



Moreton Bay Regional Council

Local Government Infrastructure Plan (LGIP) Interim Amendment No. 1

Land for Community Facilities Extrinsic Material

Consultation version August 2021

Extrinsic material and background reports

The Local Government Infrastructure Plan (LGIP) is supported by a suite of reports available on the Moreton Bay Regional Council website.

An extrinsic material report is provided for each of the following trunk infrastructure networks:

- Transport (roads)
- Transport (active)
- Stormwater (quality and quantity)
- Public parks
- Land for community facilities.

An extrinsic material report is provided for each of the following:

- Planning assumptions
- Schedule of works model.

A background report is provided for each of the following:

- Active transport
- Parks catchment analysis
- Community facilities network
- Stormwater quantity
- Stormwater quality
- Land valuations.

Note: The first local government infrastructure plan for Moreton Bay Regional Council came into effect in 2017 and is referred to as LGIP 2017 in all extrinsic materials. The term LGIP refers to the proposed Local Government Infrastructure Plan (LGIP) Interim Amendment No. 1 - Consultation version 2021.

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Glossary

Type	Description
Annual exceedance probability (AEP)	The probability that a given rainfall total accumulated over a given duration will be exceeded in any one year.
Multi-purpose facility	Facility serving three or more community service functions and may cross classification types.
Gross floor area (GFA)	<p>The total floor area of all storeys of a building (measured from the outside of the external walls or the centre of a common wall), other than areas used for the following:</p> <ul style="list-style-type: none"> a. building services, plant and equipment; b. access between levels; c. ground floor public lobby; d. a mall; e. the parking, loading and manoeuvring of motor vehicles; f. unenclosed private balconies whether roofed or not <p>MBRC Planning Scheme, Schedule 1 Definitions, Table SC1.2.2—Administrative definitions</p>

1 Introduction

1.1 Purpose

The Local Government Infrastructure Plan (LGIP) identifies Council's plans for trunk land for community facilities infrastructure to serve future growth in an effective and financially sustainable manner. In May 2021 Council resolved to undertake an interim amendment to its LGIP to implement the most recent trunk infrastructure network planning for the Moreton Bay Region under the Minister's Guidelines and Rules (MGR 2020).

This report provides the extrinsic material for the land for community facilities network.

1.2 Background

Moreton Bay is one of the fastest growing regions in Queensland with a permanent residential population of 485,398 in 2021. Population assumptions project an increase to 614,908 by 2026, with growth to occur across multiple communities in the region¹. This growth will place considerable pressure on the region's community facilities networks to expand and adapt to changing community preferences and needs.

Council must identify the requirements for future community facilities to meet demand when managing this growth.

This review has included a strategic level assessment of community facilities, relying on the overarching *Community Facilities Strategy 2012-2031* and *the Interim Community Infrastructure Plan 2012-2031* as the basis of established principles for the provision of this network in the region. Recent analysis of use rates and capacity were used to review desired standard of service and have been adjusted to reflect current patterns of use and facility provision. This review has considered the revised population assumptions and the demand they generate for community facilities to 2036.

Within the LGIP, public parks and land for community facilities are considered one network. However, separate extrinsic reports are provided for the assessment of land for community facilities and public parks because of their distinct requirements.

1.3 Community facilities network

Moreton Bay Regional Council provides and supports a broad range of community facilities, including:

- Community centres and halls
- Libraries
- Art galleries/development spaces
- Cultural/performance spaces
- Museums/heritage spaces
- Showgrounds
- Visitor information centres
- Caravan parks
- Youth centres
- Cemeteries

¹ Local Government Infrastructure Plan (LGIP) Interim Amendment No 1. Planning Assumptions It is important to note that the planning for land for community facilities uses permanent population figures only. Other trunk networks have different approaches.

- Aquatic centres
- Community commercial spaces (eg incubator spaces)
- Waste management facilities
- Community group infrastructure (eg men's shed, Scouts, PCYC, U3A etc).

The land for community facilities trunk infrastructure network only includes land for community facilities - not the facilities themselves. Further, the trunk infrastructure is limited to land for the following types of community facilities only (rather than the full range of community facilities that Council provides or supports). The revised list of community facilities for LGIP includes:

- Community centres and halls
- Libraries
- Art galleries/development spaces
- Cultural/performance spaces
- Museums/heritage spaces
- Youth centres
- Aquatic centres.

The above list has changed from LGIP 2017 with the removal of cemeteries and the inclusion of aquatic centres for the following reasons:

- Cemeteries have particular land requirements and a specific tenure associated with private purchasing of plots which makes their role as public trunk infrastructure more tenuous. Council still provides cemeteries as a community facility for the region, but the funding and planning will be undertaken separately to LGIP.
- Council provides aquatic centres as a community facility for recreation, leisure and health. Land for these facilities will provide community benefit for residents across the region. This wide catchment and higher order function satisfy the requirements for trunk infrastructure.

2 Planning approach and methodology

2.1 Planning principles for the community facilities network

The vision, principles and themes used in this trunk infrastructure network are sourced from Moreton Bay Regional Council's *Community Infrastructure Strategy 2012-2031*.²

2.1.1 Vision for community facilities

The vision for the network is:

Moreton Bay Region has a diverse network of community infrastructure that brings people together, provides a focus for communities and is integral to a vibrant, creative, healthy and strong community (page 8).

2.1.2 Principles

Three key principles direct the planning and establishment of community facilities for the region:

- equity and opportunity
- accessibility
- safety.

Council seeks to model industry best practice by incorporating ecologically sustainable siting principles, avoidance, mitigation and offset principles when planning infrastructure. Alternative locations may be considered for identified projects where infrastructure is proposed to be delivered within high value areas. These principles align with the MBRC Planning Scheme.

2.1.3 Themes for delivery of facilities

There are four themes which shape the location, type and management of community facilities and establish the criteria for the land required for this network.

- Well located and accessible facilities** – Population in the Moreton Bay Region is focused around key activity centres. Community hubs and centralised services will provide enhanced meeting places for all residents.
- Multipurpose and adaptable facilities** – Existing community facilities are ageing and may not provide for current and future community needs. Existing and new community infrastructure will be designed to respond to the population's changing needs.
- Diverse facilities** – Population growth, employment opportunities and a changing population age profile require a diverse range of facilities to meet the needs of all residents. Council will ensure existing and future facilities meet the needs of this diverse population.
- Well managed facilities** – Community facilities are provided by Council, the state government and non-government organisations. Council will work with these alternative community providers through new models of collaboration to ensure efficient management of community facility infrastructure development and provision.

² www.moretonbay.qld.gov.au/files/assets/public/services/publications/planning-strategies/community-infrastructure-strategy.pdf

3 Service catchments

3.1 Community facilities network service catchments

The land community facilities network is assessed in terms of their service catchments (local and district). These have been determined by referencing the following documents:

- *Community Infrastructure Strategy 2012-2031*
- *Interim Community Facilities Plan 2012-2031*.

In this interim review of the LGIP the catchment boundaries were considered at both a local and district level. The district boundaries used for the LGIP are generally consistent with the original boundaries used for LGIP 2017. Minor adjustments were made to the local boundaries; however, these are only used for network and gap analysis and fit within the district catchments.

Catchment planning for the community facilities networks was undertaken by dividing the region into five district catchments. It is noted however that most of the facilities support a broader region. The district catchment boundaries were based on the Moreton Bay Regional Council Planning Scheme Strategic Framework planning areas.

The five district catchments illustrated in Figure 1 are:

- Caboolture
- Coastal communities and Bribie Island
- North Lakes - Redcliffe - Moreton Bay Rail Corridor
- Rural
- Strathpine.

While the region is broken into five district catchments some of the community facility use patterns will vary and overlap, and sometimes service the entire region. For example, museums will draw across the region and potentially also attract tourist clientele. Catchments still provide a means of measuring balance of provision across the region.

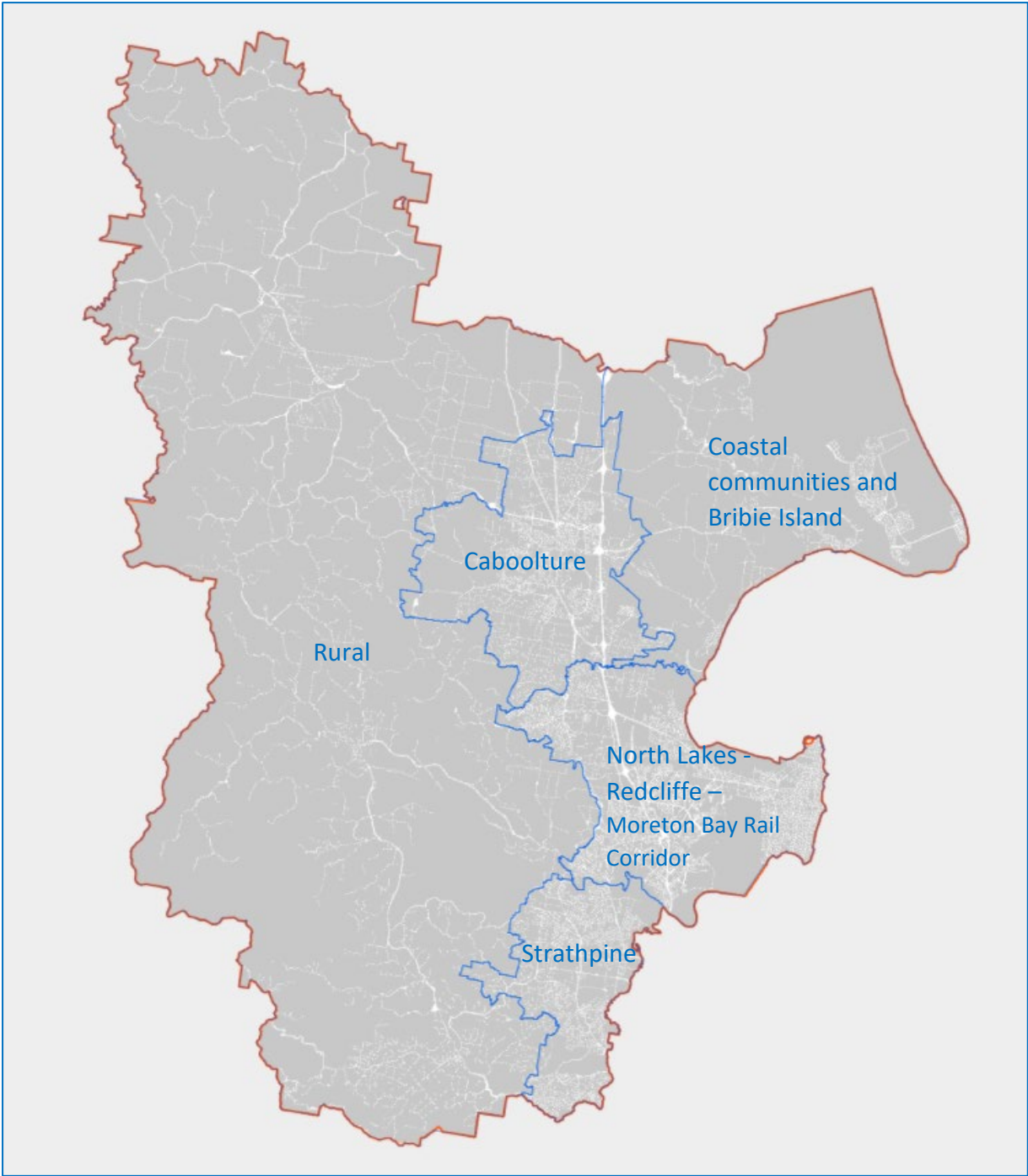


Figure 1: Catchment boundaries - land for community facilities

4 Demand assumptions

4.1 Population assumptions

Moreton Bay Regional Council LGIP Planning Assumptions³ were used to undertake catchment planning reviews for the community facilities network.

The base year for the planning is 2016, with a planning horizon of 20 years to 2036. The table below shows permanent resident population figures, as community facilities are used by residents rather than visitors and other non-resident categories. These existing and projected population figures form the demand for community facilities.

Projection area	Development type	Pop 2016	Pop 2021	Pop 2026	Pop 2031	Pop 2036	Pop ultimate
COASTAL COMMUNITIES AND BRIBIE ISLAND	Multiple dwelling	6,364	7,294	9,097	9,617	9,965	10,918
	Single dwelling	29,168	31,358	33,343	34,370	34,857	35,821
	Total resident dwellings	35,532	38,652	42,440	43,987	44,821	46,739
CABOOLTURE	Multiple dwelling	8,772	12,426	15,409	20,081	25,760	56,274
	Single dwelling	69,488	78,873	88,392	99,279	104,874	183,846
	Total resident dwellings	78,260	91,299	103,801	119,360	130,634	240,119
NORTH LAKES - REDCLIFFE – MB RAIL CORRIDOR	Multiple dwelling	33,589	43,867	56,577	69,838	86,003	139,991
	Single dwelling	162,043	177,142	185,824	195,287	198,209	209,518
	Total resident dwellings	195,632	221,009	242,401	265,124	284,212	349,508
STRATHPINE	Multiple dwelling	8,205	9,564	12,531	14,848	18,887	32,478
	Single dwelling	87,467	89,342	90,684	91,632	94,039	99,015
	Total resident dwellings	95,672	98,906	103,214	106,480	112,926	131,492
RURAL	Multiple dwelling	192	235	387	390	389	390
	Single dwelling	33,936	35,297	37,493	39,429	41,925	46,716
	Total resident dwellings	34,128	35,532	37,880	39,818	42,314	47,106
MORETON BAY LGA	Multiple dwelling	57,122	73,386	94,001	114,774	141,003	240,051
	Single dwelling	382,102	412,012	435,735	459,996	473,904	574,915
	Total resident dwellings	439,224	485,398	529,736	574,770	614,908	814,966

Table 1: Existing and projected population (by LGIP time periods)

Note: These residential population figures exclude temporary accommodation such as motel rooms, hospital beds, prison cells, marina berths, student dorm rooms and tourist accommodation.

³ Moreton Bay Regional Council (2020) Local Government Infrastructure Plan (LGIP) Interim amendment No.1 Planning Assumptions.

5 Desired standard of service

The desired standard of service (DSS) for the land for community facilities was based on the following documents:

- *Community Facilities Strategy 2012-2031*
- *Interim Community Facilities Plan 2012-2031*.

The DSS was updated from these documents through a review of each facility type's, use and functionality. These reviews investigated capacity within the existing networks for each facility type, which has a specific set of DSS relating to population catchment, land area and GFA. The review considered the existing provisions, functionality, audits of current facilities, operational cost implications and funding mechanisms for development of new facilities.

5.1 Overview of community facilities desired standard of service

The DSS for community facilities was reviewed by considering existing community infrastructure requirements and performance, previous internal studies, state government statutory guidelines, the *South East Queensland Regional Plan 2005-2026*, Implementation Guideline No. 5 – Social Infrastructure Planning, and benchmarking across the South East Queensland region.

These standards were reviewed with reference to the Moreton Bay Region and existing community facility provision to ensure the standard developed was appropriate in the local context. DSS is intended to provide a guide for future community infrastructure provision. The standard should be considered as part of a wider assessment of local needs, including demography, capacity of existing facilities, social and economic disadvantage, lifecycle costs and the unique needs of the diverse communities. Further information regarding the community infrastructure desired standard of service can be found in the *Interim Community Facilities Plan 2012-2031*.

5.2 Desired standard of service

The land for community facilities infrastructure network DSS for this LGIP have the following four aims:

1. Functional network
2. Accessibility
3. Rate of provision
4. Infrastructure design/ performance standards.

Tables 2-5 set out the desired standard of service for the land for community facilities trunk infrastructure network. Table 2 identifies the general desired standard of service. Tables 3-5 identify particularly desired standards of service for each of the seven types of community facilities:

- Community centre (halls)
- Libraries
- Art galleries
- Museums
- Youth centres
- Aquatic centres
- Performance and cultural spaces.

Measure	Planning criteria	Design criteria
Functional network	A network of land for community facilities is established to provide for the development of community facilities.	Land for community facilities is provided at a local, district and regional level. Land for community facilities provides for the development of community facilities.
Accessible	Land for community facilities is located to ensure adequate pedestrian, cycle and vehicle access. New land for community facilities is located within an appropriate place type in the Planning Scheme's Strategic Framework.	Accessibility design standards are identified in Table 3.
Rate of provision <ul style="list-style-type: none"> • Minimum size • Land quality/suitability • Maximum grade • Flood immunity 	Land for community facilities is provided to a standard that supports a diverse range of community services - promoting activities to meet community expectations. This includes ensuring land is of an appropriate size, configuration and slope, and has an acceptable level of flood immunity.	The rate of provision for community facilities is identified in Table 4. The size of land/GFA for community facilities is identified in Table 5. The maximum gradient for land for community facilities is a site by site assessment. The minimum flood immunity for land for community facilities is all facilities to be located above 1% AEP flood risk level.
Infrastructure design/performance standards	Maximise opportunities to co-locate community facilities close to other community infrastructure, transport hubs and valued environmental and cultural assets.	Local government standards in planning scheme and planning scheme policies. Australian Standards.

Table 2: Desired standard of service - land for community facilities

Infrastructure type	Accessibility standard		
	Local	District	Regional
Community halls (centres)	Within local centres or hubs	Within activity centres	
Youth centres	N/A	Within activity centres	N/A
Library	Within Activity centres		
Art gallery	N/A	Within activity centres	
Cultural/performing arts centre	Within activity centres		
Museum	N/A	Site specific	
Aquatic centre	N/A	Within or adjacent to activity centres	Site specific or within regional sports complex

Table 3: Accessibility standard for land for community facilities

N/A Not applicable

Infrastructure type	Rate of provision (facility /people)		
	Local	District	Regional
Community centre (halls)	1 per 15,000	1 per 50,000	1per 200,000
Youth centres	N/A	1 per 50,000	N/A
Library	Special need - as required (up to 30,000)	1 per 30,000	1 per 70,000 to 150,000
Art gallery	N/A	1 per 70,000	1 per 150,000
Cultural/performing arts centre	N/A	1 per 50,000	Site or community specific
Museum	N/A	1 per 80,000	N/A
Aquatic centre	On needs based merit	1 per 30,000	1 per 150,000

Table 4: Rate of provision for land for community facilities

N/A Not applicable

Infrastructure type	Minimum area		
	Local	District	Regional
Community centre (halls)	Land - 5000m2	Land - 10,000m2	As required
Youth centres	N/A	Land - 5,000m2 or adjoining open space	N/A
Library	Land - 2000m2	Land - 5000m2	Land - 5000m2
	GFA based on State Library Queensland Guidelines		
Art gallery	N/A	Land - 5000m2	N/A
Cultural/ Performing Arts Centre	N/A	Land - 5,000m2	Land - 5,000m2
Museum	Site specific		
Aquatic centre	Land - 10,000m2	Land - 15,000m2	Land - 25,000m2

Table 5: Minimum criteria for land for community facilities

N/A Not Applicable

Wherever possible, land for community facilities should be located as a hub of community activity.

The combination of activities is to be determined by community need, and areas for each type of activity combined to calculate the total area required for the hub.

6 Definition of trunk (by hierarchy and typical embellishments)

The land for community facilities trunk infrastructure network is intended to service development consistent with the LGIP assumptions by providing the desired standard of service in a coordinated, efficient and financially sustainable manner.

The land for community facilities trunk infrastructure network comprises development infrastructure which:

- (a) Includes only the following:
 - (i) land and minor works to make the land suitable (ie grass, service connection) for community facilities at the regional, district and local level such as community halls, public recreation centres and public libraries.
- (b) Excludes the following:
 - (i) the buildings, structures and embellishments for community facilities at the regional, district and local level.

The land for community facilities trunk infrastructure network consists of land for the following types of community facilities:

Community halls (centres)

Community centres include community hubs, community halls and meeting rooms. Community halls (centres) are buildings provided for the use of community and available for hire.

Libraries

Libraries are places to discover, learn, play and imagine. Moreton Bay Region Libraries provide collections, programs and spaces that connect people to resources and each other to create opportunities for collaboration, strengthen communities and enrich lives. Libraries are community hubs. They are safe havens for kids when school is not in session, offering after school homework help, games and book clubs. Libraries offer computer classes, enabling older adults to stay engaged in a digital world. Libraries facilities can be either, local district or regional scales.

Youth centres

For the LGIP, youth centres include youth services and programs which are generally run by partner organisations or other government departments. An example is the Redcliffe Area Youth Space.

Art galleries

Art galleries include galleries and art development spaces, allowing for exhibition, incubation and development of artists within the region. An example is the Caboolture Regional Art Gallery.

Cultural and performance spaces

These are places for community cultural events and performances. They come in a range of sizes to meet various needs. An example is the Redcliffe Cultural Centre.

Museums

Museums provide spaces devoted to acquisition, conservation, study, exhibition and education interpretation of moveable culture or objects with scientific, historic or artistic value. They offer a destination for residents and visitors to appreciate history, providing a vital link to the area's heritage. An example is the Pine Rivers Heritage Museum.

Aquatic centres

Aquatic centres include swimming pools catering for the range of aquatic leisure and sports activities, and include four categories:

1. Lap swimming
2. Aquatic education and therapy
3. Leisure and tourism
4. Elite competition performance.

They range from regional, district and local level. Some will have a specific general function while most will serve across a range of functions. An example is the Redcliffe Memorial Pool.

7 Methodology - Network planning and modelling

7.1 Network modelling

The community facilities network planning and modelling was undertaken with reference to the *Interim Community Facilities Plan 2012-2031*.

This work was updated with network modelling undertaken in 2019-2020.

7.2 Network principles

The *Community Infrastructure Strategy* sets out the following fundamental principles for the planning and design of the Moreton Bay Region's community infrastructure network which has been used to undertake network planning:

- **Equity and opportunity** - Community infrastructure will support the needs of all demographic groups within the community (eg ageing population, Indigenous, multicultural, youth) and will provide facilities and opportunities for these groups. Community infrastructure will also be responsive to changing demographics and community needs through flexible, adaptable, multipurpose and multifunctional facilities.
- **Accessibility** - Access to facilities will be inclusive and for all abilities, including access by foot, bicycle and public transport. The community infrastructure network will be connected with other facilities and integrated with adjacent and compatible land uses, transport networks and services.
- **Safety** - Community infrastructure will be designed and located to provide a safe and secure environment. Crime prevention through environmental design (CPTED) principles will be used to guide the planning and design of community infrastructure. Facilities will encourage a range of activities throughout the day and evening to promote activation of space. Further information on the network principles for community infrastructure provision can be found in the *Community Infrastructure Strategy 2012-2031*.

7.3 Catchment analysis

The following steps were used to inform the catchment analysis, building on and reviewing the LGIP 2017.

7.3.1 Step 1: Current strategic context

Review the current strategic context, existing internal strategies, reviews, studies and best practice guidelines for community infrastructure provision.

7.3.2 Step 2: Assess existing provision of community facilities

Assessment included:

1. Undertake a desktop audit of existing Council provided community facilities in the region using information available from Council databases, website research and discussion with relevant internal departments.
2. Map existing facilities across each community facility type.
3. A brief demographic analysis was used to identify the dominant features of the age profile which helps inform demand for various community facility types.
4. An accessibility analysis of community facilities was undertaken in each catchment to identify potential shortfalls in the distribution of community facilities across the region. The analysis identified residential parcels that exceeded the accessibility thresholds in each catchment.

7.3.3 Step 3: Assess future community facility requirements

A five-stage process was established to assess future community requirements.

STAGE 1	Review the strategic land use direction	This involved a review of the anticipated land uses for residential and employment growth within the relevant planning scheme provisions.
STAGE 2	Population assumptions	Population projections to 2036 identified the amount of growth and location across the catchments.
STAGE 3	Review committed projects	Review committed projects for future community infrastructure in the region including existing infrastructure agreements and current capital works programs.
STAGE 4	A desired rate of provision	Prepare desired standard of service based on existing studies, rate of use and relevant best practice guidelines to assist Council to achieve the vision and desired outcomes. The future community facility networks were assessed against the desired rates of provision contained within the DSS for each community facility to provide a broad assessment of the future capacity or shortfall in the networks.
STAGE 5	Solutions	A series of solution sets for each catchment were identified which demonstrated the desired standard of service. Where possible, opportunities to upgrade existing community facilities to meet future demand requirements were identified to reduce additional land acquisition requirements.

Table 6: Stages of future community requirements

7.3.4 Step 4: Costing

Estimated costs for future community facilities land recommendations were determined to assess the financial sustainability of the recommendations. See Section 8 for additional detail on how costings were calculated.

7.3.5 Step 5: Prioritisation

Prioritisation of land for new community facilities were based on the region's growth assumptions.

7.4 Amendments to catchment analysis

Since the development of the *Community Infrastructure Strategy* and *Interim Community Facilities Plan*, the proposed recommendations for Kallangur have been reviewed with an upgrade in the level of the existing community hall required, along with identification of a deficiency in the Murrumba Downs-Griffin area.

Further work has been undertaken on the use and condition of halls across the region, resulting in a deficiency of four community halls (two were identified in LGIP 2017 and two additional halls required in Griffin and Scarborough):

- Griffin Murrumba district level community hall
- Scarborough local level community hall
- Redcliffe/Kippa-Ring district level community hall
- Morayfield local level community hall.

8 Network costing and valuation methodology

The following steps were undertaken to determine the costs associated with the provision of land for community facilities network.

8.1 Land valuation methodology

Suburb and place-based land valuations for future community facilities were based on JLL 2020 and matching suburbs and zones for locations of community facilities⁴.

Suburb-based land valuation was based on zones and the two value categories reflecting potential flooding constraints:

- land above 1% AEP (Q100)
- land below 1% AEP (Q100).

8.2 Unit rates - land

A suburb and zone-based land values report provided by JLL is used to calculate the future value of land for community facilities at the four potential locations.

8.3 Costing existing infrastructure

All existing community facility land was valued using Council's land values in the asset register. Suburb-based land values provided by JLL were used where an asset land value was not available.

Existing value of trunk land for community facilities in Moreton Bay Region is shown in Table 7:

Catchment	Land cost \$
Caboolture	18,989,294
Coastal/Bribie Island	30,772,038
North Lakes/Redcliffe/Moreton Bay Rail Corridor	24,275,788
Rural	6,944,532
Strathpine	21,533,515

Table 7: Value of existing land for community facilities

⁴ Jones Lang LaSalle Advisory (JLL) 2020, Moreton Bay Regional Council Local Government Infrastructure Plan suburb-based land valuation report

9 Schedule of works (SoW)

The SOW identifies the future trunk infrastructure for each infrastructure network based on the LGIP criteria and time period. It includes the information based on the excel model of works and costs (separately available). See Table 8 for a summary of the SOW for this network.

Plans for trunk infrastructure (PFTI) have been prepared for each of the networks in the LGIP and are located on the MBRC website. Information shown in these plans includes:

- existing trunk infrastructure
- the relevant network service catchment
- each of the projects shown in the SOW with the unique identifier
- a legend indicating the type of infrastructure item at the specified location.

For each item of the network, the following items are identified:

- the LGIP identification code (matches reference in the PFTI)
- the LGIP phase identification code
- estimated timing.

Purpose key	
A	Access
D	Dimensions
E	Embellishments
F	Functionality
L	Linkage
P	Provision rate
U	Urban activation

LGIP ID	Map ref	Community facility	Type	Solution	Suburb	Land acquisition required (ha)	Identified lots	Delivery timeframe	Baseline cost (land)	Establishment cost (land)	Purpose key
CI-01	LGIP-32 PC	Morayfield community hall - local	Community facility land	New land	Morayfield	0.5	Lot 14 RP851918	2026-2031	\$425,000	\$448,801	A,P
CI-02	LGIP-57 PC	Redcliffe community hall - district	Community facility land	New land	Redcliffe	1	Lot 6 RP175831	2021-2026	\$3,500,000	\$3,696,007	A,P
CI-2201	LGIP-59 PC	Griffin community hall - district	Community facility land	New land	Griffin	1	Lot 503 SP284808	2026-2031	\$1,200,000	\$1,267,202	A,P
CI-2202	LGIP-57 PC	Scarborough community hall - local	Community facility land	New land	Scarborough	0.5	Indicative	2031-2036	\$950,000	\$1,003,202	A,P
TOTAL									\$6,075,000	\$6,415,212	

Table 8: Schedule of works table - land for community facilities

