

PLANNING AND ENVIRONMENT COMMITTEE

13 JULY 2022

10**COMMUNITY ACTIVITY SPACES STRATEGY**

Benita Bittner | 73/2/47-01 | #6971845

RECOMMENDATION:**That Council:**

- 1. Adopts the Community Activity Spaces Strategy; and**
- 2. Endorses the Best Practice Management Guideline for Community Activity Spaces.**

INTERESTED PARTIES:

Otium Planning Group Pty Ltd.

*Note: The identification of interested parties is provided on a best endeavours basis by Council Officers and may not be exhaustive.***EXECUTIVE SUMMARY:**

The provision of Community Halls as focal points for local communities has changed over time, as program and service needs within the community have changed. Community Halls will be referred to as “Community Activity Spaces” (CAS) as this better represents the usage of the asset – a place for the community to connect, gather, learn, share and play.

Community Activity Spaces are indoor spaces that support a range of local programs, activities, and groups to encourage active and engaged communities across the Cairns region. The CAS Strategy (the Strategy) is the key strategic framework guiding Council decision making with respect to the provision, design standards and management of these community assets. The Strategy will enable Council to develop a network of CAS that ensures:

- Equitable provision across the Local Government Area;
- Assets are utilised effectively for the benefit of the community;
- Facilities are maintained to a defined standard;
- Management models support community development outcomes; and
- Community needs are met.

Council has not previously had a strategic direction or framework for this asset class. In summary, the main critical areas that will be addressed with a CAS Strategy:

- Critical Issue One: Lack of strategic direction regarding the provision of CAS.
- Critical Issue Two: Inconsistent management approaches.

BACKGROUND:

The critical review of CAS identified the following issues to be addressed by the Strategy:

- Lack of strategic direction.
 - Poor alignment with broader plans and strategies (Local Government Infrastructure Plan (LGIP), Public Open Space Policy).
- Too many CAS in some catchments and not enough in others.
- Inconsistent standards of provision – not fit for purpose.
- Ageing assets and not all-abilities accessible.
- Inconsistent management models and lack of management framework resulting in equity and consistency issues; and
 - Fees and charges currently allow for not-for-profits to receive 100% rebate on CAS hire – not equitable with other facilities.

The Strategy aims to address the above issues with the following strategic directions:

- Adopt a Service Hierarchy (Regional, Local and Secondary)
- Implement Key Performance Areas:
 - Access equity, effective utilization, multiple use, sustainable design, safety and security, value for money, consistency of provision.
- Develop a provision framework to determine when a new facility is required and the desired standards for all CAS in relation to supply, design, location and distribution:
 - One CAS per 10,000 residents or one CAS per rural catchment.
 - Surrounding infrastructure and services (e.g., parks, walkability, and transport.)
 - Designs to be energy efficient and allow for multi-use.
- Apply a best practice management framework. Through a Best Practice Management Guideline, Council will address:
 - Preferred use.
 - Equitable use.
 - Internal processes to manage the CAS and market them to the community.

COMMENT:

The Strategy is driven by the following key strategies and recommendations:

Strategy 1: Develop a service hierarchy and provide guidance on how a CAS should operate and serve the local community. All Council owned CAS will be referred to as *Local CAS*. The service hierarchy is as follows:

Table 1 CAS Service Hierarchy

Regional Facility	Local CAS	Secondary CAS
<ul style="list-style-type: none"> - Social/ outreach services - Services a larger catchment - Funded by State Govt. - Paid staff - Exclusive management 	<ul style="list-style-type: none"> - Services local catchment - Driven by local needs - Range of groups - Varying activities - Inexpensive 	<ul style="list-style-type: none"> - Services specific group or business (eg sport clubhouse, library) - Partial/ occasional use for community programs
Example: Hambleton House	Example: Down Park CAS	Example: Meeting room within Library

Strategy Two: Adopt key performance areas that enable Council to measure if the CAS is meeting the intent of the Strategy.

Table 2 Key Performance Areas

Key Performance Area	Outcome
Access Equity	Equity of access means that these spaces should be within preferred distances and should have sufficient availability to meet community needs. All facilities should meet accessible design criteria and accommodate a range of mobilities and ages.
Effective Utilisation	Management structures and use policies should act to encourage high levels of use.
Multiple Use	All existing and new facilities should be designed and managed to encourage use by a range of groups and to support a range of activities.
Sustainable Design	Refurbishments and upgrades of existing facilities and development of new facilities should consider sustainability principles. Facilities should also be economically sustainable, and this is enhanced by the above, as well as designed for multiple users and flexible spaces.
Safety and Security	Design of new and improvements to existing facilities must provide safe access and use. This includes lighting as well as structural and mechanical elements. Location and visibility are also critical and CPTED principles should be applied.
Value for Money	In some cases, an existing facility may no longer be required to meet community program and activity needs an alternative community-based use cannot be identified. In other cases, a facility may be at the end of life and investment in refurbishment or redevelopment is not warranted due to the lack of ongoing need or cost benefit analysis indicating a purpose-built replacement is more cost effective.
Consistency of Provision and Design	The provision and design of community halls ensures that regardless of a resident's location they have access to a suitable CAS, as defined in this strategic plan.

Strategy Three: Implement a provision framework that will guide decision making when a new CAS is required and guide the design and location of the CAS.

Table 3 Provision Assessment Framework

Assessment Factor	Urban Areas	Rural Areas	Considerations
Population Measure	1 community activity space >300m ² per 10,000 residents.	1 community activity space >200m ² per catchment	<ul style="list-style-type: none"> The supply of 'secondary' CAS in other facilities. Existing facilities that could be enhanced or upgraded to improve capacity. Opportunities for shared use or multiple use with facilities being planned by other agencies or for other purposes.
Access	Community activity spaces should be accessible within 5km. For higher density areas such as the CBD, a 2km access measure is preferred.	Should be located within the local centre or village or no further than 5km from the centre.	<ul style="list-style-type: none"> Desirable locations in urban areas should be within 5 minutes' walk from a public transport stop. Co-location with other community focused facilities.

Available Capacity in Existing Supply	<ul style="list-style-type: none"> Existing community hall. Availability of community space at secondary use in other community facilities. Existing facilities or spaces that could be re-purposed or upgraded to supply CAS. 	As for Urban.	<ul style="list-style-type: none"> An existing space is considered at capacity if it has less than 25% of peak use hours available. If no existing facility or space is available, then a new facility may be needed.
Demographics	<p>A range of demographic indicators can increase the need to provide a community hall:</p> <ul style="list-style-type: none"> Low SES Poor transport access High % aged High % very young children New development area 	<ul style="list-style-type: none"> As for Urban. Relative remoteness or isolation of rural community. 	<ul style="list-style-type: none"> Assessment required for each community according to anticipated social needs. In general, new development areas (such as Mt Peter) should plan provision of an integrated community facility that provides CAS.
Expressed Demand	Existing community groups or community activity providers unable to find space for their activities.	As for Urban.	<ul style="list-style-type: none"> The availability of secondary use facilities. Potential shared use opportunities.

Strategy Four: Implement a management framework through a Best Practice Management Guideline which will address preferred and equitable use of a CAS by:

- Adopting the following Guiding Principles:
 - Alignment with Council Strategy.
 - Code of Conduct.
 - Equitable access and usage.
 - Effective use.
 - Consistent management approaches.
 - Compliance.
 - Non-exclusive use.
- Adopting a preferred management model whereby Council manages CAS.
- Disposing of stranded assets by sale or lease.
- Clarifying responsibilities internally.

Recommendation One: Key recommendations for the **provision of CAS** are:

- There is an oversupply of assets in the southern rural catchment. The Strategy recommends Aloomba and Bill Wakeham Park in Babinda become the primary Local CAS for rural towns.
- Bellenden Ker Memorial Hall is no longer required as a CAS and should be classified as a stranded asset. It is recommended for disposal of land in accordance with s.227

Local Government Regulation.

3. Review the Local Government Infrastructure Plan (LGIP) to include Redlynch and remove Palm Cove.
4. Plan for new facilities in Edmonton and Smithfield.
5. Monitor population growth at Mount Peter and Gordonvale to inform provision of a new CAS facility.
6. Deliver improvements to existing infrastructure through the Capital Expenditure program.

Recommendation Two: Key recommendations for the **Management of CAS** are:

1. Endorse the Best Practice Management Guidelines for CAS that will adopt the following Guiding Principles that are a set of values that establish a framework to aid decision making.

Table 4 Best Practice Guiding Principles

Guiding Principle (GP)		Description
GP 1	Alignment with Council strategy	Council will plan, provide and advocate for a strategic network of <i>Community Activity Spaces (CAS)</i> that support community.
GP 2	Abide by a code of a conduct	Community Activity Spaces (CAS) must be safe for all and hirers must abide by the Standard Code of Conduct.
GP 3	Equitable access and usage	All CAS shall be welcoming and accessible to people of all ages, cultural backgrounds, abilities, income levels and interests. Equitable usage refers to the fair allocation of booking times to community groups that allow continuity of usage without permitting one hirer to monopolise a facility.
GP 4	Effective use	CAS should be used by a range of hirers to support a variety of activities that offer opportunities for community development outcomes and provide positive engagement within the community. A mix of uses ensures a CAS is not labelled as a particular type of facility or a CAS is only available for a particular target group.
GP 5	Consistent management	Council will adopt a consistent management approach for CAS across the city. This will enable Council to set standards for all CAS and ultimately provide fair access to Council facilities for a range of user groups.
GP 6	Ensure compliance	It is an expectation that all hirers will conduct their activity safely and in compliance with all relevant licenses, certifications, insurance and qualifications, as prescribed under any other Local Law, Act or regulatory requirement across all levels of government or industry body.
GP 7	Non-exclusivity	Except for where specifically designated under an exclusive management agreement, use of the Community Activity Space is not exclusive nor does a regular booking constitute an ongoing occupation right.

Policy

The *Financial Assistance for Not-For-Profit Organisations – Fees and Charges General Policy* has been amended and those amendments endorsed at the Ordinary Council Meeting held 15 June 2022.

OPTIONS:**Option 1 (recommended):**

That Council:

1. Adopts the Community Activity Spaces Strategy; and
2. Endorses the Best Practice Management Guideline for Community Activity Spaces.

Option 2:

That Council does not adopt the Community Activity Spaces Strategy and the Best Practice Management Guideline for Community Activity Spaces.

CONSIDERATIONS:**Risk Management:**

The adoption of the Strategy mitigates risk by ensuring CAS are considered with a network-based approach and provides consistency in:

- Provision of CAS.
- Location and placement.
- Compliance with legislation for all-abilities access.
- Preferred management framework.

Council Finance and the Local Economy:

The Strategy provides a foundation for responsible financial decision making adopting a structured framework ensuring Council has provided CAS where there is community demand (based on population) and improved oversight as to how the assets are managed.

Community and Cultural Heritage:

The Strategy will enable greater access to CAS by the community through improved management process and strategic provision of assets.

Corporate and Operational Plans:

The recommendation of this report aligns with the Corporate Plan Focus Area Three – deliver valued suburban community infrastructure and Focus Area Four – support spaces and programs for the wellbeing of the community.

Statutory:

Community Activity Spaces shall meet the standards detailed in:

- The National Construction Code
- Australian Standards 1428.1-2009
- and any another relevant legislation as required.

Policy:

The Strategy and its recommendations have been considered concurrently with the *Financial Assistance for Not-For-Profit Organisations - Fees and Charges General Policy* and the *Tenure Arrangements and Disposal of Council Property General Policy*.

CONSULTATION:

Consultation in the development of the strategy has occurred with relevant internal stakeholders across Council. A Councillor workshop was conducted, and a hard copy of the full Community Activity Space Strategy has been made available to Councillors.

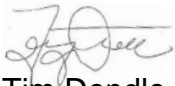
ATTACHMENTS:

Attachment 1 - Community Activity Spaces Strategy 2022-2032, Plan on a Page

Attachment 2 - Community Activity Spaces Strategy 2022-2032, Strategic Summary



Benita Bittner
Strategic Planning Project Officer



Tim Dendle
Executive Manager Community Spaces



Destry Puia
Director Lifestyle and Community



Council's Intent.

To ensure communities have reasonable and appropriate access to Community Activity Spaces ("CAS") where they can **connect, gather, learn, share** and **play**.

Council's Role.

Council will plan, provide and advocate for a strategic network of Community Activity Spaces that support community focused programs and activities in a variety of locations.

Strategies:

In accordance with Council's role Council will deliver the intent by implementing the following key strategies.

1. Adopt a **Service Hierarchy** to:
 - Ensure the community's needs are met in a consistent and efficient manner.
 - Recognise the role of other stakeholders from a regional provision perspective.
2. **Implement Key Performance Areas (KPA's)** that will provide Council a way to measure, report and evaluate CAS.
3. Develop a **Provision Framework** that will provide guidance on:
 - When a new facility is required (need).
 - Detail the desired standards for all CAS in relation to supply (population measure), design (what is should include), location and distribution (where a CAS is situated).
4. Apply a **Management Framework** to provide guidance around:
 - Permitted and preferred uses of a CAS.
 - Internal Council stakeholder responsibilities.
 - Preferred management models.
 - Maintenance responsibilities framework.
 - Marketing and promotions to ensure CAS to ensure maximum use of facilities.



Attachment Two - Community Activity Spaces Strategy 2022-2032, Strategic Summary

Cairns Regional Council –
Community Activity Spaces Key Targets



What we have done, what we are doing and what we are planning to do.

 Planning	 Capital Expenditure & Renewals	 Management
What we have done...		
<ul style="list-style-type: none"> ✓ CAS Strategy ✓ Condition Audits ✓ Trinity Beach Community Hall Feasibility Study ✓ White Rock Recreation Study & Tiffany Street Concept Plan ✓ Kenrick Park Masterplan 	<ul style="list-style-type: none"> ✓ Down Park \$115,821 <ul style="list-style-type: none"> – All-abilities toilet, new A/C, storage, bird proofing ✓ Gordonvale \$90,840 <ul style="list-style-type: none"> – All-abilities access ramp, certification of awning, removal of playground & shade, returf ✓ Woree \$28,703 <ul style="list-style-type: none"> – Floor replacement 	<ul style="list-style-type: none"> ✓ Best Practice Management Guidelines ✓ Regained management of: <ul style="list-style-type: none"> – Down Park, Trinity Beach & Yorkeys Knob ✓ Disposed of Meerawa CAS through lease ✓ Formalised Bill Wakeham Park as CAS
What we are currently doing...		
<ul style="list-style-type: none"> ✓ Multicultural Centre Feasibility Study ✓ Tiffany Street Concept – Design Phase ✓ Yorkeys Knob (Old School Park) Improvement Plan ✓ Syd & Jane Granville Park (Holloways Beach) Improvement Plan 	<ul style="list-style-type: none"> ✓ Signature Project: NEW Trinity Beach Community Hall – detailed design phase ✓ Alooomba CAS all-abilities accessible amenities & minor hall upgrades 	<ul style="list-style-type: none"> ✓ CAS audits – focus on storage, security & minimum provision of equipment ✓ Ensure consistency of services to CAS

Cairns Regional Council – Community Activity Spaces Key Targets



Planning



Capital Expenditure & Renewals



Management

What we are planning to do...

- ✓ LGIP Review – include Redlynch, remove Palm Cove
- ✓ Plan for new CAS facilities at:
 - *Edmonton Library Development*
 - *Smithfield Library or Leisure Precinct*
 - *Redlynch Parklands*
- ✓ Monitor development at Mount Peter & Gordonvale to inform timing of provision of CAS
- ✓ Monitor development in Gordonvale to inform timing of Kenrick Park CAS
- ✓ Improvement plan for Niven Park
- ✓ Mount Peter Plan

- ✓ Improvement plan recommendations
- ✓ Security improvements at Brinsmead
- ✓ Improved access for all CAS (access cards)
- ✓ Improve storage for all CAS
- ✓ Upgrades to kitchenettes & bathrooms as required

New facilities based on planning outcomes, LGIP & population projections:

- ✓ Multicultural Centre (Westcourt)
- ✓ White Rock CAS - LGIP
- ✓ Edmonton CAS - LGIP
- ✓ Smithfield (library or leisure precinct)
- ✓ Gordonvale CAS - LGIP - (Kenrick Park)

- ✓ Review & improve management arrangements with externally managed CAS
- ✓ Strengthen relationship with secondary CAS providers
- ✓ Identify Bellenden Ker CAS as a stranded asset
- ✓ Update condition audits
- ✓ Review CAS Strategy 2027



Cairns Regional Council – Community Activity Spaces Key Targets



GOALS – By 2031 CAS Provision will look like¹:

1 x CAS per 10,000 residents or 1 x CAS per rural township				
Catchment	Current Supply of CAS	Projected Population by 2031	Ultimate Population	CAS Supply by 2031
Cairns Beaches (N1)	✓ Supply adequate Trinity Beach & Kewarra	26,910	33,858	Future supply adequate – monitor population
Barron-Smithfield (N2)	✓ Supply adequate Holloways Beach & Yorkeys Knob	23,783	30,038	Secondary CAS opportunities as part of Smithfield Library or Leisure Precinct
Freshwater-Stratford-Aeroglen (C1)	✓ Supply adequate Stratford	4,668	5,410	Future supply adequate.
Redlynch Valley (C2)	✓ No provision	10,589	12,825	Future under supply if Redlynch not included in LGIP
Inner suburbs (C3)	✓ Supply adequate Brinsmead & Woree	73,488	87,521	No gaps due to significant provision of secondary and multi-use facilities
CBD-North Cairns (C4)	✓ Supply adequate	23,169	38,935	No gaps due to significant provision of secondary and multi-use facilities
White Rock-Edmonton (C6)	✓ Supply not adequate Down Park	38,039	44,462	Supply will be met with White Rock CAS and Edmonton CAS (library development)
Mt Peter (S1)	✓ No provision	2,068 (could be higher)	33,120	Future provision in LGIP – monitor population
Gordonvale-Goldsbrough (S2)	✓ Supply adequate Gordonvale	6,113	11,538	Future provision in LGIP – monitor population
Babinda (R1)	✓ Supply adequate Bill Wakeham	1,517	1,671	Future supply adequate
Rural Town and Villages (R2)	✓ Supply adequate Aloomba	1,330	1,865	Future supply adequate

¹ Population projections, CairnsPlan 2016 V3.0, web site

www.cairns.qld.gov.au/_data/assets/pdf_file/0003/489423/CairnsPlan-2016-Version-3.0.pdf#page=55

