilities to run efficiently and affordably.

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- Involve community members in identifying community infrastructure needs across the network and informing the function and design of individual facilities.
- Engagement in the planning process builds people's capacity to participate in their community.

4 Scope

Council's Community Infrastructure Framework considers the network of Council facilities and spaces that support community and cultural activities across Tweed Shire including community activities and events; human services and programs; performing arts, cultural activities and exhibitions; and libraries. Specific facility types within scope are:

- regional performing arts centre
- public library service
- district multipurpose community centre (including neighbourhood centres)
- local community hall/ multipurpose community centre
- museum
- gallery
- community arts workshop space
- youth space
- seniors hub/ centre

This framework also considers:

- access to supporting infrastructure to ensure its community and cultural facilities and spaces are accessible
- requirements for Council to plan for programs and services for activation and management of facilities and spaces

Planning for other community infrastructure types (not listed above) and infrastructure that is not part of Council's network is out of scope. However, the Community Infrastructure Framework will:

- consider how demand is currently met by other community infrastructure (not owned by Council)
- identify opportunities to link with spaces and facilities that complement Council's network

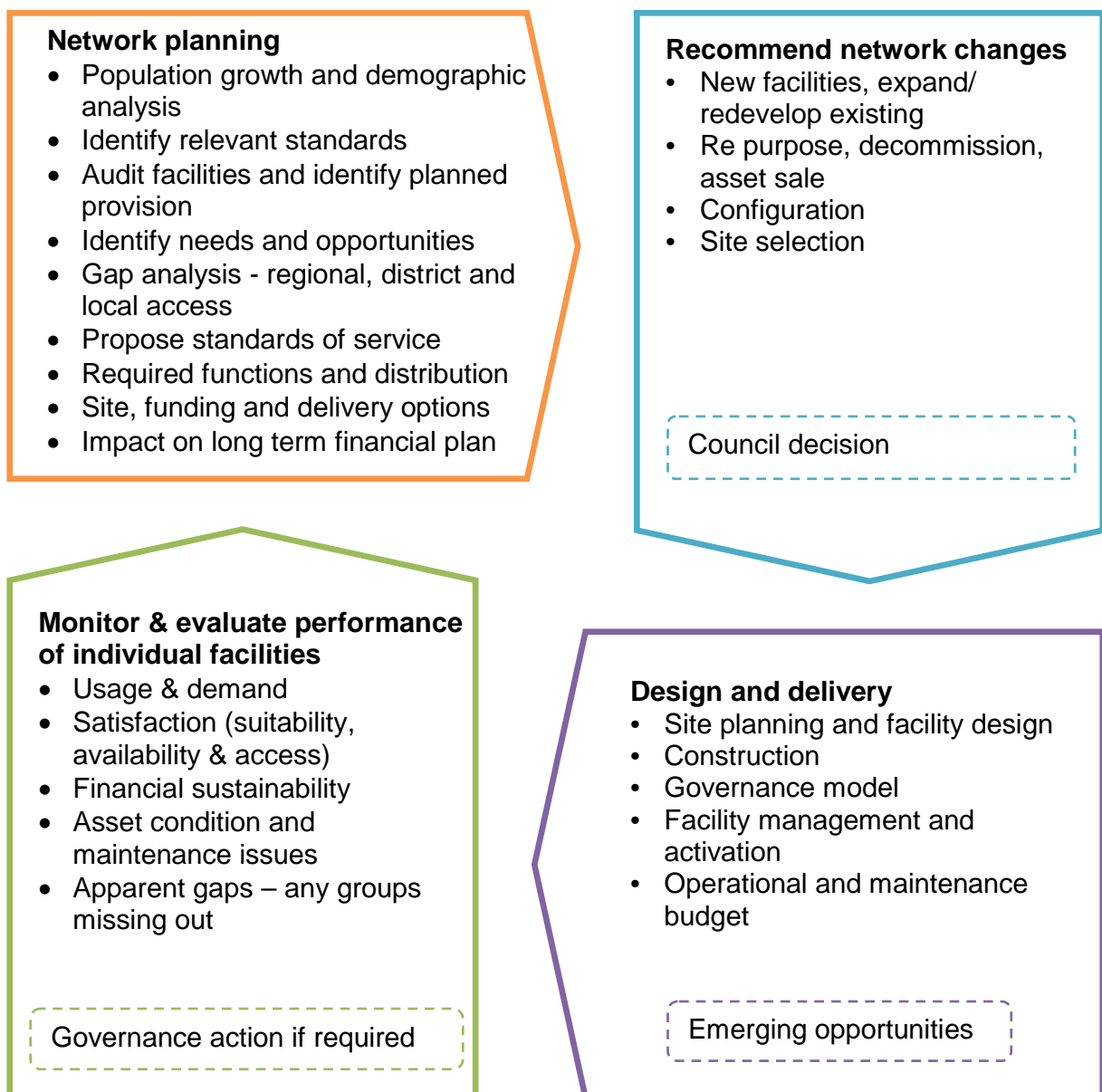
Other relevant facilities may include: All leased Council facilities, school halls and performing arts facilities, Police Citizens Youth Club facilities, multi-purpose/meeting space in other council facilities, private/ community recreation clubs, Aboriginal cultural centre and museum, and government offices/ service hub.

5 Planning and delivery cycle

This framework acknowledges that activities relating to community and cultural facilities across Tweed Shire are at different stages of planning and delivery. These range from comprehensive auditing and shire wide planning to acquisition, maintenance programs, redesign of existing spaces, and reviewing governance, management and activation models.

The network planning and delivery cycle below (Figure 1) presents a global view of these activities and how they inform each other. It provides the structure for the Community Infrastructure Framework.

Figure 1: Tweed Shire Council community and cultural facilities network planning and delivery cycle



6 Engagement in planning and delivering the community and cultural facilities network

Changes to Tweed Shire's community and cultural facilities, and policy directing future investment and development, are of great interest to the Tweed community and other stakeholders. This work requires a high level of community engagement and careful design of activities to meet specific engagement objectives at different stages in the network planning and delivery cycle.

Council relies on data and analysis gathered through community engagement activities as a major input to its decisions about investment in the community and cultural facilities network. If a long period has lapsed since engagement was undertaken the information and analysis needs to be re-tested with the community or fresh engagement undertaken.

6.1 Key messages for community engagement

Specific engagement messages may be required for different activities. However, the following key engagement messages apply broadly to planning and delivery of the community and cultural facilities network.

- Community and cultural facilities are public assets that need to be accessible, welcoming and activated places for the whole community.
- A comprehensive understanding of need for community and cultural facilities is essential to invest limited resources in developing a network that is accessible for communities across Tweed Shire.
- Tweed Shire Council community and cultural facilities operate as a network of complementary regional, district and local facilities, not just as individual facilities.

6.2 Designing engagement activities

The engagement planner on the following pages provides guidance for planning and designing community engagement to support planning and delivery activities at different stages in the network planning and delivery cycle.

Phase	Stakeholder groups	Engagement objectives, issues & questions	Engagement activities & methods
<p>Network planning</p> <ul style="list-style-type: none"> • Population growth and demographic analysis • Identify relevant standards • Audit facilities and identify planned provision • Identify needs and opportunities • Gap analysis - regional, district and local access • Propose standards of service • Required functions and distribution • Site, funding and delivery options • Impact on long term financial plan 	<ul style="list-style-type: none"> • Tweed Shire Council (TSC) staff • Councillors • TSC CCF (Community and Cultural Facilities) network facility managers, including Richmond Tweed Regional Library (RTRL) • TSC CCF network facility users • Facility managers outside TSC CCF network • Community service provider networks • Public • Media • Equity stakeholders 	<ul style="list-style-type: none"> • Community conversation about best value; community understanding the facilities we have, their intended catchments and how they function as a network. • Feedback on network planning methodology (Draft Community Infrastructure Framework). • What should Council be providing in its network? To what standard/ quantity? • Gather preliminary information on usage and demand. • Gauge community satisfaction with existing Tweed SC CCF network (suitability, availability, access). • Identify gaps in the existing TSC CCF network, and related needs, opportunities and issues. • Test analysis of facility and functional requirements with stakeholders. • Identify and assess site and funding options. • Information exchange with potential investors/partners/funders about community infrastructure needs and delivery options. 	<ul style="list-style-type: none"> • Internal meetings and advice • Councillor workshop • Fact sheets/ summary of analysis/ concept drawings for key sites and options • Provider survey/ interview • Online public survey • Public exhibition, displays and online forum • District planning workshops • Site visits/ tours/ safety audits • Media releases and Tweed Link articles
<p>Recommend network changes</p> <ul style="list-style-type: none"> • New facilities, expand/ redevelop existing • Re purpose, decommission, asset sale • Configuration • Site selection 	<ul style="list-style-type: none"> • TSC staff • Councillors • TSC CCF network facility managers (including RTRL) • TSC CCF network facility users • Facility managers outside TSC CCF network • Community service provider networks • Public • Media • Equity stakeholders 	<ul style="list-style-type: none"> • Public review and comment on recommended changes. • Develop delivery and/ or transition plans with affected stakeholders and groups if required. 	<ul style="list-style-type: none"> • Councillor workshop • Council report • Public exhibition and online forum • Stakeholder workshops or briefings if required

Phase	Stakeholder groups	Engagement objectives, issues & questions	Engagement activities & methods
<p>Design and delivery</p> <ul style="list-style-type: none"> • Site planning and facility design • Construction • Governance model • Facility management and activation • Operational and maintenance budget 	<ul style="list-style-type: none"> • TSC staff • Councillors • TSC CCF network facility managers (including RTRL) • TSC CCF network facility users • Community service provider networks • Public • Media • Equity stakeholders 	<ul style="list-style-type: none"> • Work with community members, other stakeholders and groups to involve them in design. • Canvas options for governance, management and activation. 	<ul style="list-style-type: none"> • Internal meetings and advice • Councillor workshop • Fact sheets/ summary of analysis/ concept drawings for key sites and options • Design workshops • Site visits/ tours/ safety audits • Public exhibition and online forum • Media releases and Tweed Link articles
<p>Monitor & evaluate performance of individual facilities</p> <ul style="list-style-type: none"> • Usage & demand • Satisfaction (suitability, availability & access) • Financial sustainability • Asset maintenance • Apparent gaps – any groups missing out 	<ul style="list-style-type: none"> • TSC staff • TSC CCF network facility managers (including RTRL) • TSC CCF network facility users • Public 	<ul style="list-style-type: none"> • Facility usage and demand. • User satisfaction with individual facilities (suitability, availability, access). 	<ul style="list-style-type: none"> • Provider survey/ interview • Online public survey • Usage statistics collection program

7 Network planning

7.1 Population growth and demographic analysis

Population, projected growth and demographic analysis are primary inputs to community infrastructure analysis. The data required is available largely through Council online community profile and forecasts produced by ID consulting (Forecast ID population projections are under review in April-June 2014).

Analysis is required for each regional, district and local catchment being considered. The community infrastructure planning catchments for Tweed Shire are listed below.

The Cultural and Community Facilities Plan prepared for Council in 2007 identifies three levels for community facilities and guidance on catchment population sizes:

- shire wide or regional
- district (20,000 to 30,000 people, and up to 50,000 in some cases)
- local (5000 to 10,000 people)

Tweed Heads is a major regional centre - designated in the *Far North Coast Regional Strategy 2006-31* - and will generally be the most suitable location for regional infrastructure, including in some cases facilities that serve a catchment that extends beyond Tweed Shire.

There are three district catchments in Tweed Shire - Tweed Urban North (including the Tweed Heads major regional centre), Coastal and Rural West (including Murwillumbah). The district catchments and constituent local area catchments are listed in Table 1. Local area catchments correspond to the small areas in Council's online community profile and population forecasts.

Table 1: District and local area catchments for community infrastructure

District catchment	Tweed Urban North	Coastal	Rural West
Local area catchments	<ul style="list-style-type: none"> • Bilambil - Bilambil Heights • Cobaki - Piggabeen area • Terranora • Tweed Heads • Tweed Heads South - Banora Point • Tweed Heads West 	<ul style="list-style-type: none"> • Cabarita area • Mid Coast - Casuarina • North Coast - Kingscliff • South Coast - Pottsville 	<ul style="list-style-type: none"> • Murwillumbah & District • North East Hinterland - Tumbulgum • North West Tweed - Tyalgum • South East Hinterland - Burringbah • South West Tweed - Uki

7.2 Identify relevant standards

The Community and Cultural Facilities Plan prepared for Council in 2007 employed the following approach to apply population based standards for community infrastructure provision.

- Analyse access to individual facility types within each district and local area catchment.
- Determine the numbers and types of additional facilities required using population-based standards.
- Recommend sizes for individual facilities to respond to the circumstances in each

catchment, including consideration of co-locating with existing facilities and compatible uses.

Population-based standards/benchmarks referenced in the 2007 Community and Cultural Facilities Plan (Table 2) are used in this framework as one input to analysis of community infrastructure requirements.

Table 2: Community facility benchmarks/ standards - minimum best practice

Level	Facility type	Benchmark for provision (# per population)
Local	Community meeting room/ multipurpose hall	1:6-10,000
District	Multipurpose community centre/ civic centre	1:20-30,000
	Youth facility/ service	1:20,000
	Neighbourhood centre	1:20-30,000
Regional/ shire wide	Art Gallery	1:30-150,000
	Museum	1:30-120,000
	Performing arts/ exhibition/ convention centre	1:50-200,000

Source: SGS Economics and Planning 2007. Facilities not relevant to the TSC CCF Network have been excluded.

The State Library of NSW sets out population-based standards for library floor space provision. See http://www.sl.nsw.gov.au/services/public_libraries/docs/people_places.pdf

7.3 Inventory of community and cultural facilities

An inventory of community and cultural facilities is required to identify all facilities and assets that may impact on analysis of current and future requirements. An inventory of community and cultural facilities was undertaken to inform the 2007 Cultural and Community Facilities Plan. Updating of this inventory is ongoing and includes:

- existing assets within the Tweed Shire Council community and cultural facilities network (as per the scope listed in Section 4)
- other facilities where Council has negotiated community access
- facilities outside the Tweed Shire Council community and cultural facilities network that may impact on demand for provision of community and cultural facilities by Council

A summary of current provision and analysis against relevant standards is required to inform needs analysis and community engagement on future community and cultural facility requirements.

Endorsed plans for additional facilities or other changes to the Tweed Shire Council community and cultural facilities network need to be identified and relevant information available to inform analysis of community infrastructure requirements and recommendations.

7.4 Identifying needs and opportunities

7.4.1 Existing information

A wide range of planning and engagement activities internal and external to Council identify needs and opportunities that are relevant to planning for community and cultural facilities. Examples include local and shire wide town planning projects, community development plans and strategies, and community facility planning projects, reports and strategies.

Needs and opportunities identified in existing reports and plans should be considered in analysis of community and cultural facility requirements. When considering this information it is important to assess:

- the level and type of community engagement undertaken to collect the data
- when the information was collected

Additional engagement may be required to test findings with the community and other relevant stakeholders, or a new engagement strategy/ activities may be needed? See Section 6 above for guidance on planning engagement activities.

7.4.2 Understanding need

Different types of information needs to be brought together to understand community infrastructure needs. Table 3 presents a framework for understanding types of need and related information sources.

Table 3: A framework for understanding need

Types of need	Information sources
Felt need - what people say they need	Engagement with/ feedback from community members and other stakeholders.
Expressed need - actual demand	Measured through usage data, service requests and wait lists.
Normative need - expert analysis of need (including latent need that users may not yet aware of)	Analysis of demographic change, expected population growth, research, public policy and social trends.
Comparative need - comparative rates of provision	Comparison against established standards and common rates of supply in other similar communities.

Source: Adapted from *South East Queensland Social Infrastructure Planning Guideline* (Office of Urban Management 2007), and *Social Planning Guidelines for Queensland Local Government* (Local Government Association of Queensland 1996).

7.4.3 Assessing demand

Issues affecting demand need to be considered in analysis of community and cultural facilities requirements. These include, but are not limited to:

- whether existing facilities (including schools, private sector and community venues in Tweed Shire with large auditoriums and performance facilities, and the Gold Coast Arts Centre (and future Gold Coast Cultural Precinct) will meet demand, or impact on demand for Council facilities
- risks and consequences of drawing demand away from existing facilities in Tweed Shire
- suitability and capacity of existing local and district facilities to support regional functions (such as rehearsal and smaller performances space)

7.5 Proposed Tweed Shire Council standards

Table 4 proposes general standards to guide analysis of facility requirements within the Tweed Shire Council community and cultural facilities network. Note that these standards are only one input to analysis of community infrastructure requirements. The range of issues associated with needs, opportunities and demand (outlined in section 7.4) should be considered when applying these guiding standards.

Table 4: Proposed TSC standards

Level	Facility type	Benchmark for provision (# per population)
Local	Community meeting room/ multipurpose hall	1:6,000
District	Multipurpose community centre/ civic centre	1:15,000*
	Youth facility/ service	1:20,000**
Regional/ shire wide	Art Gallery	#
	Museum	#
	Performing arts/ exhibition/ convention centre	1: Tweed Shire LGA (90,000 plus wider Northern Rivers catchment).

Note: some district facilities may serve local functions and this will be considered in analysis of current and future requirements. Standards listed in Table 4 are a starting point for analysis and are to be considered in light of principles listed in Section 3.

* Includes neighbourhood centre functions.

** Subject to consideration of current and projected age profile within district catchments.

Further consideration and analysis required.

7.6 Community infrastructure analysis

Table 5 presents the sample analysis framework to be applied to each community infrastructure type in each catchment. It takes account of the items listed in Sections 7.1 to 7.5. The revised Community and Cultural Facilities Network Plan will present this analysis for the following infrastructure types:

- regional performing arts centre
- public library service
- district multipurpose community centre (including neighbourhood centres)
- local community hall/ multipurpose community centre
- museum
- gallery
- community arts workshop space
- youth space
- seniors hub/ centre

Table 5: Sample analysis

[Catchment] [level] [facility type] <i>Eg: Tweed Urban North district multipurpose community centre</i>					
Primary functions	Community building and meeting space, community programs and activities (cultural, recreational and general community activities).				
Components	General purpose hall, meeting rooms, administrative offices, kitchen (catering), utilities, storage, disability access, public transport access, community service/program delivery (including consulting/ counselling rooms in some cases), wet areas for art workshops and other activities may be appropriate for some centres.				
Relevant standards	Multipurpose community centre/ civic centre	1:20-30,000			
	Neighbourhood centre	1:20-30,000			
Existing facilities	Council owned	Other			
	Tweed Civic Centre	Nil			
2014 rate of provision	1:45736				
Analysis	<i>Commentary on needs</i> <i>Reference any existing plans for additional facilities or other changes to the network</i>				
Proposed standard	1: 15,000 (including multipurpose centre and neighbourhood functions)				
Additional requirements for projected resident population	2014: 45,736	2016: 47,635	2021: 54,777	2026: 62,649	2031: 68,625
	2.0	2.2	2.7	3.2	3.6
Demand considerations and opportunities	Lack of local level community meeting rooms and activity spaces in Tweed Heads adds to demand for district facilities.				
Recommendation	Proposed facility distribution and size				

Adapted from Gold Coast City Council 2007, *Northern Growth Corridor Social Infrastructure Plan 2021 draft*.

7.7 Site options

The following factors need to be considered in analysis of suitable sites and co-location options for community infrastructure.

Location

- Accessibility to public transport.
- Central and convenient locations for access by the growing population.
- Capacity to provide required parking on site and/or facilitate access to parking in close proximity (integrated parking may be considered within a precinct for a mix of uses such as retail, recreation and cultural facilities).
- Quality of pedestrian access for the current and future catchment population.

Influences and demands on the site

- Demand on sites for other uses (including for recreation and open space).
- Development/delivery partnerships may present other uses on the site that need to be considered, such as residential accommodation.
- Space for future expansion, particularly for libraries.
- Local heritage values may influence or limit development, including Aboriginal cultural

heritage.

Public domain

- Need to integrate with open space.
- Land use zoning and integration with surrounding land uses.
- Opportunity to deliver high quality urban design on the site that contributes and relates to the public domain and a sense of place.

Financial

- Site constraints and affordability of associated development costs.
- Cost/value of land and building.
- Potential/ likely costs over the whole lifecycle of the asset (depreciation/ appreciation, mixed-use or joint development, commercial rent or other opportunities).

7.8 Funding strategy

A mix of funding mechanisms will be required to fund development of Council's community and cultural facilities network. These include some income generation options on Council land including mixed use development and leasing commercial space, where site selection allows for these uses.

Council currently collects infrastructure contributions for community facilities and libraries under Section 94 of the Environmental Planning and Assessment Act 1979. Relevant contribution plans will be updated to reflect planned changes to the Tweed Shire Council community and cultural facilities network.

Council's wider range of funding options includes:

- updating infrastructure contributions plan/s for eligible items where demand is attributed to the new population
- general revenue
- borrowings
- asset sales
- grants and benevolent investment
- mixed-use development partnerships (including by tender where appropriate)
- leasing space in Council facilities for commercial activity where appropriate

8 Recommending network changes

Analysis of community and cultural facility requirements and delivery options considered through the network planning methodology outlined in above will generate recommendations to Council about changes to the Tweed Shire Council community and cultural facilities network, parts of the network and/ or individual facilities.

Council and others investing in the Tweed Shire Council community and cultural facilities network need sound analysis of options to inform their decisions, having regard to the principles outlined in this framework. Reports to Council need to demonstrate how the following issues have been considered.

- Options for refitting, redeveloping or expanding existing assets.
- Configuration and co location options.
- Site and funding options including:
 - cost and revenue issues over the life of the asset
 - accessibility to serve the growing population across Tweed Shire
- Transport issues and options.
- Access for disadvantaged, isolated and small communities.
- Requirements for governance, asset management and activation of community and cultural facilities.
- Potential impacts on options for future development of the Tweed Shire Council community and cultural facilities network.
- Demand impacts within and outside the Tweed Shire Council community and cultural facilities network.
- How the proposed changes will contribute to developing a network of facilities with complementary functions to meet the needs of residents across Tweed Shire and the visitor population.

Refer to Section 6 for guidance on planning and designing community and stakeholder engagement for the *recommending network changes* phase.

9 Design and delivery

Activities in the design and delivery phase include:

- site planning and facility design, including consideration of physical access and site analysis factors listed in Section 7.6
- construction of new facilities and refitting/redeveloping existing facilities
- establishing governance arrangements for individual facilities or sections of the Tweed Shire Council community and cultural facilities network
- facility management and activation - including programming

Refer to Section 6 for guidance on planning and designing community and stakeholder engagement for the *design and delivery* phase.

10 Monitor and evaluate performance of individual facilities

This phase of the planning and delivery cycle is focused on collecting:

- the information needed to monitor performance and manage individual facilities
- data that can be analysed at a network level to inform planning and delivery across Tweed Shire - feeding back into the *network planning phase*

Requirements and activities are listed in Table 6.

Table 6: Information requirements for monitoring and evaluation

Information requirements	Activities and systems
Inventory of community and cultural facilities	<ul style="list-style-type: none"> • Manage the inventory as per Section 7.2.
Satisfaction with facilities (suitability, availability & access)	<ul style="list-style-type: none"> • Provider survey/ interview. • Online public survey.
Financial management	<ul style="list-style-type: none"> • Monitor expenses and revenue for individual facilities and sections of the TSC CCF network. • Consolidated accounting for expenditure of s94 contributions.
Usage & demand	<ul style="list-style-type: none"> • Usage statistics collection program, (including occasions where facilities are not available).
Asset condition and maintenance issues.	<ul style="list-style-type: none"> • Comprehensive community and cultural facilities maintenance register (may be included as part of the inventory).