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ATTACHMENT J

Policy

MinuteNumber:
14/05/2008

Council Meeting Date:
Report Number: CS280043

Director Community Services Author: Ashworth C., Manager: Barnden T.

ITEM: <#> PO1390
SUBJECT:
CS280043 – Section 94 Community Facilities Report

DIVISION REQUIRED:

FILE NUMBER: 145-187-2/5 and 145-187-3/13

BLACKTOWN CITY 2025 VISION

Strategy:

RELATIONSHIP TO MANAGEMENT PLAN:

This report primarily addresses the following Priority Area, Objective and Issue in Council's current Management Plan;

Priority Area: Community Services and Facilities

Outcome/Objective: Promote fairness in the distribution of our resources essential to meeting the needs of our residents and improving quality of life (Social Plan).

SUMMARY OF REPORT:

1. The purpose of this report is to inform the Council on a review undertaken to identify outstanding community facility works across Council's major Section 94 plans and make recommendations for potential solutions to resolve these.
2. The review of Section 94 (S94) Community Facilities provided an opportunity to reflect on the viability of existing models for community facilities and explore alternative models of delivery.
3. There are two key components to this report:

Exploration of the concept of Community Resource Hub's as a potential model for future community facilities.

The review of outstanding S94 community facilities to:

- Identify outstanding community facilities.
- Provide history / background information on the identified sites.
- Provide recommendations on potential alternative sites inclusive of costings.

4. In preparation of this report Community Development staff conducted the following:

- Review of relevant files.
- Review of all S94 Plans, relevant Developer Agreements, Blacktown City Council Heritage Today and Tomorrow Study 2005, Draft Blacktown City Cultural Plan 2007 and Blacktown City Social Plan 2007.
- Review of provision and demand for child care within a two kilometre radius of each site.
- Discussion / interviews with relevant officers.
- Explored options for potential alternative sites.
- Explored concept of Community Resource Hub's as a potential model for future community facilities.
- Presentation to Community Service Managers to explore recommendations.
- Presentation to S94 Finance Committee for discussion and endorsement.
- Presentation to Executive Management Committee for discussion.

5. The S94 sites with outstanding community facilities include:

- Contributions Plan No. 5 – Parklea Release Area
 - Meurants Lane: Neighbourhood Centre and Child Care Centre
 - Glenwood: Child Care Centre
 - The Ponds: Neighbourhood Centre and Child Care Centre
 - The Ponds: Neighbourhood Centre and Child Care Centre
- Contributions Plan No. 1 – 1980's Release Area
 - Rooty Hill: Child Care Centre
 - South Blacktown: Neighbourhood Centre and Child Care Centre

6. This report will make recommendations on the future direction for delivery of community facilities and make recommendations to resolve outstanding individual sites.

7. A presentation on this report will be given at Council's Policy Committee by Council's Manager Community Development, Tony Barnden and Social Planning Coordinator, Carol Ashworth.

8. The 7 attachments to this report are:

- Attachment 1 - Meurants Lane Site Plan and Aerial Photo
- Attachment 2 - Glenwood Site Plan and Aerial Photo
- Attachment 3 - The Ponds Site Plan and Aerial Photo
- Attachment 4 - Douglas Road Site Plan and Aerial Photo
- Attachment 5 - Doonside Parklands Aerial Photo
- Attachment 6 - John St Site Plan and Aerial Photo
- Attachment 7 - Rooty Hill School of the Arts Site Plan and Aerial Photo

REPORT:

Community Resource Hubs as a potential model for future community facilities

1. Traditionally, Blacktown City Council has a number of forms of community facilities. eg:

- neighbourhood centres
- community centres / halls

- child care centres
 - youth centres
 - libraries
2. In relation to child care centres, the review of outstanding S94 Community Facilities included a review of the number of child care centres in a two kilometre radius around each site as well as discussion on current demands for child care from Blacktown City Council. The findings were that there is a much reduced demand for Council to provide additional child care centres, evidenced by:
 - In established areas - these were well serviced by multiple child care centres as well as proposals for new centres being planned.
 - The experience of new release areas, in particular Glenwood and The Ponds now demonstrates that the private market very quickly acquires land and commences building to ensure their position in the local child care market place. In addition it is now the Department of Education's policy to provide a child care centre at each new primary school they construct which confirms there is a much reduced demand for Council to provide additional child care centre infrastructure.
 3. Council also traditionally developed neighbourhood centres to provide local level community activity / development for neighbourhoods. Changes in Department of Community Services (DoCS) funding of the Community Service Grants Programs (CSGP) and Area Assistance Scheme (AAS) funding programs has meant that neighbourhood centres do not have a paid worker to support community development work within these centres.
 4. In addition, the (relatively) small size of existing Council neighbourhood centre facilities has limited the range of services (and programs) able to operate. Existing centres usually have one hall, one office and a small meeting room.
 5. Blacktown City Council has recently been involved in a consortium model, established for a proposed new facility in Ropes Crossing, which appears to be transferable to other facilities. This explored an alternative strategy to form a consortium of service providers, who will (collectively) deliver a diverse range of programs in community facilities. The Development Application for this centre will be lodged in June 2008.
 6. In response to the issues identified and the experience with Ropes Crossing, this report is proposing a Community Resource Hub Model for future delivery of community facilities, including those outstanding in current Section 94 Plans.
 7. The Community Resource Hub (CRH) model will provide a larger facility with an extended range of functions. They will provide a focus for local communities to come together for social, cultural, life long learning as well as health and wellbeing activities and services.
 8. There is a continued commitment to local resident participation in the management of its Neighbourhood and Community Centres through the 355 Management Committee. Currently Council takes an active role in facilitating a city wide commitment to run services for its committees. As part of developing processes and mechanisms in relation to CRH's it will be important to facilitate relationships with management committees within the new model.
 9. CRHs are proposed to be larger buildings than existing neighbourhood centres. The proposed budgets of identified community centres and child care centres will be merged together to fund the CRHs. This increased critical mass (size) will provide opportunities

for increased co-location of agencies (and thus improved delivery of services and programs). Although these facilities are larger than traditional S94 Neighbourhood Centre Facilities, it is considered that they remain "local" facilities and comply with S94 legislation.

10. The following outcomes are expected from proposed CRHs:
 - They meet current community needs (and have capacity to meet emerging community needs).
 - They are well used by a diversity of individuals, families and communities.
 - They are well maintained, clean and safe.
 - There is security of tenure for user groups (balanced with equity of use by a diverse range of organisations and groups).
11. It is proposed that each CRH will have three functions:
 - **Life long learning:** e.g. Playgroups, library outreach story times, homework support, small business courses and TAFE outreach courses (eg languages, first aid, job preparation).
 - **Health and wellbeing:** e.g. Early childhood clinics, family support services, Therapeutic Clinics such as speech pathology, psychology, counselling services and group programs such as stress management, quit smoking, weight loss.
 - **Social and culture:** e.g. Music lessons, spaces to hire for family events such as birthdays, weddings and anniversaries, school holiday programs, craft programs for people with disabilities, seniors community choirs, community film nights, dance classes and playgroups.
12. The CRH model is a developing model. It will evolve over time through experience, with different elements of the model incorporated into upcoming community facility design processes according to the individual nature of the communities, partners and budgets involved in each project.
13. In summary, the CRH model is expected to provide facilities that will increase the number of opportunities for individuals and families to achieve their potential, and for communities to grow together.

Review of the Section 94 Plans for Community Facilities

14. The review of the Section 94 Plans in relation to Community Facilities has been undertaken. While the opportunity to explore alternative models of delivery occurred the main focus was to identify outstanding community facility works across the Plans and make recommendations for potential solutions.
15. The following are the findings of the review and include relevant background information, scoping of the number of surrounding child care centres and recommendations.

Contributions Plan No. 5 – Parklea Release Area

16. Meurants Lane (Attachment 1)

16.1 Current S94 commitment

Community Facility Description	Budgeted Cost (March 2006)	Land Identified or Purchased	Child Care Centres within 2km

Child Care Centre	\$1,349,874	Cnr. Meurants Lane & Glenwood Park Drive Land not yet purchased	8 Existing Child Care Centres 2 Proposed
Neighbourhood Centre	\$1,631,440	Cnr. Meurants Lane & Glenwood Park Drive Land not yet purchased	N/A

16.2 History / Background

The Meurants Lane site is unsuitable for a neighbourhood centre due to its close proximity to residential areas and lack of activity in the area. There is no unmet demand for child care and the area is well serviced by existing child care centres within the 2km range. There is demand for children's and family services (Social Plan – Early Life).

- 16.3 The Meurants Lane site is an area of approximately 4550 sq.m. is located on a prime corner site with adjoining roads constructed and is privately owned. It is currently zoned for Community purpose and is part of a larger lot. Compensation for acquisition would be on the basis of the site having potential for residential development.

- 16.4 It should be noted that the process for rezoning the land will take approximately one year to finalise.

- 16.5 **Recommendation:**
That Meurants Lane site (Contributions Plan No. 5 Parklea Release Area) be rezoned (and not acquired).

17. Glenwood (Attachment 2)

- 17.1 Current S94 commitment:

Community Facility Description	Budgeted Cost (March 2006)	Land Identified or Purchased	Child Care Centres within 2km
Child Care Centre	\$1,349,874	72 Glenwood Park Drive - near Centre Site owned by Council	8 Existing Child Care Centres 2 Proposed

17.2 History / Background

The Glenwood Neighbourhood Centre includes a hall (140 capacity), storage space, 2 offices and a playground with a building floor area of 586 sq.m. The adjacent block (currently identified for a child care centre) is approx. 2700 sq.m. There is no unmet demand for child care in the area as the area is well serviced by existing child care centres within the 2km range. There is demand for children's and family services (Social Plan – Early Life).

- 17.3 Using the Community Resource Hub model there is potential for expansion to the Glenwood Neighbourhood Centre at this site to provide a building (potentially 750 sq.m. of building floor area) that includes some of the following features: Storage space; Covered open space; Kitchen; Toilets; Covered open craft space; IT Training room; Meeting room; 2 small meeting rooms; 3 offices; Café; Reception / Foyer area.

- 17.4 The approximate cost of a Community Resource Hub would be within the total of budgeted estimates for the three community facilities (\$4.3 million), currently listed in CP5 and detailed in paragraphs 16.1 and 17.1 above.

- 17.5 **Recommendation:**
That the funds for Meurants Lane Neighbourhood Centre and Child Care Centre sites (Contributions Plan No. 5 Parklea Release Area) together with funds from Glenwood Child Care Centre site (Contributions Plan No. 5 Parklea Release Area) be used to expand the Glenwood Neighbourhood Centre (within Catchment Boundary) as a Community Resource Hub that meets the needs of children, young people and families.

18. The Ponds (Attachment 3)

- 18.1 Current S94 commitment:

Community Facility Description	Budgeted Cost (March 2006)	Land Identified or Purchased	Child Care Centres within 2km
Child Care Facility	\$941,811	1st site identified next to school. Land acquired by Landcom as work in kind.	5 Existing Child Care Centres 3 Proposed
Neighbourhood Centre	\$1,631,440	1st site identified next to school. Land acquired by Landcom as work in kind.	N/A

- 18.2 Current S94 commitment:

Community Facility Description	Budgeted Cost (March 2006)	Land Identified or Purchased	Child Care Centres within 2km
Child Care Centre	\$1,349,874	2nd site identified next to school. Land acquired by Landcom as work in kind.	7 Existing Child Care Centres 3 Proposed
Neighbourhood Centre	\$1,631,440	2nd site identified next to school. Land acquired by Landcom as work in kind.	N/A

18.3 History / Background

In 2007 Landcom initiated discussions with Council staff in relation to its obligations for delivering the community facilities in The Ponds. This aligned with other work Landcom was doing in relation to exploring options for best practice in delivering community facilities. This is a practical example in relation to child care centres, as discussed above, where there are already private operators including the local school providing or planning to provide

child care centres. Landcom concur there is no demand for child care centres but a continued demand for children and family services. The result is that Landcom are agreeable to merge the Child Care Centres and Neighbourhood Centres into a single facility at each site, which is in line with the Community Resource Hub Model. Under the voluntary planning agreement these facilities would be built by Landcom.

- 18.4 It is considered that both the Community Resource Hubs will be provided within current Contributions Plan funding levels.

18.5 **Recommendation:**

That the merging of the Child Care Centres and Neighbourhood Centres of The Ponds (Contributions Plan No. 5 Parklea Release Area), as Community Resource Hubs, be endorsed and negotiations continue with Australand and Landcom to provide this outcome.

Contribution Plan No. 1 – 1980's Release Area

19. South Blacktown – Douglas Road (Attachment 4)

19.1 Current S94 commitment

Community Facility Description	Budgeted Cost (March 2006)	Land Identified or Purchased	Child Care Centres within 2km
Child Care Centre	\$1,268,056	160 Douglas Rd Site owned by Council	2 Existing Child Care Centres
Neighbourhood Centre	\$1,329,530	160 Douglas Rd Site owned by Council	N/A

19.2 History / Background

The Douglas Road site is unsuitable for a neighbourhood centre due to its close proximity to residential areas, small footprint and lack of activity in area. There is no unmet demand for child care in the area. There is demand for children's and family services (Social Plan – Early Life).

- 19.3 The Douglas Road site at Doonside comprises a large holding bought primarily for the purpose of Open Space and Drainage. The area proposed for the community facilities site is currently zoned residential, but would need to be reclassified to "operational" for disposal purposes. Recent works by Council have completed the Doonside Road frontage and Andrew Lloyd Drive has been constructed at the rear.

- 19.4 It should be noted that the process of reclassification would be lengthy. In general an LEP amendment takes a minimum 8 months. However, in the current climate of preparing a new City-wide LEP, the process would take longer as the Department of Planning is reluctant to consider individual LEP amendments before the City-wide plan (potentially end of 2009).

- 19.5 In relation to Recommendation 19.9 below, it is considered that such disposal would be subject to a separate report to Council.

- 19.6 Landcom have management of the Bungarribee Residential Precinct on the western side of Doonside Road, on behalf of the NSW Government, with potential for approximately 800 lots. Whilst this land is not within the catchment boundary, it is located close to the Douglas Road site (Attachment 5).
- 19.7 There is potential within the Bungarribee development site for the provision of a Community Facility. The Voluntary Planning Agreement between Landcom and the Minister for Planning for this Precinct includes the provision of a community centre within the Heritage area. It is proposed to merge Landcom contributions with the Douglas Road facilities to create a new facility.
- 19.8 In relation to the recommendation for the Bungarribee Precinct site it is considered that there will be no changes to the Contributions Plan estimates, with the \$2,597,586 (combined contribution for child care and neighbourhood centre) being the limit of Council's potential contribution to the Bungarribee site.

Recommendations:

- 19.9 *That subject to successful negotiations with Landcom, the South Blacktown - Douglas Road site (Contribution Plan No. 1 1980's Release Area) is no longer required and its disposal be the subject of a future report to Council.*
- 19.10 *That Council move the catchment boundary for Contribution Plan No. 1 1980's Release Area to include the Bungarribee Precinct development site.*
- 19.11 *That Council negotiate with Landcom for the development of a Community Resource Hub and the results of the negotiations be reported back to Council.*

20. Rooty Hill (John Street) (Attachment 6)

- (a) 20.1 Current S94 commitment:

Community Facility Description	Budgeted Cost (March 2006)	Land Identified or Purchased	Child Care Centres within 2km
Child Care Centre	\$1,268,056	John Street Site owned by Council	11 Existing Child Care Centres 4 Proposed

- 20.2 **History / Background**
The site is unsuitable due to its isolation and lack of transport links. There is no unmet demand for child care evidenced in the area.
- 20.3 **Rooty Hill School of the Arts (Attachment 7)**
- This Centre is identified as the most suitable alternative site due to its close proximity to transport, schools and shops, active location, available parking, and sufficient land for extension to the existing facility.
- Increased presence on this site will increase community engagement in the area.
- There are concerns in relation to undertaking embellishment works on this site as there are potentially serious limitations due to its heritage status.
- 20.4 There was an initial option scoped to sell the John Street site. After

consideration and advice in relation to the location of the site (isolated and surrounded by open space), this is not recommended.

- 20.5 It will therefore be recommended that the John Street site be incorporated into the surrounding open space and that the Rooty Hill School of the Arts be extended by a separate standalone building as a Community Art Development space in keeping with the purpose for which the contributions were collected.

Recommendations:

- 20.6 ***That the Rooty Hill John Street site (Contribution Plan No. 1 1980's Release Area) be included in surrounding open space land.***
- 20.7 ***That Council move the catchment boundary for Contribution Plan No. 1 1980's Release Area to include 32 Rooty Hill Road, Rooty Hill - Rooty Hill School of the Arts.***
- 20.8 ***That the funds for the planned John Street site Child Care Centre be used to provide a freestanding structure (designed to be sympathetic to the heritage building) in open space at the Rooty Hill School of the Arts to provide for a Community Art Development space that meets the needs of children, young people and families (as identified in the Blacktown City Council Cultural Plan 2007 and 2007/08 Works Improvement Program – Upgrade Grounds).***

22. Conclusion

In summary, the CRH model is expected to provide facilities that will increase the number of opportunities for individuals and families to achieve their potential, and for communities to grow together. There will be a positive social impact in that the recommendations are responsive to the changing needs of the community and still comply with the requirements of Section 94.

It is noted that the various recommendations made in this report may yield potential savings to Council. However, it is not possible at this stage to accurately quantify what these savings may be, as they will depend upon a number of factors including the actual amounts realised from any property sales and the final cost estimated following the completion of detailed designs for the various community facilities. Accordingly, it is considered appropriate that should any savings be realised they be identified in subsequent annual reviews of CP1 and CP5, which are reported to Council for consideration.

RECOMMENDATION:

1. That Council receive and note the contents of this report.
2. That Council approve in principle the proposed new Community Resource Hub model approach in future planning for community facilities.
3. That the recommendations contained in 16.5, 17.5, 18.5, 19.9, 19.10, 19.11, 20.6, 20.7 and 20.8 be adopted.
4. That on endorsement of the above recommendations these changes be incorporated in the reviews of the Section 94 Contributions Plan 1 and Contributions Plan 5.
5. That concept designs and operational models for each Community Resource Hub be presented to Council for consideration when prepared.

ATTACHMENTS:

COMMITTEE RECOMMENDATION:

☐ Hide Committee Recommendation from Web

1. That Council receive and note the contents of this report.
2. That Council approve in principle the proposed new Community Resource Hub model approach, where appropriate, in future planning for community facilities.
3. That the recommendations contained in 16.5, 17.5, 18.5, 19.9, 19.10, 19.11, 20.6, 20.7 and 20.8 be adopted, subject to the following amendments:
 16.5 The rezoning only occur following the consideration of any alternative sites for development to the existing Glenwood Community Centre.
 20.7 That 20.7 be amended for consideration to be given to other alternative locations including the Senior Citizens Centre property at Rooty Hill, and the Mt Druitt Library and that the CP1 catchment boundary be adjusted once the site is determined.
 20.8 That 20.8 be amended for consideration to be given to deleting the School of the Arts and replacing it with alternative locations, including the Rooty Hill Senior Citizens Centre, and Mt Druitt Library.
4. That the above locational issues be subject to a further report to Council prior to any adjusted Contributions Plan being placed on public exhibition.
5. That concept designs and operational models for each Community Resource Hub be presented to Council for consideration when prepared.
6. That it be noted that Mr. T. Barnden, Manager Community Development, and Ms. C. Ashworth, Social Planning Co-ordinator, were received by the Policy Committee between 7.05 pm and 8.37 pm and that they be formally thanked for their presentation.

COUNCIL RESOLUTION:

1. That Council receive and note the contents of this report.
2. That Council approve in principle the proposed new Community Resource Hub model approach, where appropriate, in future planning for community facilities.
3. That the recommendations contained in 16.5, 17.5, 18.5, 19.9, 19.10, 19.11, 20.6, 20.7 and 20.8 be adopted, subject to the following amendments:
 16.5 The rezoning only occur following the consideration of any alternative sites for development to the existing Glenwood Community Centre.
 20.7 That 20.7 be amended for consideration to be given to other alternative locations including the Senior Citizens Centre property at Rooty Hill, and the Mt Druitt Library and that the CP1 catchment boundary be adjusted once the site is determined.
 20.8 That 20.8 be amended for consideration to be given to deleting the School of the Arts and replacing it with alternative locations, including the Rooty Hill Senior Citizens Centre, and Mt Druitt Library.
4. That the above locational issues be subject to a further report to Council prior to any adjusted Contributions Plan being placed on public exhibition.
5. That concept designs and operational models for each Community Resource Hub be presented to Council for consideration when prepared.
6. That it be noted that Mr. T. Barnden, Manager Community Development, and Ms. C. Ashworth, Social Planning Co-ordinator, were received by the Policy Committee between 7.05 pm and 8.37 pm and that they be formally thanked for their presentation.
7. That a report be prepared for Council on the equity of community services and facilities across the City and the opportunities to address the imbalance.

Create Action