

Local Government Infrastructure Plan 2017 Community Facilities Extrinsic Material



Version control

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1.0 Preliminary

The Moreton Bay Region has a diverse network of community facilities, from libraries to community halls and centres, art galleries and workshop spaces to small theatre practice spaces and the performing arts centre, museums and youth centres. Many of these spaces are provided and/or managed by the Moreton Bay Regional Council ('Council') for the benefit of the public.

The region's population is currently over 380,000 people. This is projected to increase by around 150,000 residents by 2031, with growth to occur across a number of communities in the region. This growth will place considerable pressure on the region's community facilities to expand and adapt to changing community preferences. Council must responsibly manage this growth and identify future community infrastructure requirements to meet this increasing demand.

The Moreton Bay Regional Council Local Government Infrastructure Plan (LGIP) identifies Council's plans for community facility trunk infrastructure to service this future development in an effective and financially responsible manner. This report provides the background information for community facility network, to support the development of the LGIP.

The report outlines:

1. The service catchments (**Section 2**);
2. The demand assumptions and conversions (**Section 3**);
3. The desired standards of service (**Section 4**);
4. The definition of trunk infrastructure (**Section 5**);
5. Network planning and modelling (**Section 6**);
6. Network costings and valuation methodology (**Section 7**);
7. Schedule of works (**Section 8**);
8. Source and supporting documents (**Section 9**).

1.1 Community infrastructure network

Community infrastructure is made up of more than just buildings. Community infrastructure includes the provision of land, the development of programs, land use initiatives, policy objectives and capital works programs associated with the development of a comprehensive community facilities network. However, for the purposes of the LGIP, it is the future land requirements that are considered trunk infrastructure and of relevance to this report.

Land for community infrastructure includes land for the following community infrastructure types:

- Community centre
- Youth centre
- Library
- Art gallery
- Cultural/performing arts centre
- Museum
- Cemetery

1.2 Why is community infrastructure important?

Community infrastructure plays a vital role in community development with the Moreton Bay Region. Supporting communities through the delivery of community facilities makes our region vibrant and provides a lifestyle that our residents desire. Community infrastructure is also essential for the health and wellbeing of communities, increasing connectivity and encouraging interaction and community spirit amongst residents.

Community infrastructure can also help to develop strong and prosperous communities by attracting investment and growth, and is therefore a strong economic driver. A key component of a sustainable community is diversity. Providing a range of quality community infrastructure can help to attract a diverse population of different ages, cultures and socio-economic backgrounds.

1.3 Community Infrastructure Strategy 2012-2031

Council has developed a Community Infrastructure Strategy as part of an integrated framework that seeks to effectively manage the current and future provision of Council owned or managed community infrastructure in the region. This Strategy is supported by the Interim Community Facilities Plan 2012-2031.

The Community Infrastructure Strategy and associated Plan tells us how, where and when Council should provide community infrastructure. The determination of the how, where and when is in part influenced by State Government policies and other policies within the local government.

The Community Infrastructure Strategy and associated Plan is the first review of Council's community facility network since the amalgamation of the three former local governments in 2008. It incorporates new Moreton Bay Regional Council policy, such as the Community Plan 2011-2021 and the Strategic Framework, and significant changes to State Government policy such as the South East Queensland Regional Plan 2009-2031.

The Community Infrastructure Strategy and associated Plan has informed the preparation of LGIP by identifying new land requirements required to meet changing community needs.

2.0 Service catchments

The community infrastructure network service catchments have been determined through the development of the following documents:

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

The region was divided into 14 local area catchments which provided the basis for detailed community infrastructure planning at a district and local level. Regional level facilities were assessed against the Moreton Bay Regional Council area. These catchments were determined by combining statistical local areas to achieve a population per catchment generally between 18,000 and 40,000.

The difficulty in developing catchments for the purposes of the LGIP is that each community facility type has a different catchment depending on the role it plays and its hierarchy in the network. This is

particularly relevant for regional level facilities that provide for residents across district catchment boundaries, and district level facilities that provide for residents across multiple local catchments. Therefore, for the purposes of the development of the LGIP and in particular the schedule of works model, one regional catchment incorporating the entire local government area has been used.

The following figure shows the extent of the Moreton Bay Region regional catchment.

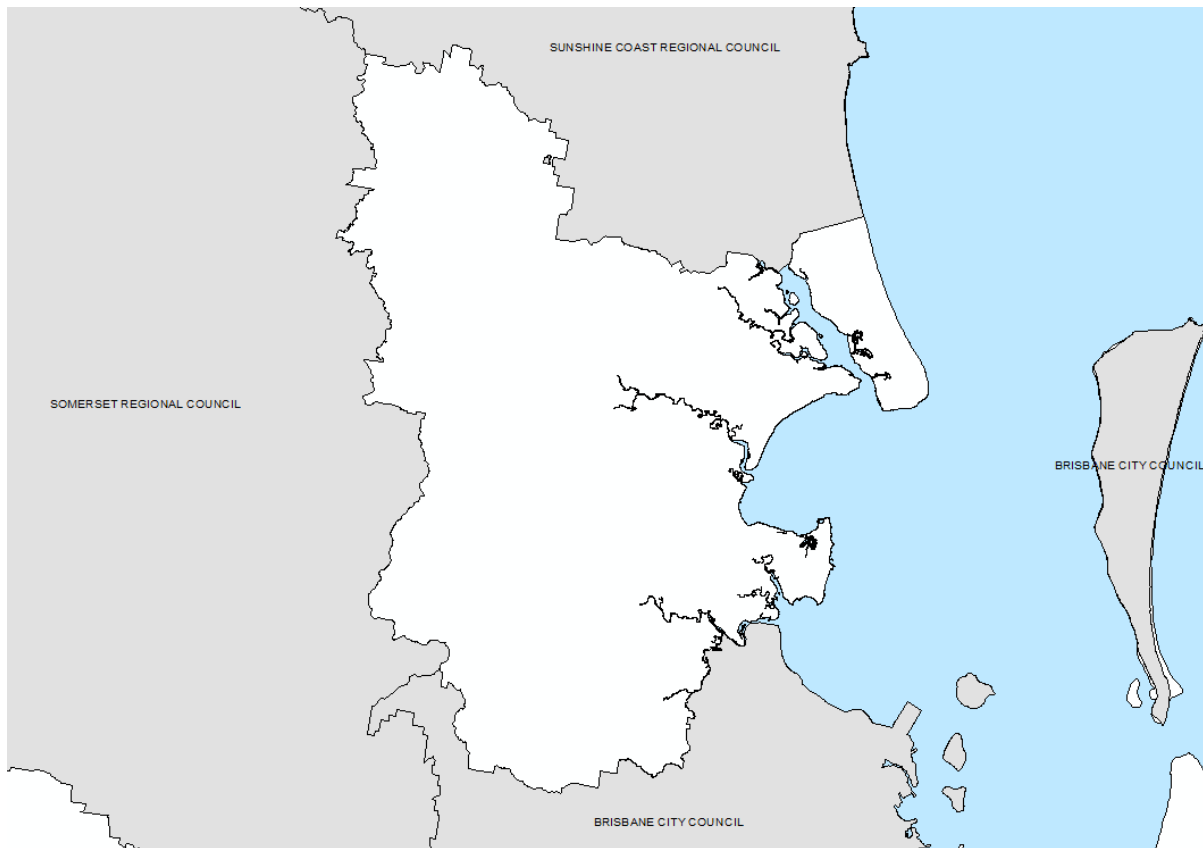


Figure 1 - LGIP community facility network service catchment

3.0 Demand assumptions and conversions

The population assumptions used to undertake catchment planning for the community facility network, as identified in the Interim Community Facilities Plan 2012-2031, are based on the Moreton Bay Regional Council Planning Assumptions (as at 19 October 2012). These population assumptions draw on a number of sources, including existing and committed development, planning intentions such as the SEQ Regional Plan, strategic planning projects and the place types from the Strategic Framework, growth forecasts such as the urban growth model and population forecasts from OESR, and land suitability and compatibility to accommodate growth.

The base year for the planning for the network is 2011, with a planning horizon of 20 years to 2031, aligning with the latest ABS Census data available.

The following table identifies existing and projected demand for community infrastructure used for the development of the LGIP. The breakdown by district catchment is shown for reference only.

Table 1 — Existing and projected demand for the community infrastructure network					
Service catchment	Existing and projected demand (persons)				
	2011	2016	2021	2026	2031
Clontarf + Margate-Woody Point	18,797	19,220	19,641	19,911	20,332
Redcliffe-Scarborough + Rothwell-Kippa Ring	37,773	40,009	41,698	42,851	43,934
Bray Park + Lawnton + Petrie + Strathpine-Brendale	35,861	38,127	39,902	41,186	42,182
Dakabin-Kallangur-M.Downs	28,860	35,347	39,912	42,094	42,373
Griffin-Mango Hill	21,491	33,035	40,562	48,851	51,257
The Hills District	20,745	22,274	22,312	22,639	23,198
Albany Creek + Central Pine West	39,356	43,801	48,214	51,445	53,786
Pine Rivers (S) Bal	20,513	21,753	21,891	21,921	22,134
Bribie Island + Caboolture (S) - East	35,358	37,161	38,387	38,408	38,474
Burpengary-Narangba	27,320	31,204	36,470	40,360	46,533
Caboolture (S) - Central	25,770	32,218	35,947	37,667	40,818
Caboolture Hinterland + Midwest	23,738	26,970	30,080	32,915	36,245
Morayfield	24,157	30,689	33,777	35,610	40,873
Deception Bay	21,912	25,259	26,949	26,889	27,251
Moreton Bay Region	381,651	437,068	475,742	502,746	529,391

More detailed population projection data can be found in the Interim Community Facilities Plan Database and Analysis spreadsheet as identified in the supporting documents below.

4.0 Desired standards of service

The community facility network desired standards of service (DSS) were determined through the development of the following documents:

- Interim Community Facilities Plan 2012-2031

4.1 Overview

To develop the DSS, Council reviewed existing community infrastructure requirements, previous internal studies, State Government statutory guidelines, the South East Queensland Regional Plan 2005-2026 Implementation Guideline No. 5 – Social infrastructure planning, and other best practice examples from the South East Queensland region. These standards were then reviewed with reference to the Moreton Bay Region and existing community facility provision to ensure the standards developed were appropriate in the local context.

Desired standards of service are intended to provide a guide only for future community infrastructure provision. The standards 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 standards of service can be found in the Interim Community Facilities Plan 2012-2031.

4.2 Desired standards of service

The community infrastructure network desired standards of service, for the purposes of the LGIP, are as follows (note the reference to open space is included in these desired standards as they have been incorporated together for the purposes of desired standards for the LGIP. Further information and additional desired standards specific to open space can be found in the Background Information for the Open Space Network report):

- a) Provide an accessible network of open space and land for community facilities that meets the needs of residents and visitors in accordance with the standards in Table 2, accessibility standards in Table 3 and rates of provision identified in Table 4. The targets identify the expected quantum of land required to meet community demands for open space and community facilities, based on rate of population and are related to the place types:
- | | |
|---|---|
| i. AC: Activity Centre | viii. R: Rural |
| ii. UN: Urban Neighbourhood | ix. MFW: Mountain Ranges, Forests and Waterways |
| iii. NGN: Next Generation Neighbourhood | x. KER: Key Extractive Resource Areas |
| iv. SN: Suburban Neighbourhood | xi. CR: Coast and Riverlands |
| v. RR: Rural Residential | xii. EEA: Enterprise and Employment Areas |
| vi. RT: Rural Township | xiii. SA: Special Areas |
| vii. CC: Coastal Communities | |
- b) Ensure land for open space and community facilities has:
- minimum land size as identified in the Table 5;
 - configuration, slope, and acceptable level of flood immunity in accordance the standards below as well as Council’s adopted standards identified in the planning scheme.

Table 2 — Desired standard of service for land for community facilities

Measure	Planning criteria	Design criteria
Functional network	A network of land for community facilities is established to provide for the development of community facilities.	<ul style="list-style-type: none"> Land for community facilities is provided at a local, district and regional level. Land for community facilities provides for development of community facilities.
Accessibility	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 Strategic Framework.	<ul style="list-style-type: none"> Accessibility design standards are identified in Table 3.
Rate of provision Minimum size Land quality/suitability <ul style="list-style-type: none"> 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.	<ul style="list-style-type: none"> 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.

Infrastructure design/ performance standards	Maximise opportunities to co-locate community facilities in proximity to other community infrastructure, transport hubs and valued environmental and cultural assets.	<ul style="list-style-type: none"> Local government standards in planning scheme and planning scheme policies. Australian Standards.
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Table 3 – Accessibility standard for land for community facilities

Infrastructure type	Accessibility standard		
	Local	District	Regional
Community Centre	Within Local Centres	Within Activity Centres	-
Youth Centre	-	Within Activity Centres	-
Library	-	Within Activity Centres	-
Art Gallery	-	Within Activity Centres	-
Cultural/Performing Arts Centre	-	Within Activity Centres	
Museum	-	Within Activity Centres	-
Cemetery	-	Site by site assessment	

Table 4 – Rate of provision for land for community facilities

Infrastructure type	Rate of provision (facility/ people)		
	Local	District	Regional
Community Centre	1/10,000	1/30,000	-
Youth Centre	-	1/50,000	-
Library	-	1/30,000	-
Art Gallery	-	1/150,000	1/150,000
Cultural/Performing Arts Centre	-	1/50,000	Site or community specific
Museum	-	1/50,000	-
Cemetery	-	1/200,000	1/200,000

Table 5 – Minimum size of land for community facilities

Infrastructure type	Minimum size of land/GFA		
	Local	District	Regional
Community Centre	GFA - 800m ² / Land - 5,000m ²	GFA - 1,000m ² / Land - 10,000m ²	-
Youth Centre	-	GFA - 1,000m ² / Land - 10,000m ² or adjoining open space	-
Library	-	QLD State Library Guidelines	-
Art Gallery	-	GFA - 1,500m ² / Land - 5,000m ²	-
Cultural/Performing Arts Centre	-	Site or community specific	
Museum	-	Site or community specific	-
Cemetery	-	1,500m ² per 1000 people	

5.0 Definition of trunk infrastructure

Trunk infrastructure includes those elements of a strategic network necessary to service urban development at the desired standard of service in a coordinated, efficient and financially sustainable manner. The Statutory Guideline 03/14 – Local Government Infrastructure Plans identifies land, and works that ensure the land is suitable for development, for local community facilities such as community halls, public recreation centres and public libraries as indicative community facility trunk infrastructure.

The following definition outlines what is considered to be trunk infrastructure for the purposes of the LGIP:

Land for Community Facilities:

- Regional;
- District;
- Local.
- Includes minor works associated with making land suitable for its intended use (i.e. grass, service connection), but excludes all other buildings and embellishments.

6.0 Network planning and modelling

The community facility network planning and modelling was undertaken as part of the development of the following documents:

- Interim Community Facilities Plan – Appendix E - Catchment Profiles

6.1 Network principles

The Community Infrastructure Strategy sets out the fundamental principles for the planning and design of the Moreton Bay region's community infrastructure network that have been used to undertake network planning. These principles include:

- Equity and opportunity - Community infrastructure will support the needs of all demographic groups within the community (e.g. an aging 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 and by bicycle as well as public transport connecting facilities to the wider community. 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 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 the activation of space.

Further information on the network principles for community infrastructure provision can be found in the Community Infrastructure Strategy 2012-2031.

6.2 Opportunities to meet user needs

Council is responding to the community's needs by providing better community facilities using the following themes:

- 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 changing needs of the population.
- 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 private organisations. Council will work with these alternative community providers through new models of collaboration to ensure efficient management of community infrastructure development and provision.

6.3 Catchment analysis

To complete a thorough assessment of the existing and future community facility network in the region, and identify financially sustainable future infrastructure requirements, the following steps were undertaken on a catchment basis. From this analysis, priority projects were identified for inclusion in the schedule of works (see Section 8). Further information regarding catchment profiling can be found in the Interim Community Facilities Plan 2012-2031.

Step 1: Current strategic context

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

Step 2: Existing situation analysis

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

Step 3: Future situation analysis

1. Review the planned urban hierarchy in Council's Strategic Framework - major centres, district and local centres.
2. Review key development areas and projects.
3. Review committed projects for future community infrastructure in the region, including existing infrastructure agreements and the current capital works programs.

Step 4: Identification of future requirements

1. Prepare desired standards of service based on existing studies and relevant best practice guidelines to assist Council in achieving the vision and desired outcomes.
2. Determine catchments
3. Apply the desired standards of service to existing Council provided community infrastructure, committed development and population projections to identify shortfalls, constraints and opportunities in community facility provision on a catchment basis.

Step 5: Costing

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

Step 6: Prioritisation

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

6.4 Amendments to catchment analysis

Since the development of the Community Infrastructure Strategy and Interim Community Facilities Plan, the proposed recommendation for a new facility at Kallangur has been amended. Since the closure of the Kallangur Library, it has been identified that this site may be the most suitable location for expanded community meeting space in the catchment. As no additional land is required for this recommendation change, the former recommendation in the catchment profiles has been removed.

7.0 Network costings and valuation methodology

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

7.1 Value of existing assets

All existing community facility land was valued using Council's land values in the asset register. Where an asset land value was not available, suburb based land values provided by Opteon in 2012-13 were used.

7.2 Cost estimates for future community facility recommendations

Land values

Suburb based and place based land valuations for future community facilities were obtained from Opteon in 2012-13 (see Section 9 below for document references).

The Place Type values were market based using sales of land identified in most of the categories. The values provided included value ranges, an average cost per m², and constrained land values. In the Place Types where no suitable market evidence was available, these were assessed in relativity with the other Place Types. The assessments of Place Types of rural nature were based on rural site values. The Place Types in urban land were assessed as if the land was undeveloped (i.e. in an englobo state). A constrained land value (\$/m²) was given to areas which were constrained by factors outside the control of the land holder e.g. powerline easements, protected vegetation, koala corridors and flooding. The values of some lands such as large rural lots have not been affected by these limitations.

Suburb based land valuations were obtained for each of the three former local government areas of Caboolture, Redcliffe and Pine Rivers. The values provided indicated the value of lands in the following four categories:

- above Q100 flood level,
- storm surge affected land,
- land between Q50 and Q100 flood level and
- land below Q50 flood level.

In the urban footprint the suburb values were equivalent to the value of englobo residential values (i.e. land held in large parcels suitable for subdivision to residential allotments). In the case of rural and rural residential lands, the suburb value was in line with values of the surrounding allotments.

These suburb and Place Type land valuations were analysed to determine a Place Type and suburb valuation per m² based on the mean, ranges and averages for constrained and unconstrained land. Future recommendations requiring land acquisition as outlined in the schedule of works below were given a land value based on this per m² rate and the amount of land required as per the desired standards of service rate of provision.

7.3 Exclusions from LGIP cost and contribution calculations

North Lakes DCP

The North Lakes development area is administered under a separate Development Control Infrastructure Plan outside the MBRC Planning Scheme. As such, it is administered separately from the Priority Infrastructure Area (PIA).

Caboolture West

The Caboolture West area was identified in the SEQ Regional Plan 2009-2031 as an identified growth area outside the urban footprint. Since that time, it has been subject of Master Planning to determine the extent of area affected, and the desired nature, intensity, distribution and sequence of land uses. This area is now included in the MBRC Planning Scheme in the Emerging community zone.

Caboolture West is not included in the Priority Infrastructure Area at this time, as detailed infrastructure requirements and responsibilities are still being investigated. Pending resolution of infrastructure requirements and responsibilities and adoption of the relevant Neighbourhood Development Plan, urban development within this area would represent a bring-forward of infrastructure provision. The infrastructure required to service this area is therefore not included in the schedule of works.

Upon completion of a Neighbourhood Development Plan that includes land subject of a development application, Council may be prepared to negotiate a voluntary infrastructure agreement for bring forward infrastructure provision outside the LGIP.

8.0 Schedule of works

The schedule of works describes the future infrastructure assets required to service growth, the timing of their delivery, and the cost to establish each asset as set out in the table below.

Table 6 — Land for community facilities network schedule of works

Map no	PIP ID	Future infrastructure asset description	Estimated year of completion	Estimated cost (\$)
Morayfield	CI-1	Land for a new Local Community Centre (5,000m ²)	2016	\$455,815
Redcliffe-Scarborough & Rothwell-Kippa-Ring	CI-2	Land for a new Local Community Centre (5,000m ²)	2016	\$455,815
Albany Creek & Central Pine West	CI-4	Land for a new Youth Centre (10,000m ² or adjoining open space)	2019	\$1,033,180
Caboolture Central	CI-5	Land for a new Youth Centre (10,000m ² or adjoining open space)	2019	\$911,630
Total				\$2,856,440

9.0 Source and supporting documents

Source	RIO Reference
Community Infrastructure Strategy 2012-2031, MBRC (2015)	A12266222
<ul style="list-style-type: none"> • Appendix A – Facility Types • Appendix B - Program Action Plan 	A12266224 A12266223
Interim Community Facilities Plan 2012-2031, MRBC (2015)	A12266272
<ul style="list-style-type: none"> • Appendix A - Facility Type Definitions • Appendix B – List of Council Provided Community Facilities • Appendix C – Infrastructure Assessment Tables • Appendix D – Future Community infrastructure Requirements • Appendix E – Catchment Profiles 	A12266276 A12266274 A12266275 A12266273 A12450836
Interim Community Facilities Plan Database and Analysis, MBRC (2015)	A12515228
Open Space Land Values, MBRC (2013)	A12172626
Valuation Report – Indicative Land Values for the Proposed Moreton Bay Regional Planning Scheme 2013, Opteon (2013)	A12172633
Valuation Report – Priority Infrastructure Plan Schedule of Valuations for Caboolture District Moreton Bay Regional Council, Opteon (2012)	A12172630
Valuation Report – Priority Infrastructure Plan Schedule of Valuations for Pine Rivers District Moreton Bay Regional Council, Opteon (2012)	A12172631
Valuation Report – Priority Infrastructure Plan Schedule of Valuations for Redcliffe District Moreton Bay Regional Council, Opteon (2012)	A12172632
Rawlinsons Construction Cost Guide 2012, Rawlinsons (2012)	-