

4 DRAFT COMMUNITY AND CULTURAL FACILITIES STRATEGIC PLAN - FEEDBACK FROM COMMUNITY CONSULTATIONS

EXECUTIVE SUMMARY

- The draft Community and Cultural Facilities Strategic Plan (the Plan) was produced to establish a long term strategic approach to Council's provision of community and cultural facilities across the Shire and placed on public exhibition for three months from 13 March to 12 June 2015.
- A total of 470 submissions were received from the community during the public exhibition process, primarily focused on the specific district strategies, and kindergartens or preschools leasing Council property.
- Following analysis, some amendments are recommended to the specific strategies identified for the Glenorie and Mount Kuring-gai Community Centres, the Epping Creative Centre and the Waitara Guide Hall.
- It is recommended that Council adopt the revised Community and Cultural Facilities Strategic Plan attached to Group Manager's Report No. EH21/15.

RECOMMENDATION

THAT Council adopt the draft Community and Cultural Facilities Strategic Plan shown as Attachment 2 to Group Manager's Report No. EH21/15.

PURPOSE

The purpose of this Report is to provide Council with a summary of the community feedback received in respect of the draft Community and Cultural Facilities Strategic Plan and to seek the adoption of the revised plan.

BACKGROUND

At the March 2015 General Meeting, Council considered Group Manager's Report No. EH2/15 and resolved that:

1. *'Council adopt the draft Community and Cultural Facilities Strategic Plan for the purposes of public exhibition.'*

The Plan was placed on exhibition from 13 March 2015 to 12 June 2015. During the exhibition period 470 submissions were received, a number of which were petitions containing numerous signatures.

A summary of submissions can be found in Attachment 1. This report considers the feedback received during the exhibition period and makes recommendations with respect to changes.

DISCUSSION

Elton Consulting have prepared the draft Plan to provide Council with strategic direction in respect of the management and administration of Council's community and cultural facilities over the next 10 years. The draft Plan is focussed on the following questions:

- What principles and directions should guide planning for facilities?
- Where should facilities be located?
- What spaces and services should they include?
- What size should facilities be?
- How could management of facilities, including leases and licences, be improved?
- What is a sustainable approach to fees and charges?
- What strategies should Council prioritise?

A series of nine principles has been used to guide the planning and provision of community facilities in the Shire. These include:

- A coordinated network
- Centrally located within districts and regions
- Serving identified social and cultural needs
- Making best use of existing facilities
- Financially sustainable
- Multipurpose and flexible
- Friendly and welcoming
- Accessible
- Near public space.

The draft Plan provides 10 high level, long term directions which form the foundation of the draft Plan's strategic intent. Those directions are:

Direction

Locate **sub-regional facilities** in Hornsby with:

- 1
 - additional multipurpose community, cultural, library and civic space in the CBD
 - further development of existing community arts space at Wallarobba.

Focus on multipurpose **district hubs** at:

- 2
 - Epping
 - Pennant Hills
 - Cherrybrook
 - Berowra
 - Galston.

Increase use of and access to **village level facilities** operated by other organisations and maintain village level facilities where the market is thin.

- 3

Investigate an alternative management model for village level facilities which are locally valued but underutilised. This could involve leasing of facilities to community associations or similar entities and include responsibilities for reactive and planned maintenance, as well as transparent financial and other reporting and compliance with work health and safety and other legal requirements.

Where appropriate, rationalise other low performing facilities to fund improvements to district hubs.

- 4

Adopt a commercial approach to the offer of leased **kindergartens and preschools** such that market rental rates are adopted and asset rationalisation is considered when economic considerations warrant.

Accompany the process with excellent communications, to ensure lessees have sufficient time to understand and prepare for the changes.

Work with Scouts NSW and Girl Guides NSW to renew leases on **scout and guide halls**, except:

- 5
 - Waitara Guide Hall
 - halls not maintained to a safe standard
 - halls without active and regular use.

Work with Waitara Girl Guides to enable them to continue as a regular and long term user of the Wallarobba cluster of facilities, moving to shared use of facilities.

- 6

In accordance with the principles of making the best use of existing facilities, improving financial sustainability and providing facilities that are multipurpose and flexible, do not create or provide land for new **single purpose**, stand-alone facilities.

- 7

Review the support and assistance to **volunteer management committees** to better meet their needs.

8 Improve the current **booking system** to enhance usability for customers and staff, including online functionality.

Review the Lease/Licence of Council Land and Buildings to Community Groups Policy and associated conditions in **leases and licences**.

9 Address shortfalls in respect of asset management and exclusive use arrangements.

Investigate alternative management arrangements with NSW Government (Crown Lands) in relation to the care, control and management of community facilities located on Crown Land.

Increase the consistency and sustainability of **fees and charges** to:

- simplify the structure
- state the discount against standard rate
- 10** • increase fees and charges over time to reflect industry benchmarks ensuring commercial hirers are not subsidised
- introduce fees for storage
- review PLI policy to facilitate use by uninsured, grass roots, community groups.

Support the process with transition strategy, including fee modelling and ongoing communications.

Summary of Strategic Direction Feedback

The community raised a number of concerns with the various strategic directions listed above. However, on balance and following consideration, it is recommended that Council adopt the strategic directions as exhibited with minor amendments to number three and nine as described below.

Key Direction Three

Include the following *“Investigate an alternative management model for village level facilities which are locally valued but underutilised. This could involve leasing of facilities to community associations or similar entities and include responsibilities for reactive and planned maintenance, as well as transparent financial and other reporting and compliance with work health and safety and other legal requirements”*.

In some circumstances it may be appropriate for Council to lease a facility to another entity such as a community group who then assume responsibility for all aspects of running the facility including maintenance. Examples include the Berowra District Hall that is currently managed by the Berowra Lions Club and the Arcadia Community Hall which has previously been managed by the Arcadia Public School.

Key Direction Nine

Include the following *“Investigate alternative management arrangements with the NSW Government (Crown Lands) in relation to the care, control and management of community facilities on Crown Land”*.

Council has care, control and management of a number of community facilities that are located on Crown Land. This floor space provision comes at substantial annual asset maintenance cost. Council may wish to consider relinquishing care control and management of community assets on Crown Land and allow the community to liaise directly with Crown Lands. Such a situation could only arise if a suitably constituted community group were willing to lease an asset directly with the Crown.

As an example, during the consultation process the Glenorie Preschool management committee approached Council to discuss their plans to extend the centre in order to provide care for babies and to better service the community. Key to their proposal is the ability of the management committee to secure finance, something that they are only able to do once they have long term security of tenure. In this instance a direct lease arrangement with the Crown would provide this security and allow the management committee to progress their plans. In order to facilitate this outcome, Council would need to relinquish its care, control and management of the land that the preschool is situated on.

The amendment proposed to key direction nine allows Council to progress the request from Glenorie Preschool. A further report would be required for Council to formally relinquish care control and management of the existing parcel of land occupied by the preschool as well as to excise a portion of land from the adjoining parcel in order to respond to the Preschools request. Crown Lands would also need to agree to this request.

More broadly, it is recommended that Council explore opportunities to relinquish care control and management with various communities in the Shire where an asset sits on Crown Land. A further Council report would be required should opportunities such as that described above be amenable to both the community and Crown Lands.

Online Bookings and Decentralised Key Collection

During the consultation period, feedback was received regarding perceived difficulties associated with key collection and bookings of community centres. Over recent years, Council has undertaken a process of reform with respect to how community centres are managed in order to ensure compliance with various legislative requirements. A consequence of this process has been Council taking on the administration of more and more community centres. The net effect of this has been a detachment of the centre from the local community and a centralised management model for the majority of community centres. All bookings take place via either a central booking number or (recently) a web page and key collection occurs through Council's Community Services Offices which are attached to Hornsby Library.

Increasingly people are choosing their initial point of contact with Council through its website. Modern expectation is that Council's systems would provide a simple, easy to use and streamlined way to book a facility online. This would enable potential hirers to view the centre, check its availability and book a facility without being constrained by Council's operating hours or having to physically come in to Council offices. Council's current systems, whilst providing some online capability are not very user friendly. Key direction nine recognises the need for improvement to Council's booking system to enhance usability for customers and staff (including volunteer management committees) with a key focus on online functionality.

The Community and Cultural Facilities Strategic Plan also recommends the creation of service hubs, attached to libraries, across the Shire. This service hub model presents an opportunity to decentralise the bookings of Council's community centres which could also provide a local payment and key pick up point.

Specific District Recommendations

The draft Plan also makes specific district based recommendations. The majority of community feedback received through the consultation period was focussed on these district based recommendations. This feedback is summarised in the attached consultation report.

Having considered the community feedback, it is recommended that a number of specific district based recommendations are amended as follows:

Area	Original Recommendation	Revised Recommendation	Comment
North West	Dispose of the Glenorie Community Centre and use the funds to improve other community and cultural facilities (e.g. Galston Community Hub)	<p>Work with the Glenorie community to investigate an alternative management model for the Glenorie Community Centre. It should include responsibilities for reactive and planned maintenance, as well as financial and other reporting and compliance with work health and safety and other legal requirements.</p> <p>Review the strategic direction for the centre in three years' time, taking into account its operating and financial performance and other performance measures agreed with the Glenorie community.</p>	<p>Throughout the course of the consultation, an historic agreement relating to the 1976 transfer of the Glenorie Community Centre from the Trustees of the Glenorie Community Hall to Council was identified. Conditions associated with the transfer limit Council's ability to dispose of the property without providing an alternative facility in Glenorie. An alternate operating model is required to minimise the asset maintenance liability that Council has for a poorly utilised facility.</p>
North East	Dispose of the Mount Kuring-gai Community Centre and use the funds to improve community and cultural facilities within the district.	<p>Actively monitor and manage Mount Kuring-gai Community Centre to increase the number of casual and regular hirers, improve the net financial result and ensure yearly maintenance work is scheduled and undertaken.</p> <p>Review the strategic direction for the centre in three years' time, taking into account its operating and financial performance and other performance measures agreed with the Mount Kuring-gai community.</p> <p>Subject to the development of a central library and multipurpose community</p>	<p>The integrated service model promoted by Elton requires that facilities work as a network to service community need.</p> <p>It is appropriate that the strategic direction of the Mount Kuring-gai Community Centre is reviewed once new, additional, nearby community floor space is provided at Storey Park (Asquith) in the short term and in the Hornsby CBD in the longer term.</p>

Area	Original Recommendation	Revised Recommendation	Comment
		and civic centre in the Hornsby CBD and the creation of a multipurpose community and recreation facility at Storey Park, review the strategic need for the centre.	
South	Consult with the Epping Seniors Club to identify opportunities for increasing Library and broader community use of the Epping Leisure and Learning Centre. This may include increasing storage and transitioning to moveable furniture and room dividers to enable multiple concurrent uses of the space.	Delete recommendation	Since the draft Plan was prepared, Council has resolved to seek Expressions of Interest for the redevelopment of the Epping Library Site to include an expanded library and community centre.
South	N/A	<p>Include an additional recommendation relating to the Epping Creative Centre. "Consider the long term future of the Epping Creative Centre when planning for the Epping District Community Hub and as part of the master planning process for Dence Park.</p> <p>This process should include consultation with the Epping community, the Volunteer Management Committee and users of the Centre. Any consultation should seek to gain a</p>	<p>Concerns raised through the consultation process related to parking, traffic, fees and management structure associated with a new Epping District Community Hub as opposed to the current arrangements for the Epping Creative Centre.</p> <p>The recommendation does not ask Council to make a definitive decision on the location of the floor space, rather it allows for the consideration of a new, purpose built, co-located community facility in Epping that accommodates the users</p>

Area	Original Recommendation	Revised Recommendation	Comment
		detailed understanding of existing user needs relating to access, parking, storage, lighting, sound mitigation, space requirements and other design elements”.	from the Epping Creative Centre ; or retains the centre in its current location in Dence Park. Any decision in respect of the long term future of the Epping Creative Centre would be the subject of further Council reports.
Waitara Guide Hall	Work with Girl Guides NSW to increase community use of the Waitara Guide Hall , to gain maximum benefit from the highly sought after Wallarobba cluster of facilities.	Work with Girl Guides NSW to review community use of the Waitara Guide Hall , to gain maximum benefit from the highly sought after Wallarobba cluster of facilities within the context of a site master plan. Enable Waitara Girl Guides to continue as a regular and long term user of the Wallarobba cluster of facilities, moving to shared use of facilities.	Further investigative and design work is required to be undertaken on Wallarobba/Willow Park precinct in order to make the best use of limited space. It is appropriate that this work be undertaken prior to renewing a long term lease for the Guides.

Leased Kindergartens

The draft Plan recommends that Council adopt a commercial approach to the offer of leased kindergartens/preschools such that market rental rates are adopted and asset rationalisation is considered when economic considerations warrant.; and that this should be accompanied by excellent communication to ensure that lessees have sufficient time to understand and prepare for the changes.

It is noted that the principle of applying market rates to childcare centres has already been established by Council in respect of its own long day care centres. In this example the transition from the same subsidised rate applied to leased kindergartens/preschools to a site specific market rent took place over a period of three years. These centres will continue to provide a market rental to Council as their operation transitions to private operators later this year.

Community feedback opposed the recommendation to transition leased kindergartens/preschools from heavily subsidised rents to market rates, amid widespread concern that increasing rental costs will make the services unviable and/or unaffordable for parents. The fact that the fees are currently kept as low as possible is seen as a benefit to parents who are not eligible for the Child Care Rebate and Child Care Benefit by virtue of their children being enrolled in a traditional kindergarten/preschool as opposed to an extended hours preschool/kindergarten or long day care centre.

Stakeholder feedback on this recommendation needs to be considered within the context of changing industry regulations and funding policies from State and Federal Governments. The children's services industry has undergone significant change over recent years as the National Quality Framework and regulatory reform has been rolled out.

The current status of the quality focused reform is that preschools/kindergartens (including extended hours) operate under an identical regulatory framework to long day care services. Functionally, this means that clients can expect a similar level of educational quality in either a long day care service or a preschool/kindergarten.

Where the two services types differ is in how fee subsidies are provided. Traditional preschools/kindergartens receive state funding that is provided directly to the service. This funding, which varies between centres based on the children in care, serves to offset operating costs and therefore the costs passed on to service users. It is noted that most kindergartens/preschools tend to be operated by not for profit, parent based committees or larger not for profit groups such as KU Children's Services or SDN Children's Services. It is often the case that these groups occupy properties owned by local government who provide substantial rental subsidies to further ease the cost of care for service users.

In contrast to this, services users of extended hours kindergartens/preschools and long day care centres, depending upon the service's funding history with the State, will primarily receive fee subsidies directly from the Federal Government in the form of Child Care Benefit and/or the Child Care Rebate. All service clients are eligible for Child Care Rebate, a non-means tested payment which offsets 50% of the cost of care to a total value of up to \$7,500 per annum. Child Care Benefit is a means tested payment in addition to the rebate.

Announcements from the State Government's Office of Education, regarding changes in funding for traditional kindergartens/preschools are expected to have a major impact on this type of service offering. In 2016/17, funding will reduce to 50% of total current funding, be based on the socio-economic characteristics of a particular suburb, and be attributable to only four and five year olds. Services providing care to children with disabilities or "at risk" groups will be entitled to full funding support for that child irrespective of the location of the service.

In 2017/18, funding in higher socio-economic areas will be further diminished to the point that most services located in the Hornsby Shire will receive base rate funding of \$1,250 per child per annum for 15 hours of care (for 4-5 year olds only). This compares to a funding for children in lower socio-economic areas of \$2,950 per child per annum. It is not possible to compare the new forecast rates to existing funding arrangements at each service. It is noted that the policy platform announced by the Office of Education is one of redistributing the existing funding bucket in a more equitable manner. The consequence of this will be reduced State funding for traditional kindergartens/preschools in Hornsby Shire due to the socio-economic status of its residents.

It is considered that these changes will place the traditional kindergarten/preschool service model under pressure and that it will likely push services into an extended hours kindergarten/preschool model or a long day care in order to access Federal subsidies for service users. Traditional kindergartens/preschools tend to operate for seven hours a day and for 40 weeks of the year (aligned with school terms), whilst the extended hours kindergarten/preschools and long day care centres are open for more than eight hours per day and 48 weeks per year.

It is understood that once the Federal subsidies are factored in, most users of an extended hours kindergarten/preschool or long day care centre would be functionally paying the same out of pocket cost as they presently do at a traditional kindergarten/preschool.

Council is aware that at least two of the preschools (Glenorie Preschool and Montessori Preschool) that lease Council premises have already independently made this transition to an extended hours kindergarten/preschool or long day care centre such that users of the service are eligible for the Federal rebates.

Given the forthcoming period of significant industry change, it is recommended that Council delay the roll out of any proposed changes to its Council Buildings – Use by Kindergartens Policy so that it can better understand the actual impact the funding policy changes at a State level prior to formalising and implementing a revised Council policy on kindergartens.

To this end, it is recommended that Council signal its strategic intent to apply a market rental to leased kindergartens but that it delay the formal review and roll out of the Kindergartens Policy until such time as the impacts of the State funding changes are understood. Current leases would be kept on their holding over provisions.

CONSULTATION

In the preparation of this Report there was consultation with all stakeholders referenced in the draft Plan and attached submission report.

BUDGET

There are no immediate budgetary implications associated with the adoption of this Report.

POLICY

The draft Plan sets the high level strategic direction for Council's ongoing provision of community facilities. Specific policy matters referred to in the Plan will be dealt with in forthcoming policy reviews.

CONCLUSION

Elton Consulting have produced the draft Plan which details a strategy for Council's future provision of community facilities. The recommendations contained in the draft Plan have been the subject of extensive community consultation over a period of three months. A number of changes have been made to detailed recommendations in the Plan on the basis of this consultation. The overall ten key strategic directions of the Plan remain unchanged. If adopted, the draft Plan will inform future Delivery Programs and Operational Plans such that the goals of the draft Plan are achieved.

RESPONSIBLE OFFICER

The officer responsible for the preparation of this Report is the Manager Community Services – David Johnston, who can be contacted on 9847 6800.

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Attachments:

1. Draft Community and Cultural Facilities Strategic Plan Submissions Report
2. Draft Community and Cultural Facilities Strategic Plan

File Reference: F2009/00391-03

Document Number: D06076887



MINUTES OF GENERAL MEETING

Held at COUNCIL CHAMBERS, HORNSBY
on Wednesday 12 August 2015
at 6:35PM

ENVIRONMENT AND HUMAN SERVICES DIVISION

4 EH21/15 Draft Community and Cultural Facilities Strategic Plan - Feedback from Community Consultations

(F2009/00391-03)

Mr John Tomlinson, of Hornsby, addressed Council regarding this item.

Mr David Sentinella, on behalf of Hornsby Ku-ring-gai Greens, addressed Council regarding this item.

Mrs Edwina Watts, of Thornleigh, addressed Council regarding this item.

Hornsby Shire Council – Minutes of General Meeting of 12 August 2015

Ms Koon Lai, of Epping, addressed Council regarding this item.

Mr Peter Davis, on behalf of Brooklyn Community Association, addressed Council regarding this item.

MOVED ON THE MOTION OF COUNCILLOR HUTCHENCE, seconded by COUNCILLOR ANISSE,
THAT:

1. Council adopt the draft Community and Cultural Facilities Strategic Plan attached to Group Manager's Report No. EH21/15, with the exception of Strategic Direction 4.
2. Council's consideration of Strategic Direction 4, which relates to kindergarten and preschool leases, be deferred for a period of two months to allow for further consultation with those kindergartens and preschools who use Council buildings, and have regard to upcoming changes in legislation relating to kindergartens and preschools.

AN AMENDMENT WAS MOVED BY COUNCILLOR BERMAN, seconded by COUNCILLOR AZIZI,

THAT consideration of Group Manager's Report No. EH21/15 Draft Community and Cultural Facilities Strategic Plan – Feedback from Community Consultations be deferred for two months to allow further consultation with the community about the contents of the Plan.

THE AMENDMENT MOVED BY COUNCILLOR BERMAN, seconded by COUNCILLOR AZIZI, WAS PUT AND LOST.

FOR: COUNCILLORS AZIZI AND BERMAN

AGAINST: COUNCILLORS ANISSE, BROWNE, COX, GALLAGHER, HUTCHENCE, RUSSELL AND SINGH

THE MOTION, MOVED BY COUNCILLOR HUTCHENCE, seconded by COUNCILLOR ANISSE, WAS PUT AND CARRIED.

FOR: COUNCILLORS ANISSE, AZIZI, BERMAN, BROWNE, COX, GALLAGHER, HUTCHENCE, RUSSELL AND SINGH

AGAINST: NIL



ATTACHMENTS

GENERAL MEETING

**Wednesday 12 August 2015
at 6:30PM**

ALL WELCOME

Community and Cultural Facilities

Strategic Plan

August 2015

Introduction and summary

The purpose of this plan is to provide clear strategic direction for the future planning and management of Hornsby Shire Council's community and cultural facilities over a 10+ year timeframe. The plan builds on the previous Community and Cultural Facilities Strategic Plan, which was prepared in 2009, as well as Council's broader planning and policy framework. The study area is the entirety of the Hornsby local government area, as shown in Figure 2.

The plan focuses on the following questions:

- What principles and directions should guide planning for facilities?
- Where should facilities be located – and what spaces and services should they include?
- What size should facilities be?
- How could management of facilities, including leases and licences, be improved?
- What is a sustainable approach to fees and charges?
- What strategies should Council prioritise?

As this plan sets the strategic, long term framework for all community and cultural facilities, it will be supported by detailed planning for individual facilities.

The facility types considered in the plan include libraries, community and cultural centres, scout and guide halls, childhood education and care, baby health centres, historical society buildings and other facilities providing social or cultural services. The plan is focused on facilities which are owned by Hornsby Shire Council, whether they are operated by Council or by a lessee or licensee. It also considers the provision of facilities by neighbouring councils and by schools, clubs, churches and other non-government organisations. While it looks at the relationship between community facilities and Council's parks and open spaces, the plan does not provide direction or recommendations relating to recreation facilities and open space.

Preparation of the plan commenced in May 2014 and involved a 14 month process, during which a large amount of data was collated, analysed and interpreted. The metrics used in the plan therefore date from the previous complete financial year of 2012-13. While there have been changes to some of the metrics used in the plan in the intervening period, such as utilisation rates and hire fees, these changes are not substantial and do not change the strategic directions outlined in this plan. Where Council is making detailed decisions about the future of individual facilities, the process will include a review of the relevant metrics at that time. This will be particularly important given the strategic, long term nature of this plan.

This plan will be reviewed within three to five years, or earlier if there is a significant change in the information on which the plan is based.

Plan structure

The plan contains four major sections:

- **Hornsby described** provides information about the existing approach to the planning and provision of community and cultural facilities
- **Hornsby compared** describes key trends, as well as an approach to planning for community and cultural facilities and analysis of the approach to fees and charges used in different councils
- **Hornsby future** contains the recommended facility provision and strategic direction for community and cultural facilities in the Shire, including a future facilities strategic plan
- **Hornsby district plans** provides detailed analysis and strategies for six districts covering the entirety of the local government area.

To help with navigation within the document, each section is colour coded as indicated above. In addition, each of the district plans is colour coded in accordance with the district catchments map shown at Figure 7.

Methodology

The methodology for preparing this plan has included:

- review of relevant policies and plans
- analysis of existing demographics and projected population growth
- analysis of the use of existing facilities

- comprehensive audits of existing facilities, the methodology for which is described in Appendix 2
- interviews with 22 regular and casual hirers of facilities, representing a cross section of users
- seven group interviews with relevant council staff, including facility managers and library staff
- consultation with representatives from Community Centre Management and Advisory Committees
- an online community survey, which was completed by 214 respondents
- benchmarking of facility provision and fees and charges with other relevant councils
- exhibition of the draft plan for a 13 week period
- review, analysis and consideration of 470 submissions received during the exhibition period
- amendment to the draft plan in response to issues raised in submissions.

Principles

The plan identifies principles to guide the planning of community and cultural facilities in the Shire:

- a coordinated network
- centrally located within districts and regions
- serving identified social and cultural needs
- making best use of existing facilities
- financially sustainable
- multipurpose and flexible
- friendly and welcoming
- accessible
- near public space.

A more detailed description of each of these principles is contained in Table 8.

Directions

The plan recommends high level, long term directions for community and cultural facilities in the Hornsby Shire, which are summarised below. More detailed strategies for individual facilities are provided in Part 4.

1	Locate sub-regional community and cultural facilities in Hornsby.
2	Focus on multipurpose district hubs at Epping, Pennant Hills, Cherrybrook, Berowra and Galston.
3	Increase use of and access to village level facilities operated by other organisations and maintain village level facilities where the market is thin. Investigate an alternate management model for village level facilities which are locally valued but underutilised. Where appropriate, rationalise other low performing facilities to fund improvements to district hubs.
4	Adopt a commercial approach to the offer of leased kindergartens and preschools such that market rental rates are adopted and asset rationalisation is considered when economic considerations warrant.
5	Work with Scouts NSW and Girl Guides NSW to review the location, provision and lease arrangements of these facilities in order to obtain the best utilisation and maximise community benefit.
6	Do not create new single purpose, stand alone facilities or provide land for third parties to do so.
7	Review the support and assistance to volunteer management committees to better meet their needs
8	Improve the current booking system to enhance usability for customers and staff, including online functionality.
9	Review the Lease/Licence of Council Land and Buildings to Community Groups Policy and associated conditions in leases and licences, focusing on addressing shortfalls in respect of asset management and exclusive use arrangements.
10	Increase the consistency and sustainability of fees and charges, including simplifying the structure and increasing fees and charges over time to reflect industry benchmarks.

CONTENTS

Introduction and summary

1. HORNSBY DESCRIBED: ANALYSIS	5
Place	6
Plans and policies	8
People	17
Districts	21
Development	23
Council facilities	25
Comments from users and community members	36
Key non-Council facilities	37
2. HORNSBY COMPARED: BENCHMARKS	43
Trends	44
Hierarchies, benchmarks and standards	46
Fees and charges	50
3. HORNSBY FUTURE: RECOMMENDATIONS	53
Principles	54
Provision levels	56
Directions	62
Future facilities strategic plan	63
4. HORNSBY DISTRICT PLANS	65
Central District	67
North Western District	70
North Eastern District	73
Southern District	76
South Western District	79
South Eastern District	82
Appendices	
Appendix 1: Existing community and cultural facilities provided by Council	85
Appendix 2: Audit methodology	91

FIGURES

Figure 1: Views of the semi-rural area and national park in the north of the Shire	6
Figure 2: Hornsby Shire suburbs	7
Figure 3: Hornsby Shire existing planning framework	12
Figure 4: Hornsby Shire community age snapshot	18
Figure 5: Hornsby Shire community characteristics snapshot	19
Figure 6: Hornsby Shire households snapshot	20
Figure 7: Hornsby Shire district catchments	22
Figure 8: Community and cultural facilities in Hornsby Shire	25
Figure 9: Hornsby Shire libraries	27
Figure 10: Hornsby Shire community and cultural centres	29
Figure 11: Hornsby Shire scout and guide halls	31
Figure 12: Hornsby Shire childhood education and care facilities	33
Figure 13: Other council facilities	35
Figure 14: Key non-council facilities	38
Figure 15: Schools with BER facilities	40
Figure 16: Non-council childhood education and care facilities	42
Figure 17: Examples of larger, clustered facilities	45
Figure 18: Recommended floorspace provision for multipurpose community space	58
Figure 19: Hornsby Shire future facilities strategic plan (10-20 years)	64

TABLES

Table 1: Population and key characteristics 2011	17
Table 2: Projected population increases due to development by district	24
Table 3: Trends in the best practice provision of social and cultural facilities	44
Table 4: Typical facilities hierarchy	46
Table 5: User categories and discounts in comparison councils	51
Table 6: Examples of hierarchies of meeting spaces used in fees and charges	51
Table 7: Range of prices for hire of community and cultural centres in councils 2014/15	52
Table 8: Principles guiding planning for community and cultural facilities	54
Table 9: Existing and future library floorspace suggested by standards	56
Table 10: Existing and projected future rates of provision of multipurpose community space	57
Table 11: Indicative existing rates of provision of district level multipurpose community space	57
Table 12: Top 10 directions for community and cultural facilities	62
Table 13: Theme and weightings used in audit of libraries	91
Table 14: Theme and weightings used in audit of community and cultural facilities	92

Hornsby described: analysis

Place

Hornsby is a large metropolitan council of over 500 square kilometres in area. It is located to the far north of the Greater Sydney region, some 20 kilometres north-west of the Sydney CBD.

The Shire has two distinct characters. The south of the local government area is largely urban. As shown in Figure 2, it contains all of the Shire's major centres, town centres and villages. Many of these centres are clustered along the rail line, which runs from Eastwood in the south-east of the Shire to Brooklyn in the north-east.

The north of the Shire includes large areas of national park, as well as semi-rural areas and some small villages. The Hawkesbury River, along with tributaries such as Berowra and Cowan Creeks, provides the northern and north-eastern boundaries of the Shire.

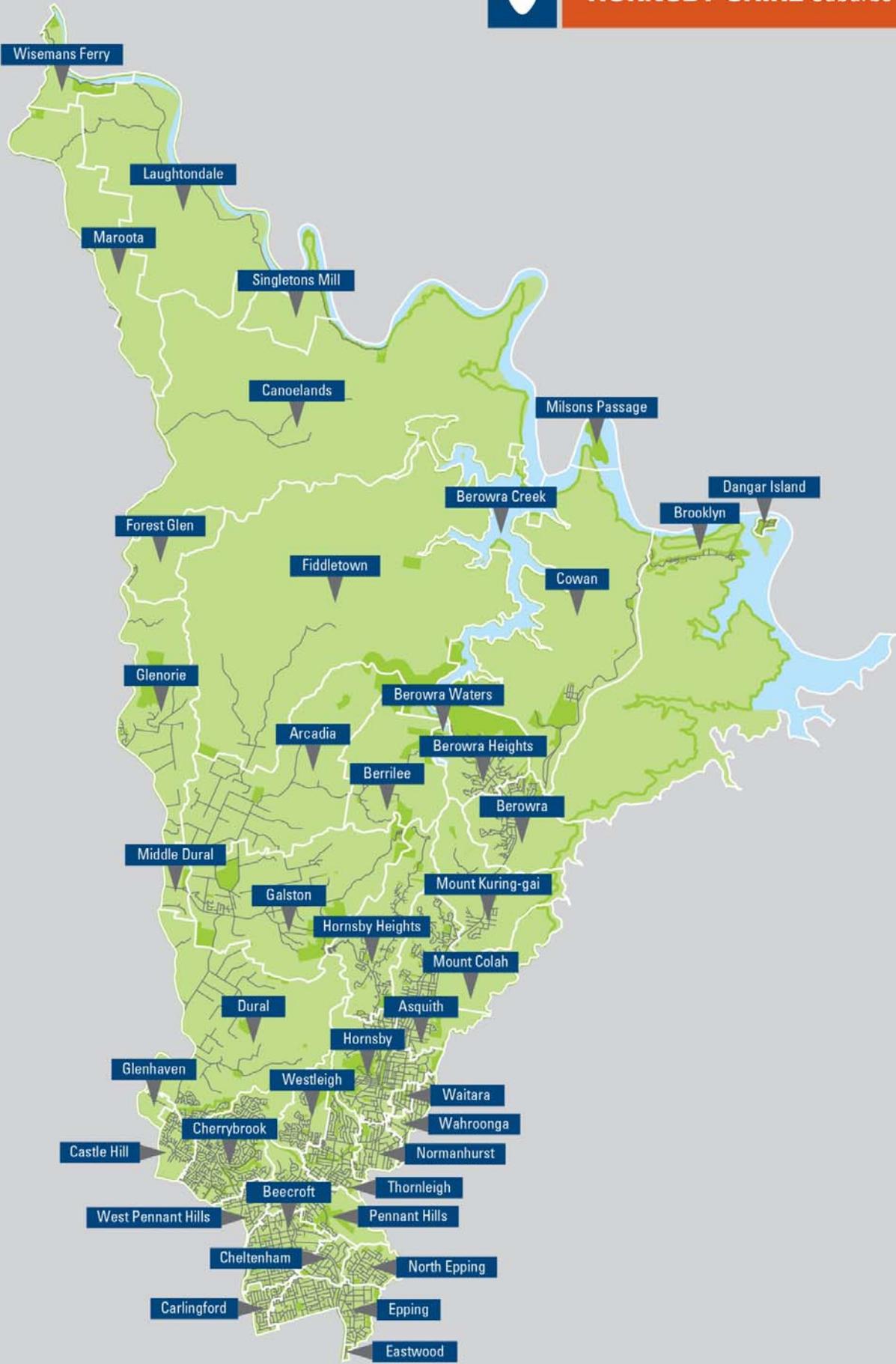
Hornsby's neighbours are Ku-ring-gai Council to the east, City of Ryde to the south-east, Parramatta City Council to the south-west and The Hills Council to the west. To the north, beyond the Hawkesbury River, is Gosford City Council.



Figure 1: Views of the semi-rural areas and national parks in the north of the Shire



HORNSBY SHIRE Suburbs



Plans and policies

Hornsby Shire Council has a number of plans and policies guiding the provision of community and cultural facilities. These plans and policies are summarised below, focusing on the key directions and implications.

Your Community Plan 2013-2023

Adopted 2013

Description and scope

The plan provides a 10 year vision and strategy for the Shire, as required under integrated planning and reporting legislation for all councils in NSW. It contains four themes: my environment, my community, my lifestyle, and my council.

Key directions

The plan describes three outcomes under the 'my community' theme, all of which are relevant for the future provision of community and cultural facilities in the Shire:

- meet our diverse community needs
- create a strong sense of belonging
- support healthy interactive communities.

It also describes relevant outcomes under 'my lifestyle', including 'vibrant and viable living centres' and 'effective infrastructure and services'.

Implications

The most direct links to community and cultural facilities are strategies:

- 7B Provide community access to a range of places and spaces
- 8B Encourage the provision of facilitated activities in community facilities and Council services.

However, the provision of community and cultural facilities supports a wide number of outcomes and strategies across all four themes in the plan.

The planning and provision of community and cultural facilities in Hornsby should be informed by other strategies, including:

- 8A Support the living centres in the Shire to be distinctive and vibrant
 - 10A Provide infrastructure and services that are socially, environmentally and culturally responsive to community needs
 - 11A Consolidate Hornsby's position as a major centre and strengthen the town centres with more office and retail businesses
 - 12B Ensure Council's long term financial sustainability through effective financial management that is transparent and accountable
 - 13B Implement new methods and technologies to deliver facilities and services.
-



**“A trusted, sustainable
and innovative Council
dedicated to improving
the quality of life of its
community”**

Councillors' strategic vision
Your Community Plan 2013-23

Community and Cultural Facilities Strategic Plan

Adopted 2009

Description and scope

Provides a framework for decision making about the direction, development and provision of community and cultural facilities.

Focuses on community and cultural facilities, including community centres, halls and leisure and learning centres. Scope does not include libraries.

Key directions

The plan identifies key principles for planning, designing and operating community facilities, including:

- addressing local community needs
- sustainable management practices
- ensuring integration, clustering and colocation
- accessibility, affordability and adaptability.

Key recommendations include:

- creating an active asset management and renewal strategy for community facilities
 - reviewing facility management models and provision rates in rural areas
 - making leisure and learning centres available to community members of all ages.
-

Implications

The previous strategic plan provides an information base for this plan, as well as identifying principles and directions which remain relevant. It also describes the history of individual community and cultural centres. As these descriptions are now contained on Council's website, they have not been duplicated here.

The recommendations made in the 2009 plan are superseded by this plan.



“Meeting the diverse needs of the community, creating a sense of belonging and supporting healthy interactive communities make up the intended outcomes from the provision of community facilities and space”

Community and Cultural Facilities
Strategic Plan 2009, page 11

Housing Strategy

Adopted 2011

Description and scope

Provides planning guidelines for development within nominated precincts

Key directions and implications

Provides planning guidelines for development within nominated precincts and contains descriptions and controls for desired future character for:

- five storey residential development
- mixed-use development
- heritage precinct development
- town centre linkage.

Recommends changes to zonings to allow increased residential development in Asquith, Beecroft, Berowra, Carlingford, Hornsby, Mount Colah, Pennant Hills, Thornleigh and Waitara.

Implications

The rezonings undertaken as a result of the Housing Strategy feed into the population projections for the Shire, as discussed later in this section.

Since the adoption of the Housing Strategy, a number of additional residential development areas have been approved or proposed in or near the Shire. These include the:

- Epping Town Centre Urban Activation Precinct
- Hornsby West Side
- Cherrybrook Station Precinct
- Peat Island and Mooney Mooney.

Further details about these development areas are also contained later in this section of the plan.



“A concentrated housing model has been adopted, with housing located in planned precincts rather than dispersed throughout urban areas”

Hornsby Housing Strategy 2011,
page 6

Section 94 Development Contributions Plan 2012-2021

Adopted 2012

Description and scope

Enables contributions to be levied from development for the provision of community infrastructure required to meet the demands created by that development

Key directions and implications

The plan contains Hornsby's existing centres hierarchy, which is shown in Figure 3, as well as projected population and dwelling growth.

It also defines three district catchments:

- Northern
- Central
- Southern.

Requires contributions be paid for local community facilities, described as "libraries and resource materials, and community centres and halls". Also allows for the provision of district infrastructure "where there is a direct connection with the development to which the contribution relates".

The plan levies funds to contribute towards the expansion of several established community facilities and libraries and the development of a new, centralised facility in Hornsby.

Implications

The population and dwelling projections developed as part of the Section 94 Development Contributions Plan are used as the basis for planning in the remainder of this document.

With the exception of the development of the new community facility in Hornsby, the funds raised by development contributions are expected to cover only a small proportion of the cost of the new or improved facilities. In total, the Plan proposes \$37,255,000 worth of capital works to community facilities, \$7,167,886 or 19 per cent of which is to be funded from developer contributions.

The Section 94 Development Contributions Plan is currently being reviewed to incorporate Epping Town Centre Urban Activation Precinct, Hornsby West Side and other potential residential rezonings, as well as the direction provided in this plan.



HORNSBY SHIRE Existing planning framework

-  Major centre
-  Town centre
-  Village centre



Land – Lease/Licence by Council Policy

Adopted April 2012

Description and scope

The policy sets out the principles, framework, responsibilities, and processes to manage the leasing and licensing of Council land and buildings.

Key directions

The policy requires all users leasing or licencing Council land to pay market rent, with the exception of community based non profit groups.

Implications

The policy effectively sets up a two tier system of leased and licenced properties, with commercial groups paying market rents, as per this policy.

Community based non profit groups pay discounted rents, as per the:

- Lease/Licence of Council Land and Buildings to Community Groups Policy
- Council Buildings – Use by Kindergartens Policy.

These policies are discussed on the following pages.

Lease/Licence of Council Land and Buildings to Community Groups Policy

Adopted May 2013

Description and scope

The policy provides the detailed framework for the leasing or licensing of Council land to community based non profit groups, as a companion policy to the Land – Lease/Licence by Council Policy.

It defines a community group as “an entity which provides a benefit to the community on a non profit basis, has a constitution or charter and a program of services or activities which confirm a commitment to meeting the cultural, social and/or recreational needs of the community”.

The policy excludes kindergartens and preschools, which are covered by the Council Buildings – Use by Kindergartens Policy. It also excludes occasional and regular hire of community, cultural and sporting facilities.

Key directions and implications

A detailed policy which:

- recognises the historical connections many community groups have with the facilities they use, including contributions to the construction of the building
- encourages the shared use of facilities by multiple groups in order to maximise their use
- contains detailed criteria for a community group to lease or licence a facility, including criteria related to the operation of the group, community benefit of the use, and proposed management of the facility
- creates sliding scales of rental subsidies and maintenance requirements, generally with the higher the rental subsidy the greater the maintenance requirements placed on the lessee or licensee
- requires the management of the facility to be reviewed prior to the renewal of a lease or licence and for an Expression of Interest process to be undertaken for use of vacant properties.

The policy stipulates that lessees are required to keep facilities in good repair, undertake regular maintenance, and should be “willing to undertake significant/identified capital works as necessary to develop the facility as an asset for the long term benefit of the community”.

Implications

The policy has a number of notable features, including the:

- large number of criteria for assessing eligibility under the policy
- statement that some of the criteria will be weighted, without actual weightings being set
- connection between the term of the lease and the original capital contribution made by the lessee.

To simplify the interpretation and application of the policy, Council could move to an approach in which it states a subsidy for different types of use as a percentage of the market rate. This approach would also provide greater transparency about the subsidy Council provides to organisations leasing land and buildings under the policy.

The policy may also have some unforeseen consequences. For example, its highest rent subsidy category is available to groups which have limited revenue raising and grant funding ability, and may need assistance in becoming established. These groups are required to be fully responsible for maintenance of the facility. However, groups with very limited funding are also likely to rely on the use of untrained volunteers to undertake maintenance. Such volunteers are likely to have limited ability to maintain buildings to adequate levels and in accordance with contemporary Work Health and Safety and other standards.

Hornsby has an obligation to maintain its buildings in safe condition, even if those buildings were constructed by, or with a contribution from, a community group and/or are leased by a community group.

In addition, the policy links some eligibility criteria to target groups identified in Council’s Social Plan. The policy does not state which iteration of the Social Plan is referred to and it is assumed the reference is to the Social Plan 2005-09, as the Social Plan 2009-14 focuses on issues and key priorities instead of target groups. This reference may therefore need to be reviewed.

Council Buildings – Use by Kindergartens

Adopted 2013

Description and scope

The policy sets out the methodology for rent payable by kindergartens using Council buildings. It is based on the understanding that kindergartens contribute to the construction, maintenance and improvement of the buildings they use.

Key directions

The policy requires that “the rent payable by kindergartens using Council buildings, except for Council halls, will be related to the number of children for which the kindergarten is licensed and will be assessed on the basis of a rate per child day as determined by Council”. The policy establishes a rate per child per day of \$2.30 for 2009, to be reviewed annually in line with the Consumer Price Index. As at 2015, this rate is \$2.61 per child per day, excluding GST.

Kindergartens using Council halls must pay the fee published in Council’s Fees and Charges for centres managed by volunteer management committees.

Implications

The policy sets up a system of subsidy for the operation of kindergartens in properties leased from Council. It implies that kindergartens in leased properties will be responsible for maintaining their facilities. However, as noted previously, Council has an obligation to maintain its buildings in safe condition, even if those buildings are leased and/or maintained by a non profit organisation.

While it only refers to kindergartens, the policy has also been applied to preschools. At present, Council owns 12 properties which are leased to kindergartens and preschools. Of these, one is leased at market rates and the remaining 11 are leased at subsidised rates under this policy.

More recently, Council considered the future use of the Baden Powell Hall in Brooklyn, which is leased to KU Children’s Services. In June 2014, Council resolved to review the rent paid by the lessee for the use of the hall, “with the intention of moving to a market based rent for commercial and like users”.

This decision provides a precedent for Council moving away from the Council Buildings – Use by Kindergartens Policy and towards a market based rent for kindergartens and preschools operating from Council owned buildings.

Conditions of Hire

Adopted 2013

Description and scope

These set out conditions for hiring Council's community and cultural facilities to casual and regular hirers.

Key directions

Some specific conditions relate to:

Bookings and use

- Bookings are generally for a minimum of two hours.
- Use of all facilities must cease by 10:00pm on a Sunday to Thursday night and by 12:00am on a Friday or Saturday night and any day immediately preceding a public holiday.

Public Liability Insurance (PLI)

- Individuals who make no more than five casual bookings a year may be covered by Council's PLI, but are subject to a \$2,000 excess for any payouts.
- All regular hirers must provide evidence that they have PLI of at least \$20 million. Commercial activities, incorporated bodies and associations of any kind, including sporting groups, must also have their own cover.

High risk functions

- High risk functions are considered to include 16th to 21st birthday parties, organised youth events, large crowd events, and live music events.
- A Notification to Take and Consume Alcohol in Public Halls must be obtained from Hornsby, Eastwood or Castle Hill Police Station to allow the entry or consumption of alcohol at any Council owned facility.
- Licensed security guards must be employed for all high risk functions, with a minimum of one licensed guard per 100 guests.

Setting up and cleaning

- Hirers are responsible for setting up the facility and for cleaning it after use.
 - The cost of any additional cleaning required by Council will be deducted from the security deposit.
-

Implications

These conditions, including those for high risk functions, are generally similar to those governing the hire of council owned facilities in other local government areas. The conditions seek to provide a balance between enabling community use of facilities, minimising impact on neighbouring residents, and managing risk to Council.

However, the need for regular hirers to have their own PLI may restrict the regular use of facilities by some groups which contribute to the creation of social capital and reduction in social isolation, but are unable to afford their own public liability insurance.

In addition, the requirement for hirers to be responsible for set up and cleaning may restrict use of facilities for conferences and other forms of professional use where assistance with set up, pack up and cleaning is generally included, for a price.

People

According to the most recent Census, the population of Hornsby was about 157,000 in 2011. The table below shows the population in 2011 by area, as well as some key characteristics for each suburb. The highest and lowest figures for each of the three age groups are circled.

Snapshots of the existing population of the Shire, presentation as infographics, are shown in Figures 4-6.

Table 1: Population and key characteristics 2011

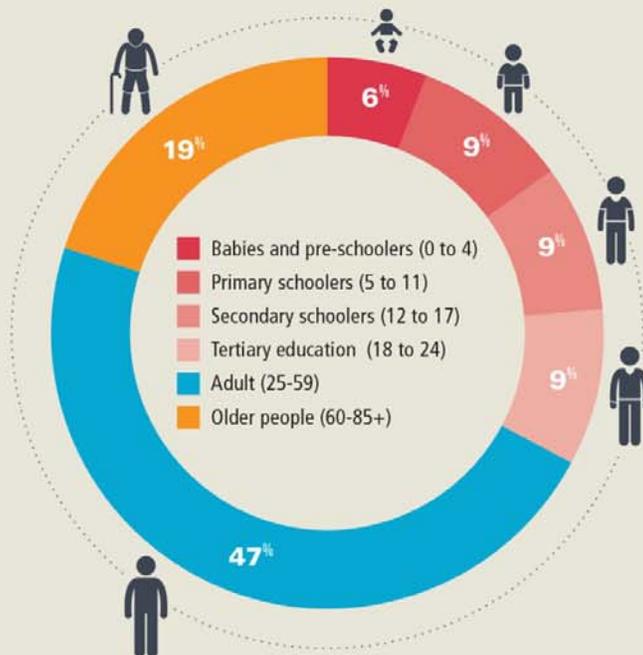
Area	Population 2011	Younger people (0-24 years)	Adults (25-59 years)	Older people (60+ years)
	No.	%	%	%
Arcadia - North Western Rural	3,911	32	46	20
Asquith	3,294	32	47	20
Beecroft - Cheltenham	10,595	33	42	25
Berowra	4,619	37	37	16
Berowra Heights - North Eastern Rural	6,866	34	48	18
Carlingford	3,215	35	45	20
Castle Hill	5,710	31	36	33
Cherrybrook	18,653	35	46	19
Dural	5,432	35	45	20
Epping	14,007	32	50	18
Galston - Middle Dural	3,234	31	42	27
Hornsby	20,446	29	55	16
Hornsby Heights	6,069	35	48	17
Mount Colah - Mount Kuring-gai	8,722	35	49	16
Normanhurst	5,292	35	41	24
North Epping	4,359	35	50	18
Pennant Hills	7,133	32	47	22
Thornleigh	8,120	34	47	19
Wahroonga	4,054	32	44	24
Waitara	4,901	27	56	17
West Pennant Hills	3,743	34	44	22
Westleigh	4,481	34	44	22
Hornsby Shire Council overall	156,856	33	47	20

Note:

- Arcadia - North Western Rural includes all or part of the suburbs of Arcadia, Berrilee, Canoelands, Glenorie, Laughtondale, Fiddletown, Forest Glen, Maroota, Singletons Mill and Wisemans Ferry
- Berowra Heights - North Eastern Rural includes all or part of the suburbs of Brooklyn, Cowan, Dangar Island and Milsons Passage
- Dural includes the part of Glenhaven in the Hornsby Shire
- Epping includes the part of Eastwood in the Hornsby Shire.

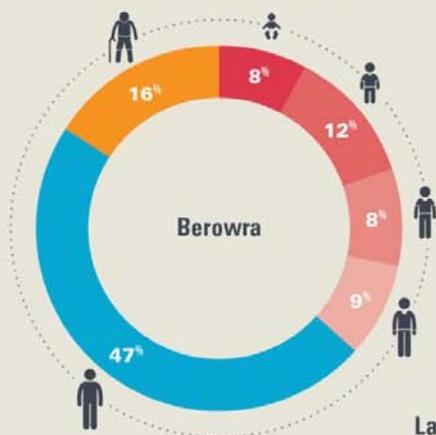


Hornsby Shire overall

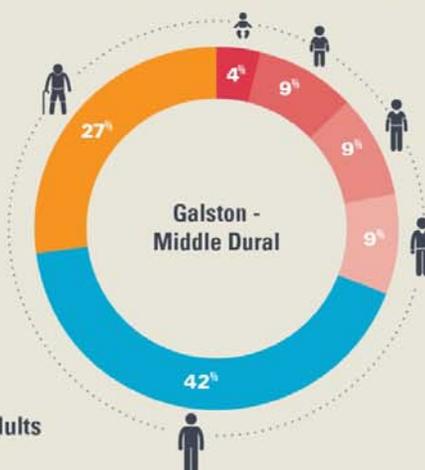


Spotlight on suburbs

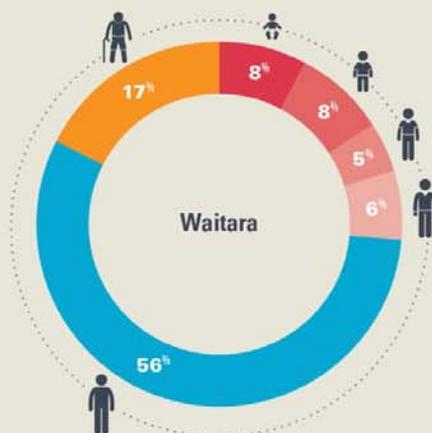
Largest proportion of young people



Largest proportion of older people



Largest proportion of adults

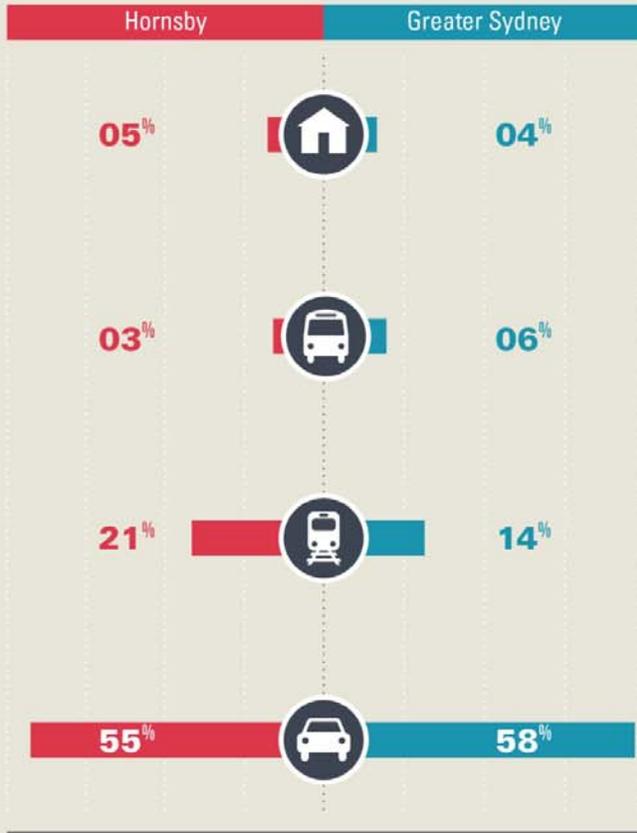




Changing birthplaces



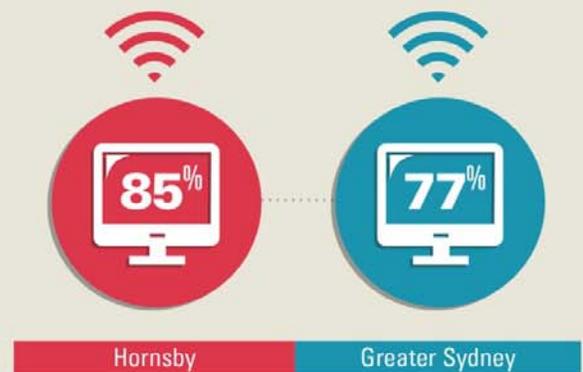
Getting to work



Residents volunteering their time



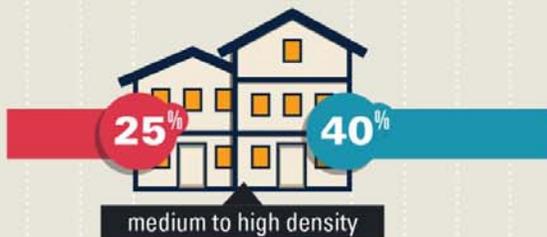
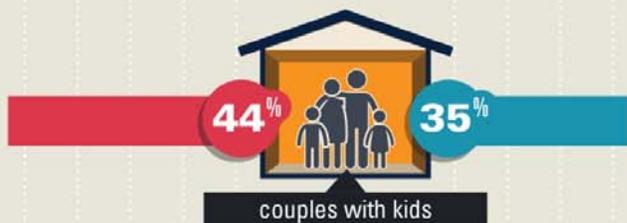
Residents that have home internet





Hornsby households

Greater Sydney households



Districts

This plan takes a district based approach to the provision of community and cultural facilities. The starting point for defining district catchments was the three districts defined in the Section 94 Development Contributions Plan. In order to achieve catchments with a relatively equal population size, as well as to relate to the more detailed geography of the Shire, the northern catchment as defined in the Section 94 Plan Development Contributions Plan has been divided into two and the southern catchment has been divided into three. In addition, Hornsby Heights has been included in the Central District.

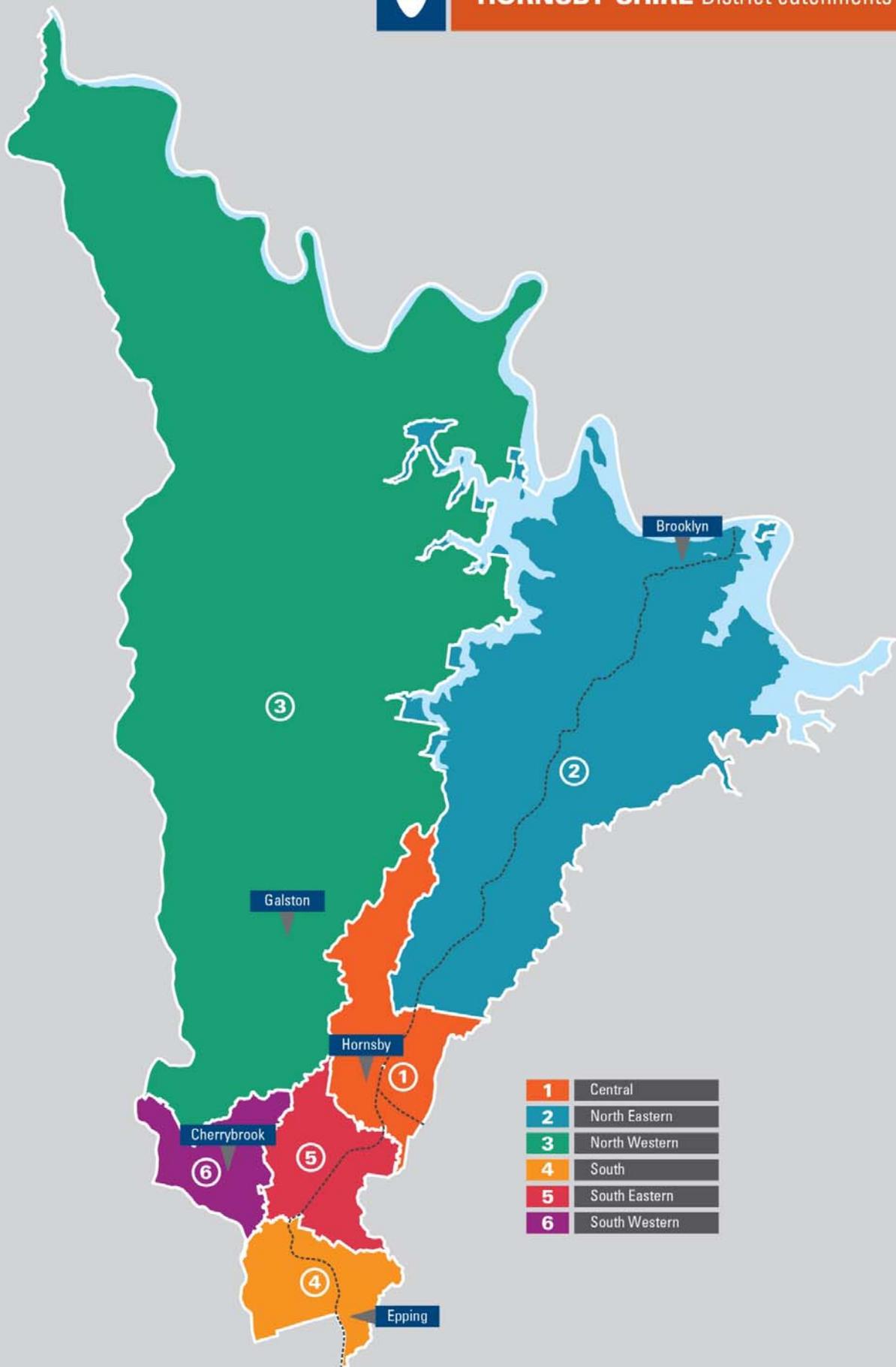
As shown in Figure 7, this results in six districts catchments:

- Central
- North Western
- North Eastern
- Southern
- South Western
- South Eastern.

As the population is distributed more sparsely in the northern part of the local government area, the two northern districts are larger in area than the four southern districts.



HORNSBY SHIRE District catchments



1	Central
2	North Eastern
3	North Western
4	South
5	South Eastern
6	South Western

Development

Approved development areas

As a result of expected residential development, the population of Hornsby is projected to increase from about 157,000 in 2011 to almost 172,000 in 2021.

Table 2 shows the population increase by suburb. These figures are based on the population forecasts contained in Council's Section 94 Development Contributions Plan, with the 2011 population updated to align with the most recent Census data. The projected population is shown for each of the districts defined previously.

The figures in Table 2 include the projected population increase associated with the Epping Town Centre Urban Activation Precinct (known as the **Epping UAP**). The rezonings associated with the Epping UAP were finalised in March 2014. They present opportunities for the development of approximately 2,950 dwellings, resulting in a projected population increase of some 5,900 people. Most of the development associated with Epping UAP is expected to occur between 2017 and 2021.

The figures also include the projected population increase associated with **Hornsby West Side**, a rezoning on the western side of the railway line in the Hornsby town centre. This rezoning was forwarded by Council to the Minister for Planning and finalised in December 2014. It is expected to present opportunities for the development of approximately 1,000 dwellings, resulting in a projected population increase of some 2,000 people above the previous projection. Most of the development associated with the rezoning is expected between 2021 and 2031.

Potential development areas

There are a number of other potential development areas also being considered in and near the Shire, which have not been included in the projected population increases shown in Table 1. These include **Cherrybrook Station Precinct**, a planning process associated with the construction of the new station as part of the North West Rail Link. The Cherrybrook Station Structure Plan was finalised by the Department for Planning and Infrastructure in October 2013. It proposes the establishment of a new local centre north of Castle Hill Road, between Robert and Franklin Roads.

If rezonings associated with the structure plan are approved, they are expected to present opportunities for the development of approximately 3,000 dwellings. This would result in a projected population increase of some 6,000 people in Cherrybrook. However, as the precinct straddles the boundary with The Hills Shire, it is expected that only two thirds of this development would be in the Hornsby Shire. Should rezonings around the proposed Cherrybrook Station occur, most construction would be expected between 2021 and 2031.

Outside the Hornsby Shire, there are a number of potential development areas which may have implications for the provision for community and cultural facilities in Hornsby. These include the proposed rezoning of land at **Peat Island** and **Mooney Mooney** in Gosford City Council. If approved, this rezoning is likely to result in the development of 400 new dwellings on the northern side of the Hawkesbury River. The concept plan prepared as part of the rezoning application includes unspecified community facilities on Peat Island, as well as a Rural Fire Service Station in Mooney Mooney village.

Table 2: Projected population increases due to development by district

Area	District catchment	Population 2011	Projected increase	Population 2021	% increase
Asquith	Central	3,294	1,736	5,030	52.7
Hornsby	Central	20,446	1,392	21,838	6.8
Hornsby Heights	Central	6,069	0	6,069	0.0
Waitara	Central	4,901	1,118	6,019	22.8
Central subtotal		34,710	4,246	38,956	12.2
Arcadia - North Western Rural	North Western	3,911	0	3,911	0.0
Dural	North Western	5,432	0	5,432	0.0
Galston - Middle Dural	North Western	3,234	0	3,234	0.0
North Western subtotal		12,577	0	12,577	0.0
Berowra	North Eastern	4,619	0	4,619	0.0
Berowra Heights - North Eastern Rural	North Eastern	6,866	0	6,866	0.0
Mount Colah - Mount Kuring-gai	North Eastern	8,722	334	9,056	3.8
North Eastern subtotal		20,207	334	20,541	1.7
Beecroft - Cheltenham	Southern	10,595	488	11,083	4.6
Carlingford	Southern	3,215	612	3,827	19.0
Epping	Southern	14,007	5,900	19,907	42.1
Epping North	Southern	4,359	0	4,359	0.0
Southern subtotal		32,176	7,000	39,176	21.8
Castle Hill	South Western	5,710	0	5,710	0.0
Cherrybrook	South Western	18,653	0	18,653	0.0
West Pennant Hills	South Western	3,743	196	3,939	5.2
South Western subtotal		28,106	196	28,302	0.7
Normanhurst	South Eastern	5,292	56	5,348	1.1
Pennant Hills	South Eastern	7,133	94	7,227	1.3
Thornleigh	South Eastern	8,120	360	8,480	4.4
Wahroonga	South Eastern	4,054	0	4,054	0.0
Westleigh	South Eastern	4,481	0	4,481	0.0
South Eastern subtotal		29,080	510	29,590	1.8
Infill development			3,586		
Total		156,856	15,872	169,142	10.1

The table includes population increases associated with approved development areas, but not potential development areas.

Council facilities

Hornsby Shire Council provides five main types of community and cultural facilities:

- libraries
- community and cultural centres
- community land for the provision of scout and guide halls
- childhood education and care
- other Council facilities.

This sub-section contains a snapshot and associated map of each of these facility types. The snapshots contain information on services and activities, utilisation, spatial distribution, and maintenance and operating costs. Data was obtained from a number of sources, including council records and projections, consultation with community facility users and management, facility visits and desktop research.

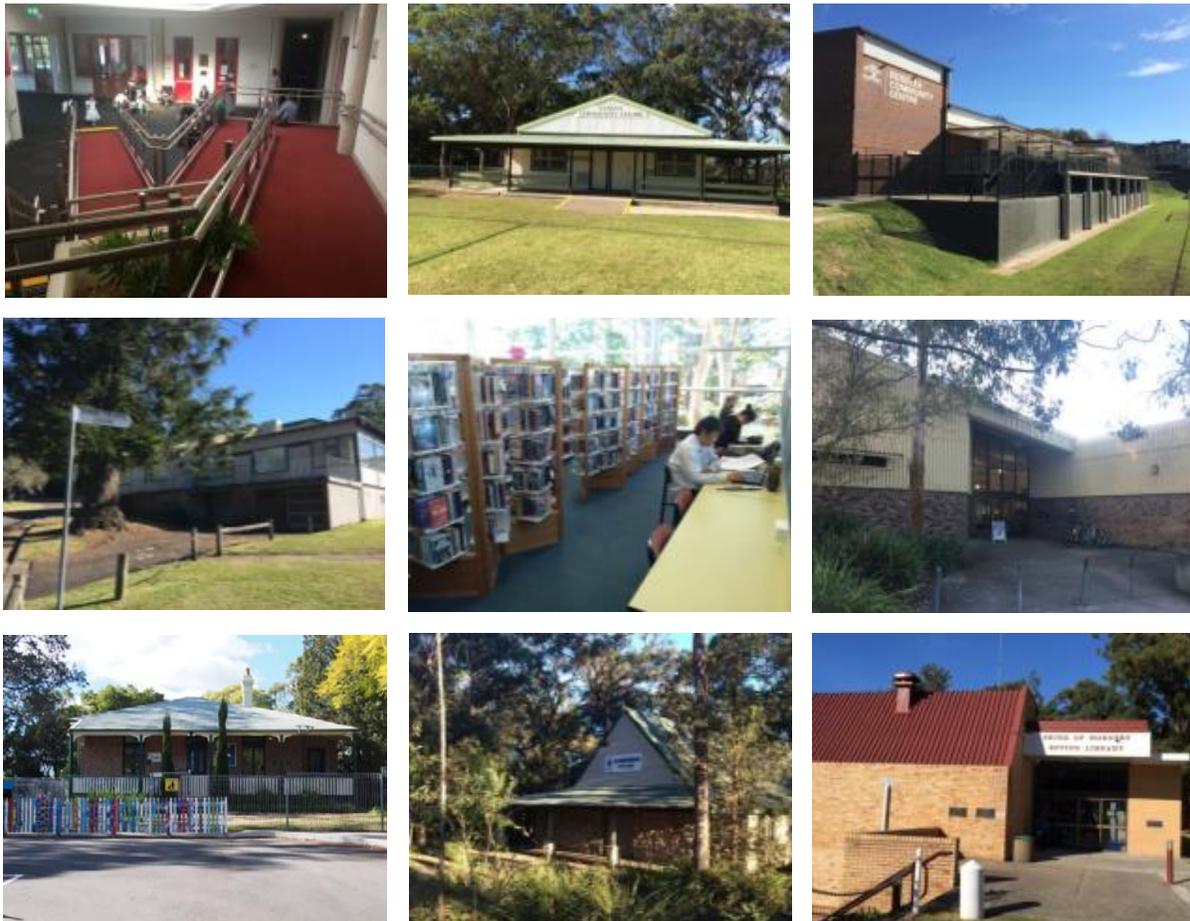


Figure 8: Community and cultural facilities in Hornsby Shire Council

Top row (left to right: interior of Cherrybrook Community and Cultural Centre, Cowan Community Centre, and Roselea Community Centre

Middle row: Epping Creative Centre, interior of Pennant Hills Library, Berowra Community Centre and Library

Bottom row: Glenorie Preschool, Cherrybrook Scouts, Epping Library

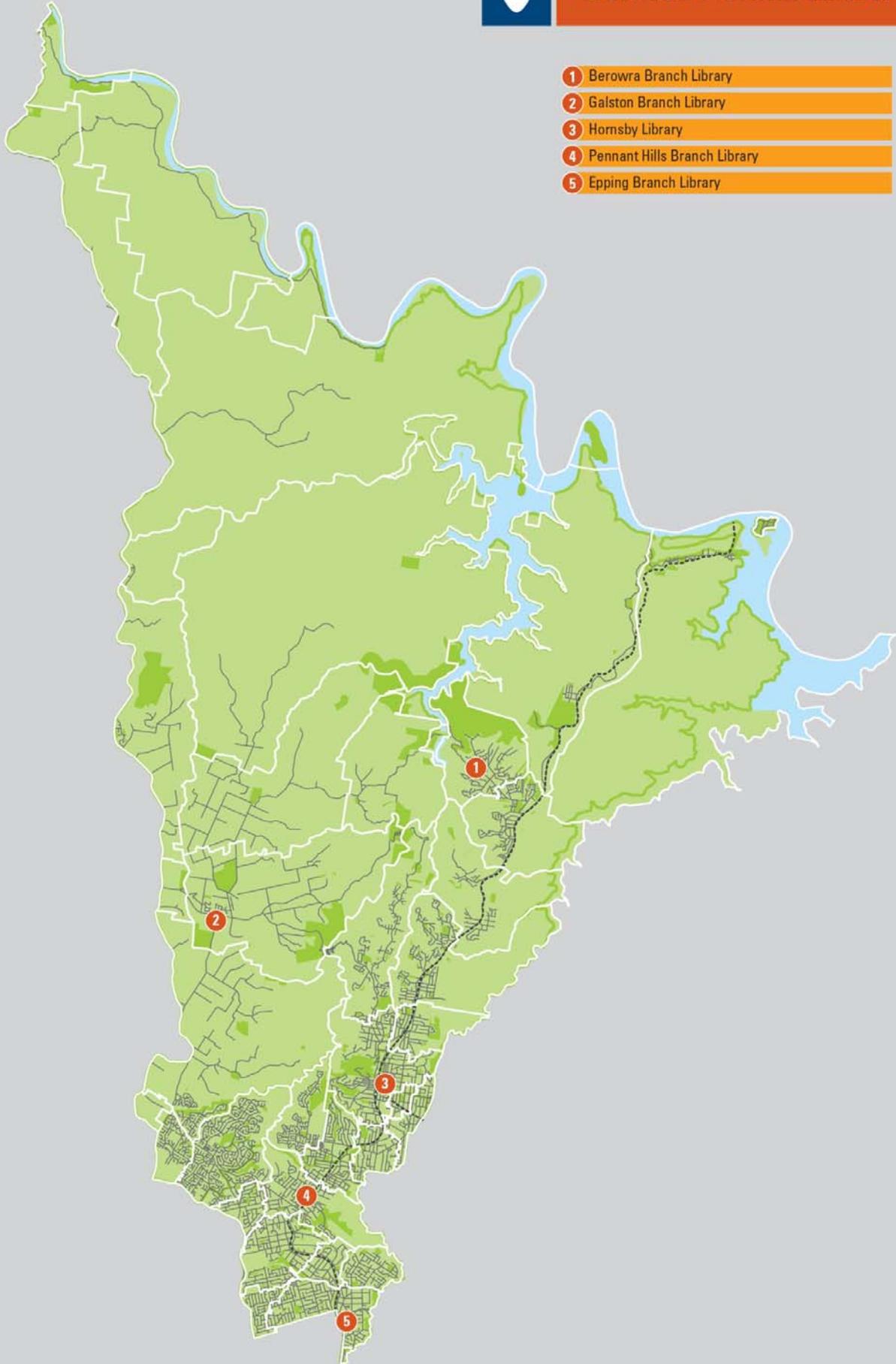
Libraries snapshot

Number	One central library and four branch libraries				
Distribution	Hornsby, Epping and Pennant Hills libraries are located in the south east of the Shire, with the smaller Berowra and Galston libraries located further north. All of the libraries are accessible by train or bus, except Galston which is accessible only by vehicle (see Figure 9).				
Operation	All five libraries are operated by Council				
Services and activities	<table border="0"> <thead> <tr> <th>Services</th> <th>Activities</th> </tr> </thead> <tbody> <tr> <td> <ul style="list-style-type: none"> library collections including books DVDs and magazines eLibrary including ebooks, emagazines and eaudio public access computers and WiFi study areas and meeting rooms volunteer Justices of the Peace home library service </td> <td> <ul style="list-style-type: none"> author talks book clubs summer reading club storytime sessions school holiday activities seminars and programs knitting groups </td> </tr> </tbody> </table>	Services	Activities	<ul style="list-style-type: none"> library collections including books DVDs and magazines eLibrary including ebooks, emagazines and eaudio public access computers and WiFi study areas and meeting rooms volunteer Justices of the Peace home library service 	<ul style="list-style-type: none"> author talks book clubs summer reading club storytime sessions school holiday activities seminars and programs knitting groups
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Utilisation	<ul style="list-style-type: none"> Visits to all libraries declined slightly between 2010/11 and 2012/13, with total visits going from 1,022,663 to 977,463. There was also a reduction in the number of library loans, from 1,159,108 to 1,080,887 over the same period. In contrast, the number of ebook, eaudiobook and emagazine loans has increased continuously since the service was introduced in 2011/12. The number of children attending storytime sessions has also increased, with growing numbers participating in sessions at Pennant Hills, Epping and Hornsby libraries. Pennant Hills Library attracted the largest increase, from 24 to 33 children per session. The average total number of programs and seminars over the past three years is 1,012 per year with 28,040 people attending. The percentage increase in programs over the last three years is 18 per cent with an attendance increase of 30 per cent Both the number of sessions provided and the participation in activities such as knitting groups, book club meetings and meet the author sessions have increased. These programs are currently constrained by meeting room availability. It is too soon to tell if the slight decreases in the number of library loans and visits is a long term trend. However, the importance of libraries as spaces for community activities has certainly been increasing over the past decade. It is therefore likely that the popularity of library activities in the Shire is likely to continue to increase. 				
Asset cost	The total projected 10 year maintenance cost for libraries averages \$416,000 per year, resulting in an annual average of some \$83,000 per year. This figure does not include the cost of maintaining co-located facilities, such as learning and leisure centres.				
Consultation outcomes	<p>The main activities and services online survey respondents have accessed in the past, or would consider accessing in the future, were:</p> <ul style="list-style-type: none"> library resources, such as books, DVDs and magazines library activities for adults, such as seminars and author talks library study space and meeting space library activities for children, such as storytimes. <p>For all types of community and cultural facilities, car parking was identified as the most essential feature of a facility. A significant majority of survey respondents identified study, reading and meeting spaces as an essential or desirable feature of libraries. In addition, respondents nominated friendly and helpful staff as important to library users.</p>				



HORNSBY SHIRE Libraries

- 1 Berowra Branch Library
- 2 Galston Branch Library
- 3 Hornsby Library
- 4 Pennant Hills Branch Library
- 5 Epping Branch Library

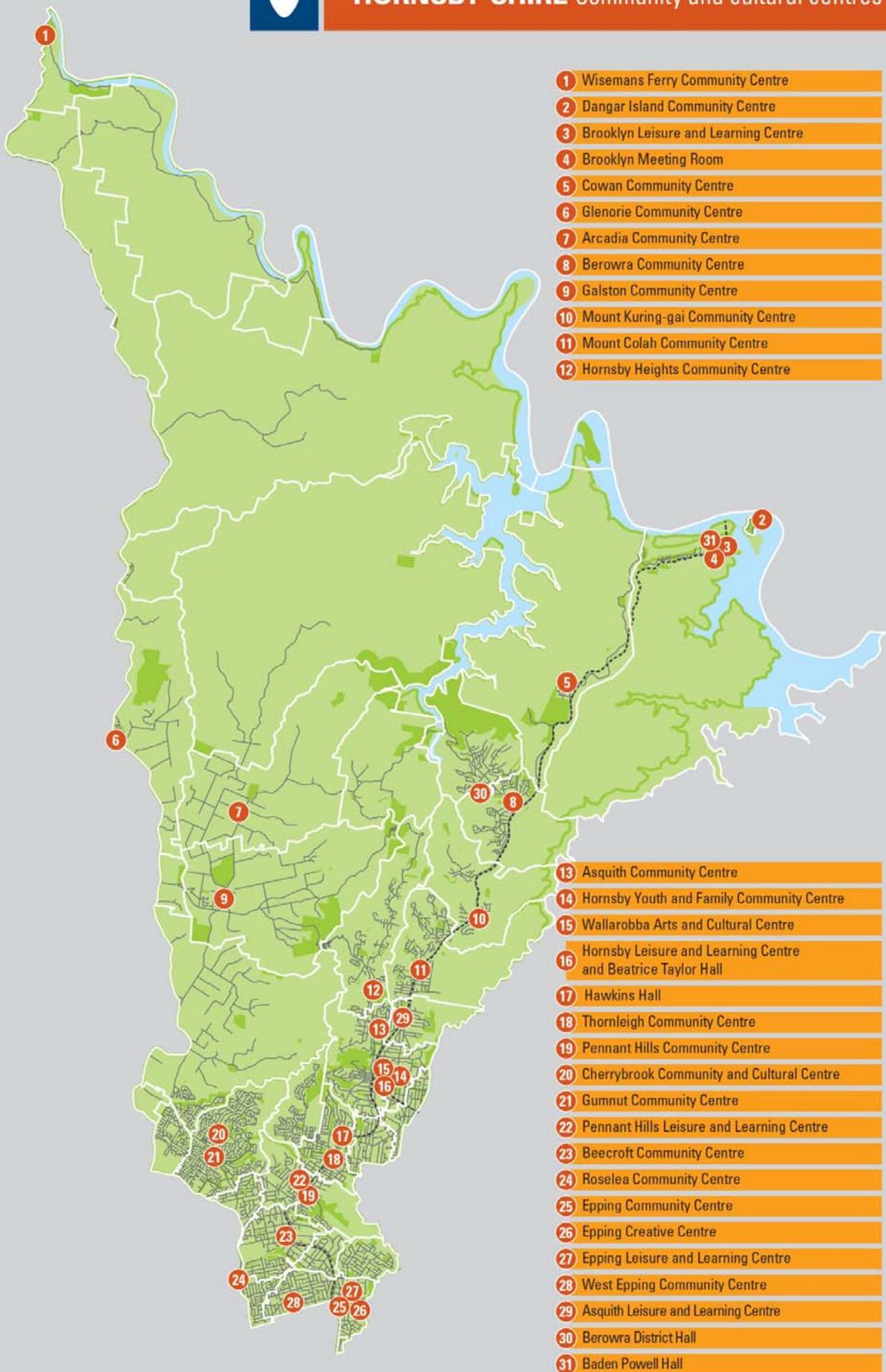


Community and cultural centres snapshot

Number	32
Distribution	Community and cultural centres are largely clustered in centres to the south and east of the Shire, often within one kilometre of the rail line (see Figure 10). Community centres are often located in or near parks and other open spaces.
Management	22 managed by Council 9 managed by volunteer committee 1 managed by lessee
Activities and services	<ul style="list-style-type: none"> • arts and crafts classes • community gatherings • community group meetings • dance and exercise classes • playgroups • private functions and events
Utilisation	The proportion of available hours that are used by regular groups on a weekly basis ranges from 0 per cent at Glenorie Community Centre to 74 per cent at West Epping Community Centre. The number of groups who regularly use community and cultural facilities ranges from two to 42 across the centres.
Asset cost	The total projected 10 year maintenance cost for community and cultural facilities across the Shire is \$14.7 million. Costs for individual facilities range from \$108,295 for Beatrice Taylor Hall to \$1.89 million for the Cherrybrook Community and Cultural Centre.
Fees and charges	Fees for hiring community and cultural centres range from \$3.75 per hour for non-profit groups at Epping Creative Centre to \$700 per night for weekend functions in the large hall at the Roselea Community Centre. More information on fees and charges is included in Section 3.
Consultation outcomes	<p>The main activities and services online survey respondents have accessed in the past or would consider accessing in the future at community and cultural centres were:</p> <ul style="list-style-type: none"> • exercise/sporting classes or activities • community clubs or meetings • art/craft classes or activities. <p>For all types of community and cultural facilities, car parking was identified as the most essential feature of a facility. The three most important features of community and cultural centres identified by survey respondents were affordable hire fees, relevant activities or services and the equipment and amenities provided.</p> <p>Consultation with facility management committees revealed a number of key issues for community and cultural centres, including the:</p> <ul style="list-style-type: none"> • need for more flexible spaces for hire • need for bespoke storage solutions for different activities • desire for a clear policy approach to the use of community facilities for commercial activities and fees and charges for facility hire.



HORNSBY SHIRE Community and cultural centres

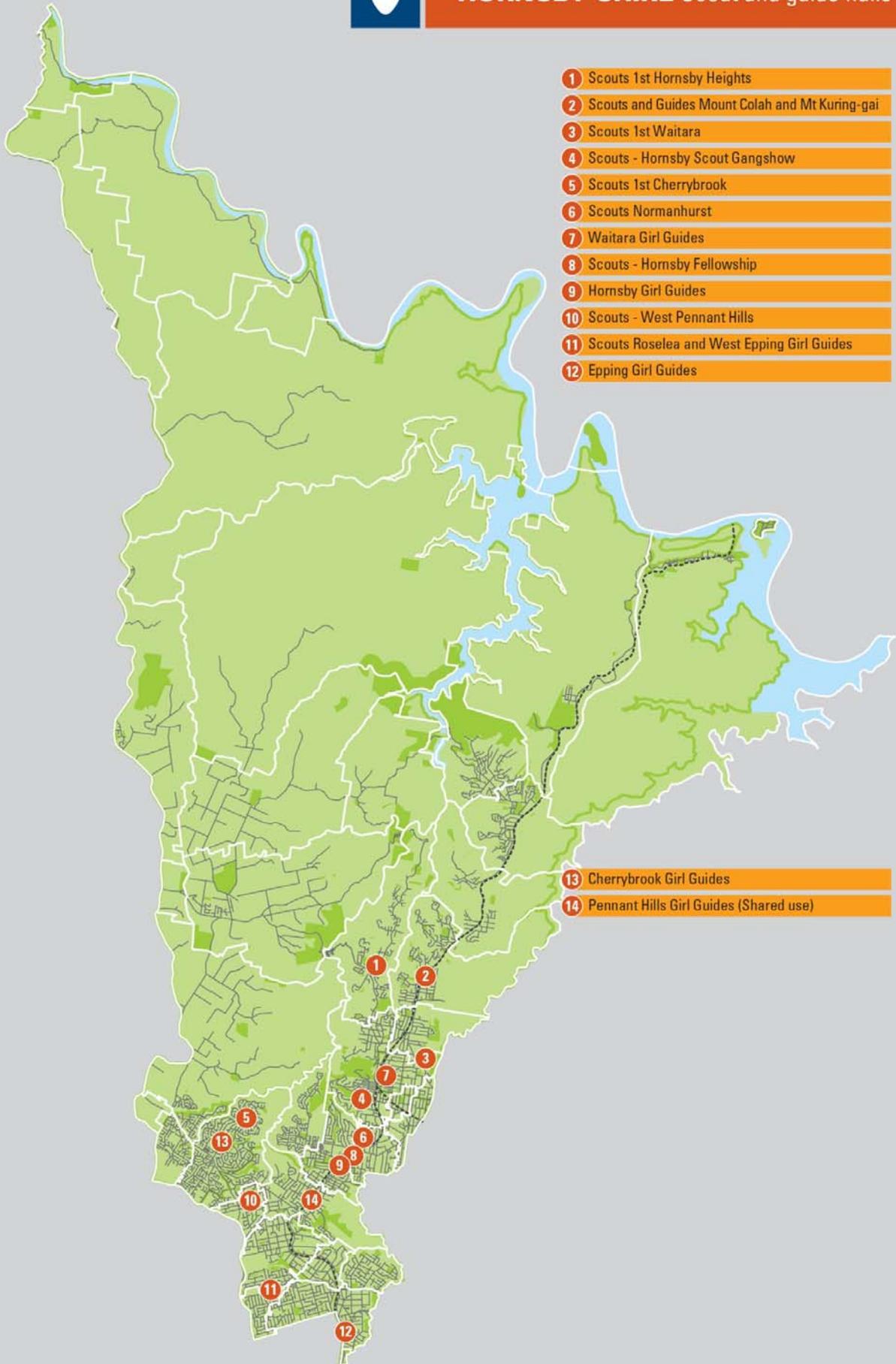


Scout and guide halls snapshot

Number	13 standalone facilities 1 shared use with a community centre
Distribution	The spatial pattern of scout and guide halls is broadly reflective of population distribution. Scout and guide halls are all located in the southern half of the Shire, with a large proportion along the train line and in the Central District (see Figure 11). Most scout and guide halls are located within Council parks and open spaces.
Ownership and operation	Scout and guide halls are built on Council or Crown land, but were often constructed and/or improved with funds provided by the relevant club. Scouts Australia NSW and Girl Guides Australia NSW & ACT have had leases for the hall sites. However, all leases for scout and guide hall sites have now expired.
Activities and services	<ul style="list-style-type: none"> • club meetings • social gatherings and activities • equipment storage
Utilisation	Records of use are not kept by Council but have been provided by scout and guide coordinators upon request. It appears that some of the halls are used infrequently or primarily for storage. Consultation with scout and guide coordinators and desktop research indicates there is a range of one to five regular user groups at scout and guide halls. Regular meetings (with an average length of two hours) are held an average of three nights per week. In some halls, meetings for different groups appear to be held concurrently.
Asset Cost	Unknown, as under Council's Lease/Licence of Council Land and Buildings to Community Groups Policy the maintenance of the halls is the responsibility of the lessee. Despite this, Council receives occasional requests to assist with the maintenance of a hall and the surrounds. From a visual assessment, it appears maintenance standards vary widely, from well maintained facilities (such as Mount Colah and Mount Kuring-gai Scouts and Guides Hall) to poorly maintained facilities (such as the two halls in Kenley Park). The long term cost of asset maintenance and renewal is therefore also likely to vary considerably from hall to hall.
Consultation outcomes	Discussion with scout and guide coordinators has indicated that: <ul style="list-style-type: none"> • the halls are highly valued by the groups that use them • many halls are hired on a casual basis for birthday parties and community events • there is some anxiety regarding the future of leasing/licensing arrangements with Council.



HORNSBY SHIRE Scout and guide halls

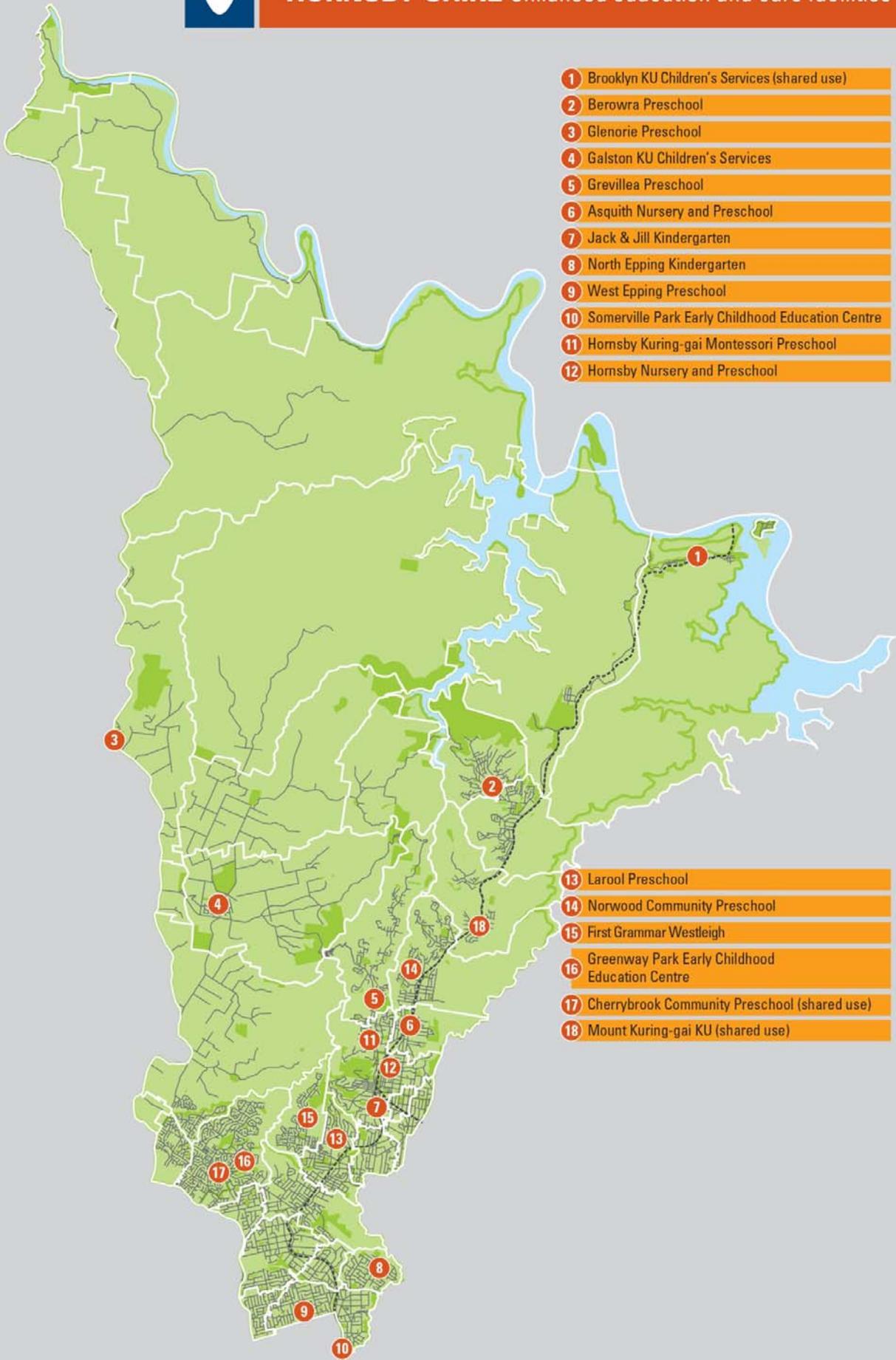


Childhood education and care centres snapshot

Number	15 standalone centres 3 shared use with community centres
Distribution	As shown in Figure 12, childhood education and care centres are located in areas of relative population density, along the train line or close to town centres. All four Council owned centres are located in densely populated parts of the southern half of the Shire. It is understood that Council has signalled its intention to cease the direct provision of childcare. Four childhood education and care centres are located close to the edge of the Shire, notably the centre at Glenorie sits on the western border while centres at North Epping, West Epping and Somerville Park are along the southern border of the Shire.
Operation	4 operated by Council 12 facilities operated by a lessee 7 out of 12 leases have expired
Activities and services	<ul style="list-style-type: none"> • preschools • kindergartens • playgroups
Utilisation	Council operated childcare facilities are open for up to 10.75 hours a day, generally between 7:30am and 6.00pm. They operate for 51 weeks per year and contain a total of 200 places per day. All new applications are placed on a centralised waiting list from which the centres fill vacant places.
Asset income	As discussed earlier in this section, 11 of the 12 leased childhood education and care centres are currently leased at subsidised rates in accordance with the Council Buildings – Use by Kindergartens Policy. One of the childhood education and care centres is currently leased at market rates. In June 2014, Council signalled its intention to move another of the leased centres to market rates.
Asset cost	The projected 10 year maintenance costs for the: <ul style="list-style-type: none"> • four Council operated preschools is \$2,225,468 • 12 leased preschools is \$4,889,119.



HORNSBY SHIRE Childhood education and care facilities



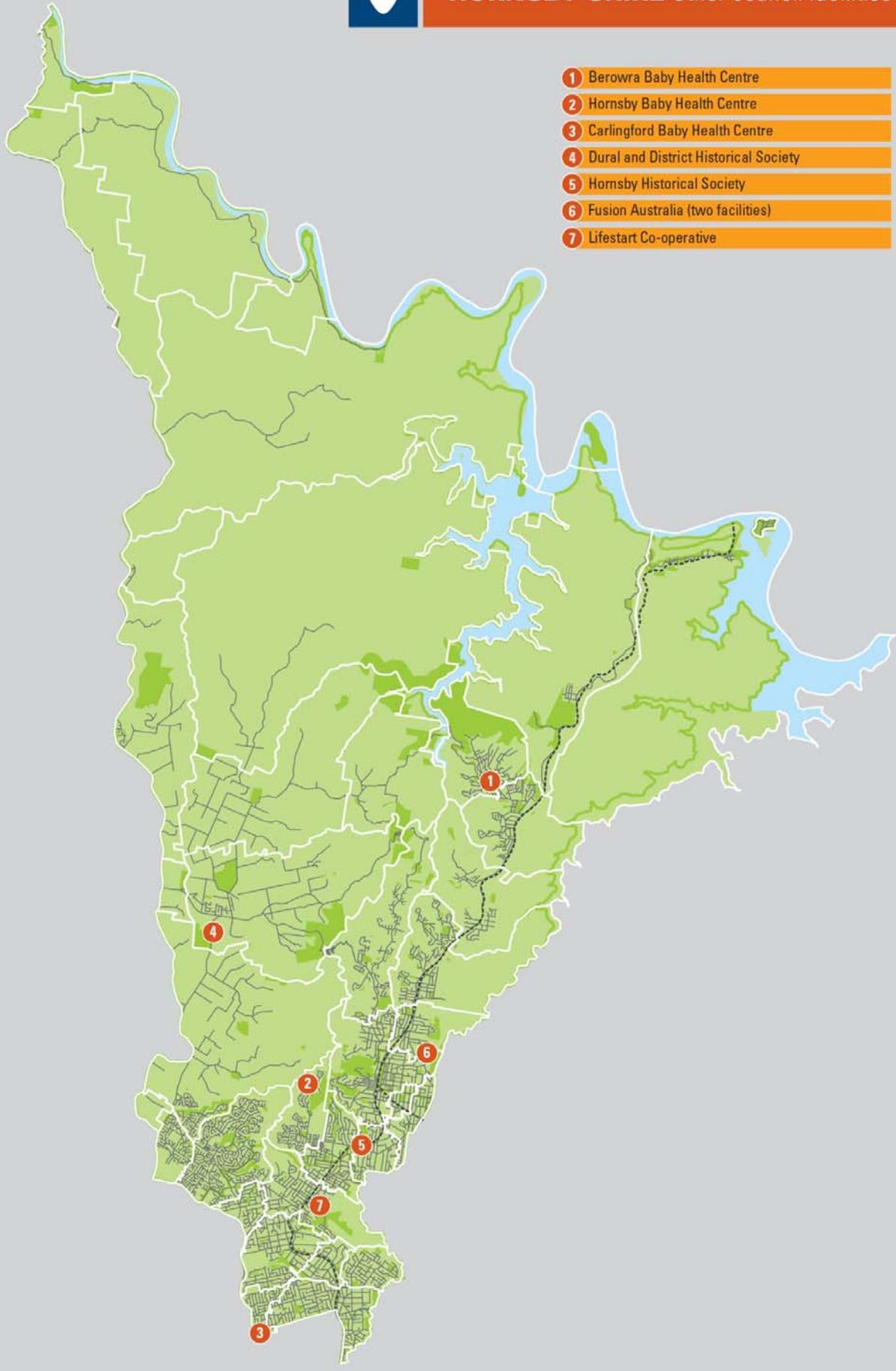
Other Council facilities snapshot

Number	8
Distribution	Other Council facilities are dispersed across the Shire (see Figure 13).
Operation	Operated by lessees
Activities and services	<ul style="list-style-type: none"> • baby health check ups • historical society meetings and activities • early childhood education and support for children with a disability and their families • social services and training
Asset cost	<p>The projected 10 year maintenance costs for:</p> <ul style="list-style-type: none"> • baby health centres is \$878,326 for three facilities • historical society buildings is \$236,766 for two facilities.



HORNSBY SHIRE Other council facilities

- 1 Berowra Baby Health Centre
- 2 Hornsby Baby Health Centre
- 3 Carlingford Baby Health Centre
- 4 Dural and District Historical Society
- 5 Hornsby Historical Society
- 6 Fusion Australia (two facilities)
- 7 Lifestart Co-operative



Comments from users and community members

The following comments were made by members of facility management committees, facility users, and respondents to the online survey. The comments reflect some of the key issues raised in consultation.



Parking is a key issue. A community centre must have enough parking.”

Interview with regular user of centre



There is an urgent need for a community facility with multiple spaces for meetings and a variety of activities in central Hornsby.”

Web survey respondent



Storage is a hot topic. There is never enough. Increasing storage would definitely increase the utilisation at our centre.”

Interview with regular user of centre



There needs to be a focus on addressing social isolation. Community centres could be used for community gatherings, BBQs etc.”

Management committee member



Only the whole hall is available for hire. This is too big and expensive for our group.”

Interview with regular user of centre



Committee members need more training and support.”

Management committee member



As an older lady who uses public transport everywhere, I find Hornsby Library is central and offers U3A courses and borrowing at a location that is easy to get to.”

Web survey respondent



There is no public transport to some community facilities on weekends.”

Management committee member

Key non-Council facilities

In addition to the facilities provided by Hornsby Shire Council, there is a range of other social and cultural infrastructure provided in and near the Shire. These include facilities provided by:

- neighbouring councils
- schools
- TAFEs
- registered clubs, such as RSL and sporting clubs
- other organisations.

Neighbouring councils

Hornsby Shire is bounded by five LGAs, some of which have significant urban centres. In reasonably close proximity to Hornsby Shire are major centres of employment including Macquarie Park, Chatswood and Parramatta CBD.

This regional framework provides an important context for the provision of social and cultural infrastructure in Hornsby Shire. As a regional centre, Parramatta will be expected to provide the focus for the provision of many higher order social and cultural facilities. Parramatta contains regional and metropolitan level cultural facilities, including the Riverside Theatres complex.

In addition, the major centre of Chatswood contains The Concourse, a cluster of regional level facilities. The Concourse includes a concert hall, 500 seat theatre and a variety of rehearsal and event spaces, as well as a central library and series of outdoor activity spaces.

The major centres for health services in the region are located at the Hornsby Ku-ring-gai Hospital in Hornsby and the Westmead Hospital near Parramatta.

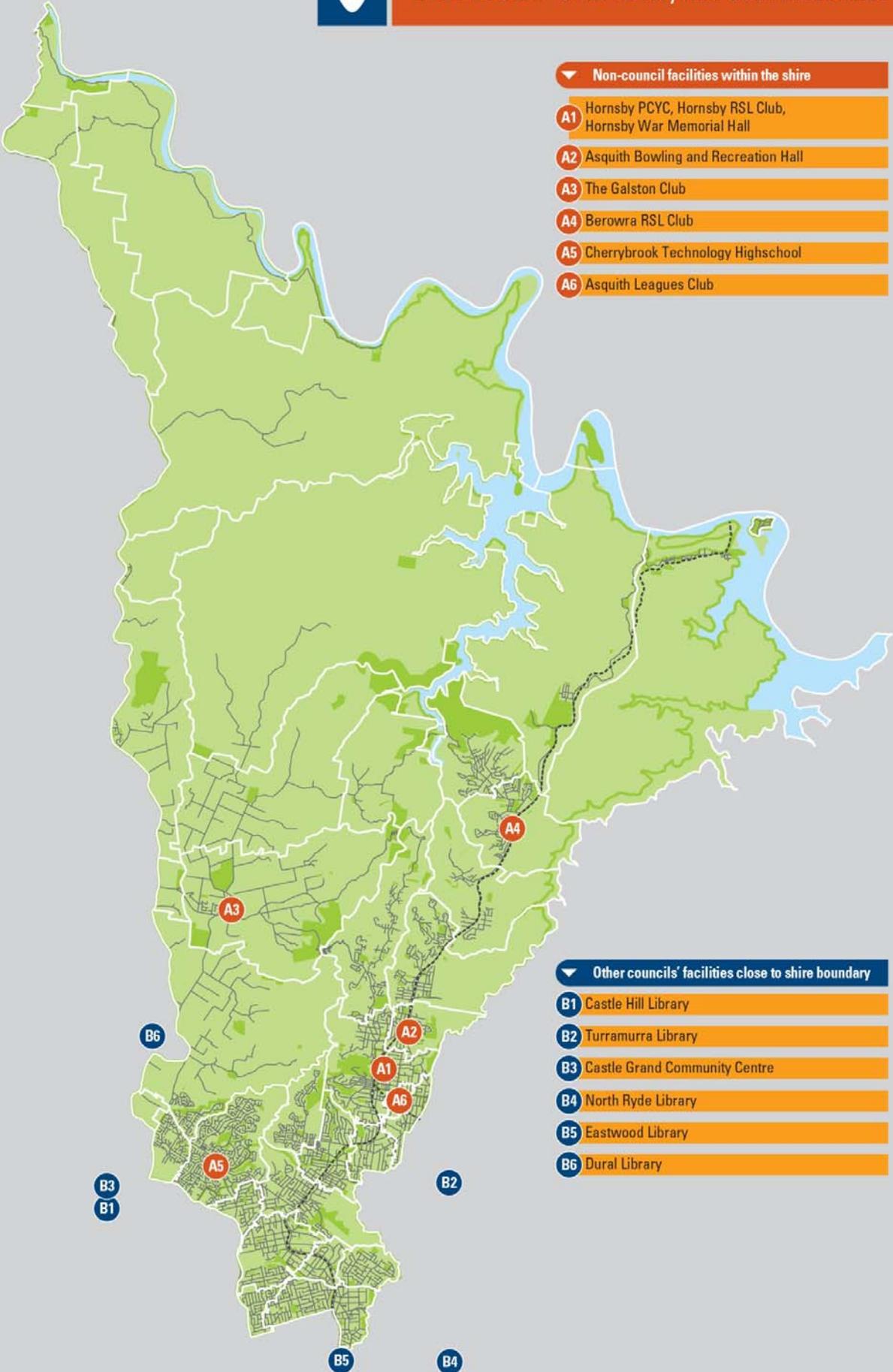
At a district and local level, the following council-provided social and cultural facilities are located within close proximity to Hornsby Shire:

- Eastwood Library (City of Ryde)
- Baulkham Hills Library (The Hills Shire)
- Castle Hill Library (The Hills Shire)
- Dural Library (The Hills Shire)
- Turramurra Library (Ku-ring-gai Council)
- Lindfield Library (Ku-ring-gai Council).

The location of these facilities, relative to Hornsby Shire, is shown in Figure 14.



HORNSBY SHIRE Key non-council facilities



Schools

Primary and secondary schools within Hornsby Shire contain a range of social and cultural facilities, including libraries, meeting rooms and halls. In many cases, these facilities are not accessible to the wider community.

A recent Australian Government program for the improvement of education facilities did include a requirement for schools, both public and private, to increase the accessibility of their facilities. The Building the Education Revolution (BER) program provided some \$16.2 billion in funding for education facilities across Australia. Government figures show that 82 schools in Hornsby Shire received funding as part of the BER scheme. Funding was approved for school projects including library refurbishments, multipurpose halls, classrooms, covered outdoor learning areas and the refurbishment of existing facilities.

A condition of BER funding was that new facilities be made available for general community use at no or low cost. The conditions of funding for all BER projects state that:

This must include reasonable access by any community or not-for-profit groups in the local community. Schools must agree to advertise the availability of the infrastructure for use by the community through any avenue available to them which does not incur significant cost to the school (eg newsletters, school website, free community papers). Schools may charge a low fee for the use of the facility where the charge is to cover recurrent costs incurred by the school in providing the community access (eg electricity, cleaning, security).

Council could assist schools to promote BER facilities for broader community use through a range of print and digital media.

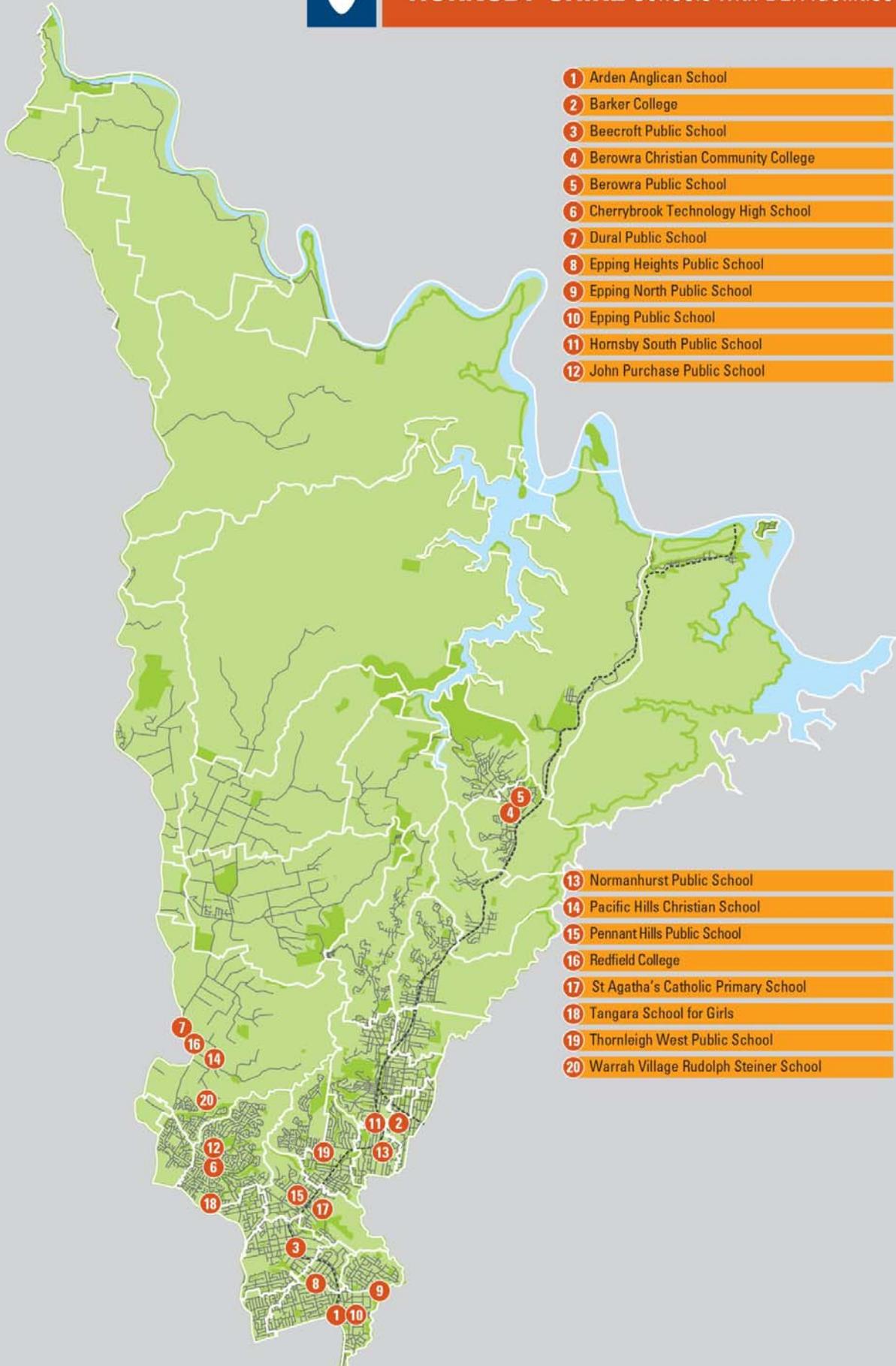
Facilities in Hornsby Shire provided by the BER that could be used for hire by the general public include new or refurbished multi-purpose halls at:

- Arden Anglican School
- Barker College, Waitara
- Beecroft Public School
- Berowra Christian Community School
- Berowra Public School
- Dural Public School
- Epping Heights Public School
- Epping North Public School
- Epping Public School
- Hornsby South Public School
- John Purchase Public School, Cherrybrook
- Normanhurst Public School
- Pacific Hills Christian School
- Pennant Hills Public School
- Redfield College
- St Agatha's Catholic Primary School
- Tangara School for Girls
- Thornleigh West Public School
- Warrah Village Rudolf Steiner School.

In addition, Cherrybrook Technology High School has a multipurpose hall for hire, which was constructed with a significant Council contribution.



HORNSBY SHIRE Schools with BER facilities



Childhood education and care

In addition to the Council owned childhood education and care facilities documented previously, there are a large number of non-council childhood education and care facilities across the Shire. These are shown in Figure 16.

TAFE

Hornsby TAFE campus is located on Peats Ferry Road, near Hornsby train station.

In addition to providing spaces for teaching and learning, Hornsby TAFE contains spaces available for community hire for small events and functions. There are also libraries at Hornsby TAFE, though these are generally only for use by TAFE students.

Registered clubs

Registered clubs such as RSLs and leagues clubs are also an alternative source of function and meeting space for families and local community groups. Registered clubs in Hornsby Shire include:

- Asquith Bowling and Recreation Club
- Asquith Golf Club
- Asquith Leagues Club
- Berowra RSL Club
- Dangar Island Bowling Club
- Galston Club
- Glenorie RSL Club
- Hornsby Bowling Club
- Hornsby RSL Club
- Hornsby War Memorial Hall

Some of these clubs also provide recreation facilities, such as fitness centres, tennis courts, bowling greens and pools.

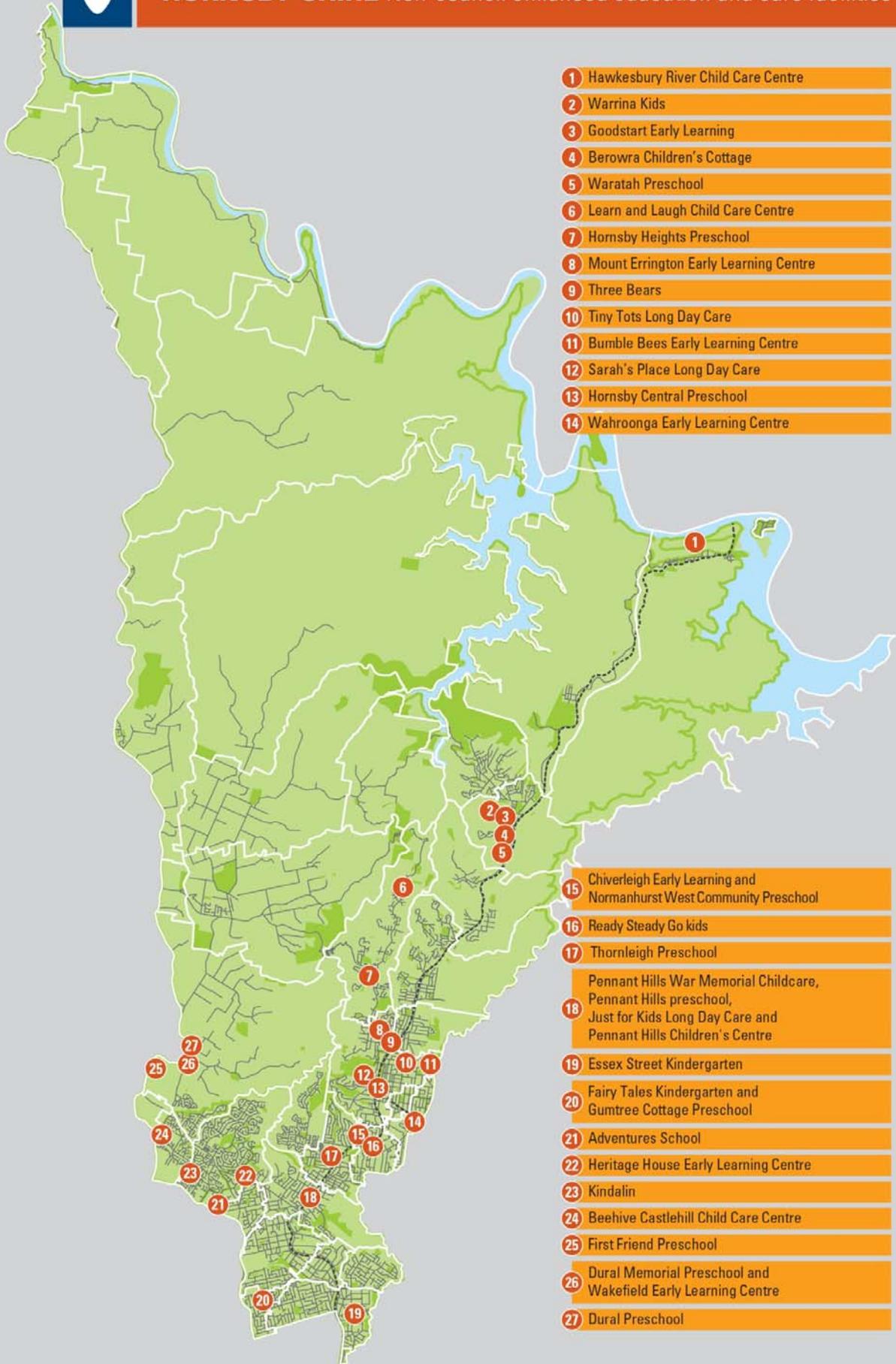
Other facilities

Church facilities are available for public hire in Asquith, Normanhurst, Arcadia, Galston, Mount Colah, Berowra and Waitara. Spaces in these churches are currently being used for play groups, meetings, social functions, exercise classes and seminars.

Additionally, the Hornsby PCYC provides a large space that accommodates indoor sports, recreational and cultural programs, and a variety of social functions.



HORNSBY SHIRE Non-council childhood education and care facilities



- 1 Hawkesbury River Child Care Centre
- 2 Warrina Kids
- 3 Goodstart Early Learning
- 4 Berowra Children's Cottage
- 5 Waratah Preschool
- 6 Learn and Laugh Child Care Centre
- 7 Hornsby Heights Preschool
- 8 Mount Errington Early Learning Centre
- 9 Three Bears
- 10 Tiny Tots Long Day Care
- 11 Bumble Bees Early Learning Centre
- 12 Sarah's Place Long Day Care
- 13 Hornsby Central Preschool
- 14 Wahroonga Early Learning Centre

- 15 Chiverleigh Early Learning and Normanhurst West Community Preschool
- 16 Ready Steady Go kids
- 17 Thornleigh Preschool
- 18 Pennant Hills War Memorial Childcare, Pennant Hills preschool, Just for Kids Long Day Care and Pennant Hills Children's Centre
- 19 Essex Street Kindergarten
- 20 Fairy Tales Kindergarten and Gumtree Cottage Preschool
- 21 Adventures School
- 22 Heritage House Early Learning Centre
- 23 Kindalin
- 24 Beehive Castlehill Child Care Centre
- 25 First Friend Preschool
- 26 Dural Memorial Preschool and Wakefield Early Learning Centre
- 27 Dural Preschool

Hornsby compared: benchmarks

Trends

Many cities and councils in Australia and elsewhere in the world are critically assessing their social and cultural facilities and exploring new models for meeting community needs and aspirations. Table 3 summarises long term national and international trends in the best practice provision of social and cultural facilities, identified through a literature review and ongoing case study research.

Some of these trends are already evident in Hornsby. For example, the Lease/Licence of Council Land and Buildings to Community Groups Policy encourages use of facilities by multiple groups. The trend toward larger and better, but fewer, facilities is also evident in the success of the Pennant Hills Community Centre and Cherrybrook Community and Cultural Centre, both of which are very well used. In addition, Wallarobba Arts and Cultural Centre is an excellent example of the trend towards adaptive re-use of heritage buildings.

Table 3: Trends in the best practice provision of social and cultural facilities

Trend	Description	Example
Larger facilities	There has been a move towards the provision of larger, but fewer, facilities designed for bigger population catchments – which can provide a higher quality and wider range of spaces, services and activities.	Vinegar Hill Library and Community Centre , occupies a three level building in the Rouse Hill town centre and creates a focal point for new and existing local communities.
Clustering of facilities	Leading practice favours the clustering of community buildings in places that are readily accessible by public transport and where people already congregate, such as shopping centres and schools.	Gungahlin Town Centre Wellbeing Precinct in Canberra, which currently includes a public library and facilities for secondary and vocational students, and is planned to incorporate sport and recreation facilities to serve students and the wider community.
Co-location of services	This is intended to enhance coordination between services and convenience for clients, as well as the more efficient use of limited resources.	Riverwood Community Centre , which has been in operation since 1974 and contains 14 services and programs in one multipurpose building.
Multipurpose facilities	To make the best use of limited resources, facilities need to provide for multiple uses and serve a range of population groups, as well as adapting as needs changes over time.	Mount Pleasant Community Centre in Vancouver, which contains diverse spaces including a 1,115 sqm library, childcare centre, fitness centre, arts rooms, multipurpose rooms and outdoor spaces, as well as affordable housing.
Emphasis on partnerships	Community facilities are increasingly dependent on the development of partnerships between local and state government, as well community organisations, service providers and the private sector, to make them work.	Churchill and District Intergenerational Community Hub in Victoria was developed and is being operated as a partnership between local, state and federal government, as well as a major university.
Active asset management	Councils are taking a more active and strategic approach to asset management, ensuring that facilities are maintained and renewed in ways that meet community needs and are financially viable.	Castle Grand Library and Community Centre in The Hills Shire Council is actively managed based on life-cycle costs and agreed levels of service, which allows Council to focus on proactive maintenance programs rather than reactive, complaint based action.
Adaptive re-use of heritage buildings	Councils are re-employing heritage buildings for community arts purposes, creating active places in spaces where redevelopment potential is limited.	Waverley-Woollahra Arts Centre , which provides art and craft classes to the local community, is jointly supported by two councils and has operated out of a heritage building since 1968.



Figure 17: Vinegar Hill Library (top) and Gungahlin Town Centre Wellbeing Precinct (bottom), examples of larger, clustered facilities in town centre locations

Hierarchies, benchmarks and standards

An important component of the preparation of this framework is to understand future demands for social and cultural facilities. One way to begin to estimate the demand for facilities is through the use of planning hierarchies and standards.

Hierarchies

The typical facilities hierarchy shown in Table 4 is based upon three to four levels that represent population catchments of different sizes. It recognises that facilities with different types of spaces and amenities are required to meet the range of needs and uses a community will experience.

Table 4: Typical facilities hierarchy

Hierarchy level	Population served
Regional or sub-regional	50,000 and over
District	20,000-50,000
Village	10,000-20,000
Local	2,000-10,000

The population thresholds suggested by this hierarchy should be applied flexibly, bearing in mind that the size of population catchments necessary to sustain different types of facilities will also be influenced by settlement patterns, travel distances and population characteristics. In some areas, particularly in established areas such as Hornsby with facilities provided by a wide range of council and non-council providers, the third and fourth levels of the hierarchy can be combined.

Benchmarks

There are two ways of considering the desired size of community and cultural facilities. The first approach is to benchmark against comparative councils, while the second is to align with standards. Both approaches consider the gross floorspace area (GFA) of facilities, measured in square metres (sqm) per 1,000 people.

The existing rate of provision of community and cultural centre space for other councils in Sydney varies greatly, between about 40 to 130 sqm per 1,000 people. These figures exclude libraries and child care centres. In general, provision rates are higher in more recently developed areas and in areas with a more dispersed population.

This generally accords with ongoing benchmarking of provision rates in urban councils undertaken as part of a range of projects across Australia, which show an average provision rate in the order of 80 sqm per 1,000 people. These generally do not include a contribution to regional or sub-regional level facilities, nor recognise the additional space provided by other organisations.

In comparison, the current mean rate of provision for community and cultural centres across Hornsby Shire is 93 sqm per 1,000 people, again excluding libraries and child care centres.

Standards

The tables on the following pages set out more detailed standards for community and cultural facilities, based on the hierarchy detailed above. For this project a range of standards for social infrastructure from across Australia have been reviewed, with sources including:

- State Library of NSW (2012) *People Places, A Guide for Public Library Buildings in NSW*, third edition
- Parks and Leisure Australia (2012) *Benchmarks for Community Infrastructure: A PLA WA Working Document*
- Victorian Government Growth Areas Authority (2008) *Planning for Community Infrastructure in Growth Areas*
- Victorian Government Growth Areas Authority (2009) *Guide to Social Infrastructure Planning*
- Queensland Government, Office of Urban Management (2007) *SEQ Regional Plan 2005-2026, Implementation Guideline No. 5 – Social Infrastructure Planning*
- Growth Centres Commission (2006), *Growth Centres Development Code* New South Wales.

Standards are useful in providing a starting point for identifying community facility requirements. However, a purely mathematical approach to facility planning is not recommended and the proposed standards should be applied as an initial guide only, and with some caution. Standards focus on numbers and do not account for more complex indicators of need such as health, socio-economic status, household structure, and the preferences people have for service use.

Standards rely on population projections, so their accuracy is a reflection of the quality of the projections and the assumptions used. In addition, standards do not account for density and layout of development and related accessibility factors such as physical barriers, distance, transport routes and available infrastructure in adjoining areas. This is particularly relevant for Hornsby, due to the area's size and uneven population distribution, as well as barriers to access such as the large national parks and reserves.

The application of the standards should also be adjusted to reflect local circumstances, and to take into account a range of other factors. In particular:

- Standards do not accommodate changing community expectations and preferences, shifts in government policy or funding, and changes in technology. Similarly they do not account for changing models of services delivery, innovations and solutions established outside program boundaries.
- Standards do not account for the role of non-government and private sector agencies in the provision of infrastructure. Nor do they account for the opportunities for partnerships and shared use of resources that emerge from integrated planning processes.
- Standards do not consider practical funding realities, particularly recurrent funding opportunities and constraints. Service capacity and quality is often more determined by staffing or program funding, than the building it operates from.

It should also be noted that standards often do not account for quality of facilities and the range of services offered by them. In some cases, a smaller, better quality, well located facility with a wide range of services and activities can meet community needs better than a larger but poorly located facility.

Sub-regional level facilities

Location	Major centre		
Catchment	Typically 100,000+ people, can be 50,000+ at the sub-regional level		
Description	Provides the premier civic and cultural spaces to serve a municipality or larger area, with a wide range of social and cultural facilities and services		
Examples	<ul style="list-style-type: none"> • Central library • Major civic and/or cultural centre • Performing arts centre • Exhibition spaces • Council administration • Youth resource centre • Major community health centre 		
Key standards	Facilities	Rate of provision	Approximate GFA
	Central library	1:100,000+	28 sqm per 1,000 people, plus 20% circulation space
	Major civic, community and cultural centre	1:100,000-150,000	2,000-4,000 sqm

District level facilities

Location	Town centre or village centre		
Catchment	20,000-50,000 people		
Description	<p>Provides a range of flexible, multipurpose spaces that include a variety of activity and program areas as well as space for a diverse range of services to be provided on a permanent, sessional and outreach basis. Usually has a permanent staff presence at key facilities.</p> <p>As well as the structured spaces for formal activities and programs, district facilities should also provide space for informal gathering and interaction and be known as community meeting places. District facilities should also include smaller more locally focused space for community arts and cultural development rather than professional level performance. Emphasis is on studio, workshop and exhibition space and community programs.</p> <p>Spaces for specific population groups will preferably be co-located as part of a multipurpose community centre or community hub.</p>		
Examples	<ul style="list-style-type: none"> • District library • Multipurpose community centre • Community arts centre • Smaller scale performing arts and/or exhibition space • Medical and community health services 		
Key standards	Facilities	Rate of provision	Approximate GFA
	District library	1:20,000-35,000	39 sqm per 1,000 people, plus 20% circulation space
		1:35,000-65,000	35 sqm per 1,000 people, plus 20% circulation space
	Community centre	1:20,000-30,000	1,200-3,000 sqm
Community arts space	1:40,000-50,000	1,000-1,500 sqm	

Village level facilities

Location	Small centre or village		
Catchment	Up to 20,000 people		
Description	<p>Provides flexible, multipurpose space that includes activity and program areas. Provides for a range of medium to small scale community events and social, educational, cultural and recreational activities at low cost. Local facilities are not usually staffed and are generally used on a casual hire basis.</p> <p>Facilities often include meeting/activity spaces and small kitchens. Also ideally includes integrated outdoor area for children's play and other activities.</p> <p>Village level facilities can often be appropriate in established areas through existing provision of halls and similar smaller spaces. New village level facilities are only recommended where a clear gap in small scale facilities is identified.</p> <p>Provision of hall/auditorium space is also possible through shared use arrangements with schools.</p>		
Examples	<ul style="list-style-type: none"> • Community hall and/or meeting space • School hall • Church hall • Clubroom 		
Key standards	Facility	Rate of provision	Approximate GFA
	Multipurpose community hall	1:10,000	400 sqm

Fees and charges

This section of the report compares the approaches to fees and charges in Hornsby Shire Council with the neighbouring Parramatta, Ryde, The Hills and Ku-ring-gai Councils, as well as the City of Sydney and Leichhardt Municipal Council.

Pricing principles

Section 405(2) of the Local Government Act requires all local councils to create and publicise a pricing policy for all goods and services provided within their operational plan. Local councils' pricing policies are generally organised according to two components. The first are the pricing principles. These are the high-level guide that signals a council's philosophy towards the good or service in question and the reasoning for the level of charges set. Following from these councils must set the pricing basis, which sets the level of cost recovery and refers to the actual amount charged by council.

Hornsby Shire Council has organised its pricing principles under six broad categories:

1. statutory
2. zero-cost recovery
3. partial cost recovery
4. full cost recovery
5. commercial/business activity
6. demand management.

The pricing principle under which Council charges fees for use of community and cultural centres is partial cost recovery. The comparison councils also applied the partial cost recovery principle to some uses. Leichhardt, Parramatta, Ryde and Sydney also employed a market pricing principle for some uses, generally associated with 'standard' or non discounted use.

Under each pricing principle, Hornsby also lists service types. For the partial cost recovery pricing principle, the relevant service types are:

- Evasion – Where the imposition of a fee or charge to recover full cost may result in widespread evasion.
- Stimulate Demand – Where a service is subsidised to provide a stimulus for the demand of a service for:
 - the development of a new service
 - to promote community or environmental benefits
 - to ensure the economic well being of the community.
- Public Good including Equity and Social Justice – Where a service is subsidised to ensure access by low income users or other similarly disadvantaged persons.

The service type under which Hornsby charges fees for community and cultural centres is to stimulate demand. Hornsby is the only council considered that links the partial cost recovery principle to the stimulation of demand for services.

Pricing structure

Hornsby structures its fees and charges for community and cultural centres by facility and hire type, with the latter usually sub categorised as regular hire, occasional hire and not for profit groups. In addition, for some facilities it includes differential pricing for:

- spaces within the building, such as a small hall as compared to a large auditorium
- times of the week, such as a week day during the day as compared to a Saturday night.

Due to this complex pricing structure, prices vary quite widely across facilities and are difficult to compare.

One of the contributors to this complexity is the individualised approach taken at centres which are managed by committee. While the centres managed by Council have a consistent pricing structure which distinguishes between the three hire types (regular hire, occasional hire and not for profit groups), the committee managed facilities generally have their own pricing structures.

The comparison councils also used a wide range of categories for facilities and their hirers. A summary of the most consistently applied user categories and associated discounts for the analysed councils is provided

in Table 5. Some of the councils also had specific hire categories and associated hire rates for commercial hirers, students, religious worship, and sales and exhibitions.

Table 5: User categories and discounts in comparison councils

Council	Hire type	Discount from standard rate
Sydney	Standard	No discount
	Concession	25% discount
	Local community organisations	Up to 100%
Leichhardt	Standard	No discount
	Community group	50%
	Support group	80%
Parramatta	Private social functions, businesses or government	No discount
	Religious, political and funded community groups	40-55%
	Non-funded charities, demonstrations, rallies	55-70%
Ryde	Standard (commercial, political, schools, government)	No discount
	Funded community groups (includes schools and local non-profits)	50%
	Unfunded community groups	50% peak times, 90% others

Hornsby also has a range of user categories in its fees and charges, including categories similar to those above. However, Hornsby does not specify the percentage discounts applied to the hire categories.

Three out of seven of the comparison councils have developed hierarchies of facilities and spaces in order to determine a consistent pricing basis across similar facilities. Like Hornsby, the remaining four councils determine their fees and charges on an individual facility basis. Two examples of hierarchies of meeting spaces used in fees and charges are summarised below.

Table 6: Examples of hierarchies of meeting spaces used in fees and charges

City of Ryde	Ku-ring-gai Council
<ul style="list-style-type: none"> Premium Hall Secondary Hall General Hall Meeting Room Special venues 	<ul style="list-style-type: none"> Hall – Large Hall – Small Meeting Rooms Senior Centres

There are a number of benefits to categorising facilities and users. For councils, it enables a streamlined and consistent application of the pricing policy that complements their overall strategic approach to facilities. For hirers, clear hierarchies of facilities and categories of users provides a direct basis of comparison that helps explain differences between facilities and assists in the booking process.

Specific pricing

The range of prices for hiring comparable spaces in community and cultural facilities is provided in Table 7. For functions on a Friday or Saturday night, most large facilities charge for the whole night. The figures given for weekend night hire of a large hall or auditorium reflect charges for six hours between 6pm and 12am. All other prices are given per hour of hire.

Table 7: Range of prices for hire of community and cultural centres in councils 2014/15

Facility type	Hire type	Lowest rate		Highest rate	
		Hornsby \$ per hr	Other councils \$ per hr	Hornsby \$ per hr	Other councils \$ per hr
meeting room	regular hire	7.50	10.00	15.00	36.00
	casual hire	13.00	12.73	30.00	56.00
	non profit organisation	6.50	0.00	12.50	26.50
small hall	regular hire	13.00	16.00	15.50	31.82
	casual hire	18.00	21.00	40.00	30.00
	non profit organisation	6.00	0.00	11.50	26.50
	weekend night hire	46.50	36.50	60.50	129.00
large hall	weekday daytime hire	54.00	26.50	77.00	134.00
		\$ per night		\$ per night	
large hall	weekend night hire	200.00	378.16	670.00	5,000.00

Hornsby Shire Council's range of hire fees and charges were generally consistent with, and often lower than, the comparison councils. In particular, Hornsby's regular hire rates were consistently lower than those charged by other councils. This indicates that there may be scope to incrementally increase some hire charges to be equivalent to the rates charged by other metropolitan councils. This will assist Council in managing the significant gap between the income created from community and cultural facilities and the significant asset management costs projected over the next 10 years.

Any changes to fees and charges above CPI should also be considered in the context of community feedback to the online survey. When asked, 'Would you prefer to pay a higher fee in order to have an improved standard of centres', 61 per cent of respondents who use community centres stated that they would prefer to pay less for a facility and would not mind it being older and having fewer amenities.

In addition to the categories in Table 7 some councils also charge commercial hirers at a different rate. There is some variation between the users of this category. While most councils conflate the categories of commercial and private hirers, others make a distinction between private and commercial hirers.

Most councils do not have rates for community groups or non profit organisations during function hire on the weekends.

A number of the Hornsby facilities charge fees for supplementary services such as booking amendments, security, storage and cleaning. All hirers of Council managed facilities are required to pay a security deposit upon reservation. The pricing for these miscellaneous charges ranges by type of facility, user and function.

Very few of the Hornsby facilities charge for storage. The centres which charge for storage are Cherrybrook Community and Cultural Centre, Epping Creative Centre and Pennant Hills Community Centre.

Hornsby future: recommendations

Principles

The following principles will guide the planning and provision of community and cultural facilities in Hornsby Shire Council. The principles are based on:

- existing Council policy
- outcomes of consultation
- learnings from national and international best practice
- observations relating to the application of hierarchies, benchmarks and standards.

These principles apply for all districts within the Shire and to all types of community and cultural facilities.

Table 8: Principles guiding planning for community and cultural facilities

Principle	Description
A coordinated network	<p>Rather than being planned in isolation, community facilities will be considered as part of a network. Facilities should work together to meet a broad range of community needs across a district or region. Considering facilities as part of a network helps avoid duplication of spaces and amenities, representing a more efficient approach.</p> <p>Council will organise and plan for its facilities within a hierarchy, ranging from large regional infrastructure to small local facilities. Where possible, facilities will be clustered or co-located to provide a focal point within the community, attract a range of users and promote social connection and cohesion.</p>
Centrally located within districts and regions	<p>Community facilities should be accessible to the population they are intending to serve. Leading practice favours locating facilities in urban centres to enhance accessibility and connectivity with related uses.</p> <p>Where possible, Council will locate community facilities near places where people congregate, such as shopping centres, schools and train stations. As well as encouraging use, these locations enhance visibility, safety and convenient access.</p>
Serving identified social and cultural needs	<p>Community facilities should address the social needs of the community in which they are located in order to contribute to local health, wellbeing and quality of life. The planning and design of community facilities should reflect the potential programs, activities and services envisaged.</p> <p>Programs, activities and services should respond to the needs and interests of the people who live and work around it and foster long term social benefits for the community. Council leasing and licencing policies, as well as fees and charges, will favour activities and organisations which serve identified social and cultural needs.</p>
Making best use of existing facilities	<p>The construction and operation of community and cultural facilities represents a significant investment by Council on behalf of the community.</p> <p>Before agreeing to create new facilities, Council will seek to make the best use of existing facilities. This may include encouraging multipurpose use of facilities, actively programming spaces and reconfiguring spaces to allow concurrent use by multiple groups.</p> <p>Council will also take into account the provision of relevant facilities by other organisations and neighbouring councils.</p>

<p>Financially sustainable</p>	<p>Community facilities should be financially sustainable and provide value for money for their users, owners and operators.</p> <p>Building designs should reduce ongoing operating and maintenance costs. Designs should also consider cost recovery, including the incorporation of space for lease by community and compatible commercial uses.</p> <p>Maintaining affordable rates for community hire of facilities encourages their use and helps build social capital. People from all backgrounds and income levels should be able to access services and programs and participate in community life.</p> <p>Commercial hire of facilities should be priced at market rates, taking into account both ongoing maintenance costs and the longer term renewal of facilities. Similarly, leasing and licencing policies for community facilities should address maintenance and renewal costs.</p>
<p>Multipurpose and flexible</p>	<p>Facilities will be designed, built and fitted out to be multipurpose and maximise flexibility of use. New and upgraded facilities will be designed to be capable of delivering a range of services, rather than designated for single uses or specific target groups.</p> <p>Multiuse facilities are more dynamic and capable of responding and adapting to the changing needs and preferences of the community. This may include movable furniture, changeable wall partitions and buildings designed with expansion in mind. The provision of an ample amount of purpose designed storage is one of the keys to increasing the use of facilities by multiple users.</p> <p>Facilities that are responsive and flexible will be used more intensively over their lifetime.</p>
<p>Friendly and welcoming</p>	<p>Facilities should be welcoming to people of all ages, backgrounds, abilities and interests. This should include the design and layout of the building. For example, any new or refurbished facilities should be designed to be approachable and relatable to the local community. Incorporating a large open foyer at the entrance to a facility provides a space where community members can meet incidentally and gather in small groups without cost. Clear and attractive signage within and around buildings also helps create a sense of welcome, as does the use of large windows which allow passers-by to see some of the activities occurring within a facility.</p> <p>Effective programming can help ensure activities and services are provided for a broad range of people. It also helps bring together different groups in the community. Helpful and knowledgeable staff are another important contributor to making facilities friendly and welcoming, and are highly valued by the Hornsby community.</p>
<p>Accessible</p>	<p>In a large local government area like Hornsby, with limited public transport in some areas, facilities should incorporate or be located near adequate parking. Where possible, facilities will be located close to public transport and linked to pedestrian and cycling networks.</p> <p>Buildings should comply with the principles of universal design, including providing good signage and wayfinding. Services, programs and activities provided in the building should also be widely advertised and promoted.</p>
<p>Near public space</p>	<p>Locations adjacent to public space including plazas, town squares and parks increase the range of activities that can occur in and around facilities. For example, community centres adjacent to fenced playgrounds are ideal locations for playgroups, while facilities located next to plazas provide opportunities for markets, festivals and similar events.</p> <p>Locating community facilities near public space is another approach to enhancing their flexibility and responsiveness. It is also a way to ensure facilities are integrated into their surrounding environment and seen as part of the community.</p>

Provision levels

Library space

Existing provision

As noted previously, the State Library of NSW standards provide an important starting point for the consideration of library space within the Shire. The table below contains an assessment of library floorspace provision by district for the 2011 and projected 2021 populations, using the standards. The calculations for the Hornsby Central Library include a floorspace allocation for both sub-regional and district level functions.

Table 9: Existing and future library floorspace suggested by standards

District	Library	Existing GFA sqm	2011		2021		Shortfall sqm
			Population	Suggested GFA sqm	Population	Suggested GFA sqm	
Central	Hornsby	2,700	34,710	2,521	38,956	2,589	-111
North Western	Galston	115	12,577	868	12,577	868	753
North Eastern	Berowra	172	20,207	946	20,541	961	789
Southern	Epping	550	32,176	1,506	39,176	1,645	1,095
South Western	-	0	28,106	1,200	28,302	1,200	1,200
South Eastern	Pennant Hills	560	29,080	1,200	29,590	1,200	640
Hornsby total		4,097	156,856	8,241	168,142	8,463	4,366

According to the standards, Hornsby's central library is of adequate size to meet the needs of the existing and projected sub-regional and district population. However, all branch libraries have floor areas that are significantly below State Library of NSW standards. By 2021, it is expected that the shortfall in library floorspace in Hornsby Shire will be over 4,000 sqm. This limits the ability of libraries to meet existing and growing demand for study spaces and events such as storytime.

As discussed in Section 3, standards should be considered a starting point for facility planning and provision. There are a number of other important factors to consider in the Hornsby context. The usage pattern in the Shire means that some residents prefer to access the Hornsby Central Library when visiting the CBD for shopping and other activities, rather than their district library.

This means it may be preferable to plan for a larger central library than required by the standards, with a correspondingly lower quantum of space in some or all of the district libraries. In particular, this would mean the Galston and Berowra Libraries could appropriately service their district populations with floorspace provisions lower than suggested by standards.

Recommended provision

It is recommended Hornsby Shire Council plan for long term library provision in the order of:

- 3,000 sqm sub-regional and district level space in the Hornsby Central Library
- 1,500 sqm district level space in the Epping Library
- 1,000 sqm district level space in the Pennant Hills Library
- 350 sqm district level space in the Berowra Library
- 250 sqm district level space in the Galston Library.

Although this results in total provision of 6,100 sqm, which is below the provision required by standards, all five libraries are planned to be part of clusters of community facilities, including multipurpose community space. With careful planning and management, this should allow the sharing of some spaces, including meeting and activity space, toilets, kitchens and foyers.

Multipurpose community space

The benchmarks and standards set out in Section 3 provide a starting point for considering the future size of community and cultural facilities in the Shire, in alignment with the planning hierarchy.

Overall provision

The most readily adaptable starting point for Hornsby is the benchmark figure of 80 sqm of multipurpose community space per 1,000 people. Using the districts defined previously, the existing and projected future rates of provision of community space in the Shire are shown in Table 10. The projected provision rates are based on the assumption that no changes are made to the number or size of existing facilities.

Table 10: Existing and projected future rates of provision of multipurpose community space

District	Existing GFA sqm	2011		2021	
		Existing population	Existing provision sqm/1,000	Projected population	Projected provision sqm/1,000
Central	1,850	34,710	53	38,956	47
North Western	1,516	12,577	121	12,577	121
North Eastern	2,572	20,207	127	20,541	120
Southern	4,064	32,176	126	39,176	104
South Western	1,529	28,106	54	28,302	54
South Eastern	2,304	29,080	79	29,590	78
Hornsby total	13,923	156,856	93	168,142	82

With a mean provision rate of 93 sqm across the Shire, Hornsby currently exceeds the benchmark rate of 80 sqm per 1,000 people. When projected population increases are taken into account, Hornsby still slightly exceeds the benchmark. However, provision rates per district vary considerably.

In addition, the provision rates given above do not include an allocation for sub-regional level facilities. The preferred location for sub-regional community space is Hornsby CBD. However, the Central District already has a lower level of provision than the mean, and is projected to reduce to 47 sqm per 1,000 people by 2021. The under provision of sub-regional level community space is therefore the biggest gap in current provision.

District level provision

In contemporary planning for community and cultural facilities, district level facilities play a particularly important role. This is evident in the national best practice trend towards larger, co-located, multipurpose facilities. It is also demonstrated in the success of larger multipurpose facilities in the Shire, such as the Cherrybrook Community and Cultural Centre and the Pennant Hills Community Centre. Existing rates of provision for district level multipurpose community space are shown in Table 11. This table uses the largest existing facility in each district as the basis of calculations.

Table 11: Indicative existing rates of provision of district level multipurpose community space

District	Largest facility in district	GFA sqm	Population 2011	Provision sqm/1,000
Central	Asquith Community Centre	515	34,710	15
North Western	Galston Community Centre	572	12,577	45
North Eastern	Berowra Community Centre	1,285	20,207	64
Southern	Epping Community Centre	1,157	32,176	36
South Western	Cherrybrook Community and Cultural Centre	1,354	28,106	48
South Eastern	Pennant Hills Community Centre	1,489	29,080	51
Hornsby total		6,372	156,856	41

Village level provision

One of the key challenges with standards of provision for community facilities is recognising and accounting for the provision of facilities by non-council organisations, particularly at the village level. These facilities include halls and meeting spaces provided by schools, churches, clubs and other private organisations. While it is recognised that local government has a key role to play in the provision of community facilities, it is also recognised that councils alone cannot sustainably provide for the full range of community needs for village level meeting and activity space.

The other key challenge with provision of village level facilities in the Hornsby local government area is the differing population distribution patterns in the south and north of the Shire. As noted in Section 1, the south of the Shire is largely urban in character, while the north is semi-rural with some small villages. It is less appropriate to rely primarily on the district hub model of provision in rural areas where populations are smaller and more dispersed, with limited public transport options. In these areas, village level community facilities are often valued by local communities as an important contributor to community connectivity.

Nonetheless, there are currently high levels of provision in the North Western and North Eastern Districts of the Shire. Some of the facilities in these districts are not well utilised, do not cover the costs of operating the facility and/or have large long term maintenance costs. A new model for managing these facilities is needed, which balances the value local communities place on some village level facilities with the general community expectation that Council sustainably manage its finances. This model needs to enable communities to use innovative approaches to increasing use and activation of village level facilities, while also complying with contemporary standards of accessibility, asset management, work health and safety, and financial and other reporting.

Recommended provision

Figure 18 sets out the recommended rates of provision for multipurpose community space in the Hornsby Shire. It takes into consideration the:

- principles guiding planning for community and cultural facilities
- benchmark figure of 80 sqm per 1,000 people and comparisons with other Sydney councils
- existing and projected future rates of provision, based on the existing facility floorspace
- indicative proportion of space currently provided by district level facilities
- important role of other facility providers
- uneven population distribution in the Shire.

Figure 18 Recommended floorspace provision for multipurpose community space



In accordance with the principles contained earlier in this section, Figure 18 shows that the emphasis will generally be on the provision of district level multipurpose community space, rather than smaller, more dispersed village level facilities, particularly in the urban and suburban parts of the local government area. In addition, the recommended approach recognises the need to provide higher level sub-regional community and cultural facilities. As the largest centre in the Shire, such facilities should be located within the Hornsby CBD.

When applying these figures:

- the sub-regional contribution rate of 15 sqm of floorspace per 1,000 residents should be applied to the population of the entire Shire
- the district contribution rate of 45 sqm of floorspace per 1,000 residents should be applied to the population of the district
- the village contribution rate of 20 sqm of floorspace per 1,000 residents should be applied to the suburb or, in some cases, the portion of the suburb which is likely to use the facility.

Figure 18 also recognises the important contribution that other organisations make to the provision of community and cultural facilities in the Shire. It should be noted that the rate of 20 sqm of floorspace per 1,000 people is indicative, representing the concept that Council and other organisations should contribute equally to the provision of village level facilities.

Performance space

Existing provision

In the consultation undertaken as part of this project, a central performance space emerged as the biggest gap identified by community members. This is largely consistent with the findings of other recent consultation undertaken by Council on social, arts and cultural services in the Shire.

However, it is important not to overstate the proportion of the Hornsby community who identify performance space as a gap in cultural facilities. Of the 214 people who completed the web survey, 72 responded to the open ended question “Do you have any ideas or suggestions for improving library, community or cultural facilities in the Hornsby Shire?” Of these, seven people (or 3.3 per cent of total respondents) stated that they would like to see a large performance space in the Hornsby CBD.

Similarly, a representative phone survey of 600 randomly selected Hornsby residents was undertaken in April to May 2014. When asked “What additional services, or improvements to existing services, do you think are needed”, only three respondents mentioned more cultural venues. In comparison, of the 791 people who self-selected to complete the same survey online, 73 stated that they would like to see more cultural venues in the Shire.

The largest performance spaces currently provided by Council are the:

- main hall in the Roselea Community Centre, which was refurbished in early 2014. The hall and stage have a combined area of some 630 sqm, with the hall seating up to 400 people. Equipment includes basic stage lighting and an audio video unit with large screen and two wall mounted TV screens.
- auditorium in the Berowra Community Centre. The combined floorspace of the auditorium, stage, dressing room and associated storage in the Community Centre is some 400 sqm. This does not include the foyer, kitchen and toilets which also service the library, balcony room and other spaces within the Community Centre.
- large hall in the Cherrybrook Community and Cultural Centre, also known as the Ironbark Room. The hall and stage have a combined area of 500 sqm. The hall is air conditioned with an inbuilt PA system.

In planning cultural facilities it is particularly important to understand facilities provided by other organisations, as well as in nearby local government areas and relevant regional centres, to avoid any unnecessary overlaps or duplication.

Performance spaces provided in the Shire by other organisations include:

- Hornsby RSL, which has a stage in the Showroom that can seat up to 1,000 people at one time, or can be subdivided to accommodate two functions concurrently
- PCYC Hornsby Ku-ring-gai, which has a stage in the main hall and is licensed to hold 1,000 people
- Hornsby War Memorial Hall, which has a stage and holds 330 people
- Asquith Boys High School, which has a hall capable of seating 600 people on tiered seating
- Barker College, which incorporates the Malcolm Williamson Recital Hall capable of seating 120 people.

As noted in Section 2, relevant regional level performance facilities include Riverside Theatres complex in Parramatta, which contains three theatres ranging in size from some 80 to 760 seats, and The Concourse in Chatswood, which includes a 1,000 seat concert hall, 500 seat theatre and a variety of rehearsal and event spaces.

Recommended provision

On balance, it would appear provision of an additional large scale, single purpose performance space in the Shire by Council would be unsustainable.

The creation of a centralised community, cultural and civic facility, with multipurpose space able to be used for large civic functions and cultural events would be a more appropriate response to the lack of performance space identified by some community members.

Community arts space

Existing provision

Community arts facilities are smaller, more locally focused spaces for community arts rather than professional performance. The emphasis is more on studio, workshop and exhibition space and community programs, rather than professional performance. There should be opportunities for diverse age, cultural and interest groups to access community arts spaces for a wide range of uses.

The standards indicate that provision of community arts space should be in the order of one centre of 1,000-1,500 sqm for every 40,000-50,000 people, which could be provided as part of a multipurpose district level community centre. Using the lowest rate of provision, this would imply a provision of some 3,000 sqm across the Hornsby local government area. However, standards for community art space in existing areas are not well tested and, as discussed earlier in this report, should be applied with some caution.

The premier community arts space provided in the Shire is the Wallarobba Arts and Cultural Centre, which is 481 sqm and includes exhibition and studio space. The adjacent Hornsby Leisure and Learning Centre and Beatrice Taylor Hall together provide an additional 389 sqm, although these facilities are currently used by regular hires for a wide range of community uses. In total, the Wallarobba cluster of facilities, excluding the Waitara Girl Guides Hall, currently includes some 870 sqm of space. In comparison, the lot on which the cluster is located is over 4,600 sqm. However, there are a range of restrictions to the expansion of facilities on the Wallarobba site, including heritage listings, parking requirements and available funding sources. It may therefore not be possible to expand the facilities at Wallarobba sufficiently to see the overall provision rate across the Shire approach the 3,000 sqm provision rate generally suggested by the standards.

The other dedicated community arts facility in the local government area is the Epping Creative Centre, which is located in the Southern District. The Centre is 460 sqm and houses community arts activities such as drawing, painting, needlecraft, sewing, tatting, pottery, ceramics, sculpting, woodcarving, leatherwork, bridge club and computer lessons for seniors. Programs at the Creative Centre are run by a large number of groups, including community, educational and private organisations.

Recommended provision

Over a 5-10 year period, it is recommended that the focus be on:

- Adapting and making best use of the existing facilities on the Wallarobba site wherever possible.
- Moving multipurpose community uses out of the Wallarobba cluster of facilities and into a centrally located regional and district facility in the CBD. This will enable the Wallarobba site to be master planned and community arts spaces and uses to be expanded. As part of this master planning process, floor space recommendations for community arts purposes should be reviewed in the context of site restrictions and realistic funding opportunities.
- Consider the long term future of the Epping Creative Centre when planning for the Epping District Community Hub and as part of the master planning process for Dence Park. The focus should be on improving the quality and increasing the quantity and accessibility of community arts space.
- Enabling village and district level multipurpose facilities to be used for community arts purposes where possible, particularly in the northern parts of the Shire where the population is considerably more dispersed.

Further details are provided in the District Plans in the following section.

Directions

Ten high level, long term directions for community and cultural facilities in the Hornsby Shire Council are provided in the table below. More detailed strategies for each of the six districts are provided in individual district plans in the following section.

Table 12: Top 10 directions for community and cultural facilities

	Direction
1	<p>Locate sub-regional facilities in Hornsby with:</p> <ul style="list-style-type: none"> • additional multipurpose community, cultural, library and civic space in the CBD • further development of existing community arts space at Wallarobba.
2	<p>Focus on multipurpose district hubs at Epping, Pennant Hills, Cherrybrook, Berowra and Galston.</p>
3	<p>Increase use of and access to village level facilities operated by other organisations and maintain village level facilities where the market is thin.</p> <p>Investigate an alternate management model for village level facilities which are locally valued but underutilised. This could involve leasing of facilities to community associations or similar entities. It will include responsibilities for reactive and planned maintenance, as well as transparent financial and other reporting and compliance with work health and safety and other legal requirements.</p> <p>Where appropriate, rationalise other low performing facilities to fund improvements to district hubs.</p>
4	<p>Adopt a commercial approach to the offer of leased kindergartens and preschools such that market rental rates are adopted and asset rationalisation is considered when economic considerations warrant.</p> <p>Accompany the process with excellent communications, to ensure lessees have sufficient time to understand and prepare for the changes.</p>
5	<p>Work with Scouts NSW and Girl Guides NSW to renew leases on scout and guide halls, except:</p> <ul style="list-style-type: none"> • Waitara Guide Hall • halls not maintained to a safe standard • halls without active and regular use. <p>Work with Waitara Girl Guides to enable them to continue as a regular and long term user of the Wallarobba cluster of facilities, moving to shared use of facilities.</p>
6	<p>In accordance with the principles of making the best use of existing facilities, improving financial sustainability and providing facilities that are multipurpose and flexible, do not create or provide land for new single purpose, stand alone facilities.</p>
7	<p>Review the support and assistance to volunteer management committees to better meet their needs.</p>
8	<p>Improve the current booking system to enhance usability for customers and staff, including online functionality.</p>
9	<p>Review the Lease/Licence of Council Land and Buildings to Community Groups Policy and associated conditions in leases and licences.</p> <p>Address shortfalls in respect of asset management and exclusive use arrangements.</p> <p>Investigate alternative management arrangements with NSW Government (Crown Lands) in relation to the care, control and management of community facilities located on Crown Land.</p>
10	<p>Increase the consistency and sustainability of fees and charges to:</p> <ul style="list-style-type: none"> • simplify the structure • state the discount against standard rate • increase fees and charges over time to reflect industry benchmarks ensuring commercial hirers are not subsidised • introduce fees for storage • review PLI policy to facilitate use by uninsured, grass roots, community groups. <p>Support the process with transition strategy, including fee modelling and ongoing communications.</p>

Future facilities strategic plan

Figure 19 illustrates the strategic plan for libraries and community and cultural centres for Hornsby Shire Council. As per the principles and directions, it focuses sub-regional facilities in Hornsby CBD and district facilities in five hubs. This results in the provision of one centrally located hub in each of the six districts defined earlier in this plan.

In accordance with the key principles, the plan uses a hierarchical approach to the planning and delivery of community and cultural facilities. It uses Council's existing planning framework as a starting point and has been adapted to respond to and build upon Council's considerable network of existing facilities.

It is not expected that this plan will be achieved immediately. Rather, the hierarchy provides direction in making a wide range of planning decisions about community and cultural facilities over 10-20 years.

The hierarchy includes both a regional and a sub-regional level, with the former relating to an area well beyond the boundaries of the local government area. This is an important acknowledgment of the Shire's role in the Draft Metropolitan Strategy for Sydney released by the NSW Government in 2013. This identifies the Hornsby CBD as a Major Centre, with the closest Regional Cities being Parramatta CBD and Sydney CBD. While it is not designated as a Regional City in the Draft Metropolitan Strategy for Sydney, Chatswood plays a regional role in its provision of community and cultural facilities.

Further analysis and details about the sub-regional and district hubs, including the proposed floorspace for each facility type, are contained in the district plans in Section 5.



HORNSBY SHIRE Future facilities strategic plan (10-20 years)



Hornsby district plans

Directions for districts

For each of the six districts defined in Section 2, the following section contains:

- key metrics and information
- some key quotes from the consultation process
- a summary of analysis and implications
- detailed strategies for the district.

The following timeframes are used throughout the strategies:

- short term: 1-2 years
- medium term: 3-5 years
- longer term: 5-10+ years.

As noted in the introduction, preparation of this plan commenced in May 2014 and involved a 14 month process, during which a large amount of qualitative and quantitative data was collated, analysed and interpreted. The metrics used in the plan therefore date from the previous complete financial year of 2012-13. While there have been changes to some of the metrics used in the tables on the following pages in the intervening period, such as utilisation rates, these changes are not substantial and do not change the strategic directions outlined in this plan. Where Council is making detailed decisions about the future of individual facilities, the process will include a review of the relevant metrics at that time. This will be particularly important given the strategic, long term nature of this plan.

When reading the tables, also note that:

- 'NA' indicates the metric is not currently available.
- The 'net financial result 2012-13' includes operating income and expenditure, as well as maintenance expenditure for the relevant financial year. Where applicable, this includes the combined income and expenditure as reported by both the Volunteer Management Committee and Council.
- The number of regular user groups refers to users with bookings that occur on a regular and frequent basis. For all facilities considered in the audit, this has generally been defined as fortnightly or more.
- The 'regular use rate', expressed as a percentage in the following tables, reflects the proportion of time that the facility is in use by regular hirers, as defined above. The figure takes into account the opening hours of the facility as well as the number of rooms available for hire.
- It would be difficult for facilities to achieve a 100% regular use rate, particularly where there are multiple rooms available for hire. For most facilities, a 100% regular use rate would also be undesirable, as it would mean the facility is unable to be accessed by occasional hirers for activities such as birthday parties, cultural events, school concerts, dances and other one-off or irregular events. Nonetheless, the regular use rate is included here as an important indicator a base level of use for the facility.
- At present, reliable and comparable metrics for occasional use of all community and cultural facilities across the Shire are not available. It is intended that future iterations of this plan will include an indicator of occasional use, to supplement the regular use metric and provide a more comprehensive picture of all forms of use.

Central District

District population

2011 = 34,710

2021 = 38,956

Existing libraries

Library	GFA (sqm)	Condition rating	3 year visitor average (per annum)	10 year asset cost (\$)	Audit score (/100)
Hornsby Central Library	2,700	2	479,834	1,462,491	65

Existing community and cultural centres

Facility	GFA (sqm)	Condition rating	No. regular user groups	Regular use rate (%)	Net financial result 2012-13 (\$)	10 year asset cost (\$)	Audit score (/100)
Asquith Community Centre	515	2	11	51	19,535	382,269	59
Asquith Leisure and Learning Centre	167	2	9	44	1,778	179,124	55
Beatrice Taylor Hall, Hornsby	181	2	18	53	12,793	108,295	70
Hornsby Heights Community Centre	110	2	8	23	5,417	261,144	55
Hornsby Leisure and Learning Centre	208	1	17	51	12,793	116,907	71
Hornsby Youth and Family Community Centre	188	3	8	26	5,199	129,678	60
Wallarobba Arts and Cultural Centre	481	2	17	34	-14,364	346,696	62

Notes: The net financial result for Beatrice Taylor Hall and Hornsby Leisure and Learning Centre is a combined result for the two facilities. The operating costs for the Wallarobba Arts and Cultural Centre include costs associated with the staff offices located on the site. This contributes to the negative financial result, which in turn reduces the audit score.

Existing district provision rate = 53 sqm community centre space per 1,000 people

Other relevant Council facilities

- Waitara Girl Guides Hall, located within the Wallarobba cluster of facilities
- Asquith Nursery and Preschool, located adjacent to Asquith Leisure and Learning Centre
- Hornsby Historical Society building in Kenley Park, Normanhurst

Key non-Council facilities in or near the district

- Hornsby RSL
- Hornsby War Memorial Hall
- PCYC Hornsby Ku-ring-gai
- Turramurra Library
- Asquith Bowling and Recreation Club
- Barker College, Waitara
- Hornsby South Public School
- Prouille Catholic Primary School, Wahroonga
- St Edmund's High School, Wahroonga

Analysis

- In Hornsby Shire Council, community space is provided across multiple locations with no regional level multipurpose community facility. The Central District also has a lower than average rate of provision compared to other districts.
- **Hornsby** Central Library and Wallarobba Arts and Cultural Centre were the facilities most frequently visited by survey respondents across the Shire – and both had higher satisfaction rates than most facilities. For analysis of the Wallarobba cluster of community arts facilities, see Section 4.
- Hornsby Central Library is well located near the train station and shopping centres. According to the State Library standards, the Library currently has sufficient floorspace to serve both its district and regional functions. However, as discussed in Section 4, due to the geography of the Shire, some residents use the Hornsby Central Library rather than their district library. As this usage pattern is likely to continue into the future, the Central Library should include a greater share of the Shire's library floorspace than indicated by the standards.
- In addition, there is a lack of flexibility in the design of fixtures and fittings in the Library, which makes it difficult to hold author talks, storytime and other events. This issue is compounded by the limited community event space in and near the library.
- The changing demographics of the district, especially the increasing proportion of CALD residents, will result in greater demand for the dedicated study spaces.
- The two facilities in **Asquith** have a combined total of some 860 sqm of floorspace. Both scored moderately in the facility audit and have a reasonably high level of use by both regular and casual hirers.
- As shown in Table 2, Asquith had a population of 3,294 in 2011. This population is projected to increase to 5,030 by 2021. Using the recommended floorspace provision rates for Hornsby, this population would expect to be served by a village level facility of some 125 sqm. However, given the lack of a sizable community centre in the Hornsby CBD, Asquith currently serves some of the district level functions for the Central District.
- Given its position in the hierarchy as a village level centre for community facilities, the development of a large community centre in Asquith would appear to be unwarranted.



The booking staff at Wallarobba are fabulous. They are very friendly. Any problems we report are fixed immediately.”

Interview with regular user of centre



There is urgent need for a community facility with multiple spaces for meetings and a variety of activities in central Hornsby.”

Web survey respondent

Strategies

No.	Strategies	Timing
1	Increase the flexibility of Hornsby Central Library to accommodate events and activities, including transitioning to moveable furniture, shelves and room dividers.	Short term
2	<p>Create a multipurpose community and recreation facility at Storey Park. This should include 200-300 sqm of village level community space, in addition to clubrooms and other facilities to serve the recreation uses at the park.</p> <p>Dispose of the Asquith Leisure and Learning Centre and Asquith Nursery and Preschool and use the funds to improve other community and cultural facilities.</p>	Short term
3	<p>Develop a co-located central library and multipurpose community and civic centre in a highly prominent and accessible location in the Hornsby CBD.</p> <p>The centre should include a central library space in the order of 3,000 sqm and a multipurpose community centre of 2,600 sqm (including 1,800 sqm as a regional level contribution and 800 sqm as a district level contribution).</p> <p>The community centre should incorporate a large multipurpose space which is able to be used for large community, cultural and civic events, as well as a range of smaller spaces. It could also potentially include office space for relevant Council staff.</p>	Long term
4	<p>Prepare and implement a master plan for regeneration and expansion of the Wallarobba cluster of facilities, as the Shire's premier community arts facilities. To maximise use of site, as well as retain some onsite parking, it is suggested the cluster include 1,500-2,000 sqm of space. This figure should be reviewed as part of the master planning process and subject to available funding.</p> <p>The cluster should retain the Wallarobba heritage building and include:</p> <ul style="list-style-type: none"> • exhibition space • additional workshop and studio space • offices for community arts organisations • reconfigured parking and landscape enhancements. <p>The cluster could also potentially incorporate a small café, subject to appropriate feasibility studies.</p> <p>Work with Girl Guides NSW to review community use of the Waitara Guide Hall, to gain maximum benefit from the highly sought after Wallarobba cluster of facilities within the context of a site master plan. Enable Waitara Girl Guides to continue as a regular and long term user of the Wallarobba cluster of facilities, moving to shared use of facilities.</p>	Medium to long term
5	Review the lease of the Hornsby Youth and Family Community Centre in the six months prior to it expiring.	Long term
6	Actively monitor and manage Hornsby Heights Community Centre to increase the number of casual and regular hirers and ensure yearly maintenance work is scheduled and undertaken.	Ongoing

North Western District

District population

2011 = 12,577

2021 = 12,577

Existing libraries

Library	GFA (sqm)	Condition rating	3 year visitor average (per annum)	10 year asset cost (\$)	Audit score(/100)
Galston Branch Library	115	3	12,265	349,435	46

Existing community and cultural centres

Facility	GFA (sqm)	Condition rating	No. regular user groups	Regular use rate (%)	Net financial result 2012-13 (\$)	10 year asset cost (\$)	Audit score (/100)
Arcadia Community Centre	392	2	3	10	-4,387	468,267	51
Galston Community Centre	572	2	6	8	-9,723	727,083	47
Glenorie Community Centre	246	3	0	0	-5,337	256,786	52
Wisemans Ferry Community Centre	306	3	6	20	5,911	498,884	57

Existing district provision rate = 121 sqm community centre space per 1,000 people

Other relevant Council facilities

- Dural and District Historical Society building in Galston
- Galston K U Children's Services, located adjacent to Galston Community Centre
- Glenorie Preschool, located near the Glenorie Community Centre

Key non-Council facilities in or near the district

- Dural Library
- Galston Club
- Glenorie RSL Club
- Pavilion Function Room in Les Shore Reserve, Glenorie
- Pacific Hills Christian School, Dural
- Warrah Village Rudolf Steiner School, Dural

Analysis

- The North Western District has the second highest rate of provision of community centre space, well above the Shire mean of 93 sqm per thousand people.
- **Galston** Library is by far the smallest in the Shire, and well below the size suggested by the standards. It does not contain a suitable space to hold storytime and other events, which are popular in other libraries. Galston was also the lowest rated library in the community survey.
- Galston Community Centre is located on a large lot and set back from the street frontage. It is adjacent to the Galston K U Children's Services and Galston Public School and close to the local shops. There would thus be capacity to co-locate the library on this site.
- The Dural and District Historical Society building is located on Crown land and used for a single purpose. It is located on a 40,000 sqm lot adjacent to Galston Recreation Reserve and Galston Pool one kilometre from Galston village. The building has a relatively low 10 year asset cost of \$89,300.
- **Arcadia** Community Centre is well located next to the Arcadia Public School, but is relatively large to serve a local community of 1,300 people. The Centre has previously been leased to the neighbouring School and it is still the main regular user of the Centre, for activities including before and after school care, assemblies, dances, markets and other events.
- **Glenorie** Community Centre currently has no regular users. It is located approximately 800 metres from the Pavilion Function Room in Les Shore Reserve, which is operated by The Hills Shire Council and seats up to 60 people. There is also an RSL Club in Glenorie, which contains a function room capable of seating up to 120 people.
- **Wisemans Ferry** Community Centre is the only community space serving the relatively isolated community for some 200 people. It is located on a large lot of some 47 000 sqm. Part of the Centre is licenced to the Forgotten Valley Mobile Resource Unit, which holds playgroups in the Wisemans Ferry Community Centre and at South Maroota.
- Community facilities in remote villages such as Wisemans Ferry often play an important role in emergency management.



I use the Wisemans Ferry Community Centre every week...It would be great to have some money spent on it to either make it larger or extend it. It is really the hub of the community down here.”

Web survey respondent



I feel that Galston Library, while located in a pleasant old church building, would be better served by being located in a premises with further space (for study, events and services such as PC access).”

Web survey respondent

Strategies

Key strategies for the North Western District are:

No.	Strategies	Timing
1	<p>Work with the Glenorie community to investigate an alternative management model for the Glenorie Community Centre. It should include responsibilities for reactive and planned maintenance, as well as financial and other reporting and compliance with work health and safety and other legal requirements.</p> <p>Review the strategic direction for the centre in three years' time, taking into account its operating and financial performance and other performance measures agreed with the Glenorie community.</p>	Short term and ongoing
2	<p>Investigate the opportunity to negotiate with Arcadia Public School about the potential for the school to lease/manage the Arcadia Community Centre with continued use by the broader community.</p> <p>Actively monitor and manage the use of the Arcadia Community Centre to increase the number of hirers, improve the net operating result and ensure yearly maintenance work is scheduled and undertaken.</p>	Short term
3	<p>Create a multipurpose community hub at Galston by:</p> <ul style="list-style-type: none"> • relocating Galston Library to the Community Centre site • reconfiguring and potentially expanding the existing Community Centre building • programing activities and events at the new community hub to increase its activation, if required. <p>Subject to detailed consultation with the local community and regular users, the hub should include library space in the order of 250 sqm and multipurpose community space of 500-600 sqm.</p>	Long term
4	<p>Investigate the consolidation of the Dural and District Historical Centre uses into the Galston Community Centre site or the heritage precinct within Fagan Park, including appropriate display, storage and access arrangements.</p>	Long term

North Eastern District

District population

2011 = 20,207

2021 = 20,541

Existing libraries

Library	GFA (sqm)	Condition rating	3 year visitor average (per annum)	10 year asset cost (\$)	Audit score(/100)
Berowra Branch Library	172	2	39,904	134,838	48

Existing community and cultural centres

Facility	GFA (sqm)	Condition rating	No. regular user groups	Regular use rate (%)	Net financial result 2012-13 (\$)	10 year asset cost (\$)	Audit score (/100)
Baden Powell Hall, Brooklyn	111	3	2	NA	NA	181,835	NA
Berowra Community Centre	1,285	2	15	22	-10,781	1,577,640	49
Berowra District Hall	199	3	6	27	-1,459	216,075	49
Brooklyn Leisure and Learning Centre	73	4	2	12	461	294,413	51
Brooklyn Meeting Room	138	2	8	30	294	294,413	58
Cowan Community Centre	155	2	0	2	-24	318,338	46
Dangar Island Community Centre	113	3	2	4	-4,700	158,391	53
Mount Colah Community Centre	413	2	20	28	17,355	200,859	64
Mount Kuring-gai Community Centre	85	3	4	26	883	149,714	48

Note: The net financial result reported for the Berowra District Hall reflects the cost of supplying water to the hall and public amenities. Other forms of income and expenditure for the hall are not included here, as the facility is managed by the Lions Club of Berowra.

Existing district provision rate = 127 sqm community centre space per 1,000 people

Other relevant Council facilities

- Scouts and Guides Mount Colah, located adjacent to the Mount Colah Community Centre

Key non-Council facilities in or near the district

- Berowra RSL
- Uniting Church Mount Colah
- Berowra Christian Community School
- Berowra Public School

Analysis

- At 127 sqm per thousand people, the district has a significantly higher rate of provision of community centre space than the Shire mean of 93 sqm per thousand people. The district has a large number of centres, including: one in Mount Colah, Mount Kuring-gai, Cowan and Dangar Island; two in Berowra; and three in Brooklyn.
- **Berowra** Community Centre is one of the largest performing arts facilities provided by Council. It contains an auditorium which seats 300 and is equipped with a stage, dressing room and PA system. The Centre also contains a function room seating 100 and a small meeting room.
- Berowra Library is below the size suggested by the standards. However, as the Library is co-located with the Community Centre, some Library activities are able to be held in the meeting room and other spaces within the Centre.
- With a community centre of over 1,200 sqm in close proximity and a local population of only 4,619 in 2011, the need for Berowra District Hall is difficult to justify on the basis of provision rates and equity of provision across the local government area. However, the hall has been responsibly managed on a voluntary basis by the Lions Club of Berowra since 1984 and is seen to have heritage, cultural and historic significance.
- As the Club is keen to maintain its management of the hall on behalf of the community, there is an opportunity to move from the current management agreement approach to a more formal leasing arrangement. This should enable the Club to have greater autonomy and flexibility over its management of the hall, while providing certainty to Council that maintenance, reporting, work health and safety and other legal requirements are continuing to be met.
- **Mount Kuring-gai** Community Centre received a low score in the facility audit. It is a very small facility located in a largely residential area, away from other generators of community activity. It is used by a relatively small number of regular hirers, although has a higher level of occasional use on the weekends, particularly during the day. There is a school hall available for hire by the public in close proximity to the facility which could be considered a duplication.
- However, the local community has expressed opposition to the disposal of the centre, with many local residents believing it plays a strong role in the community, is well maintained and fit for purpose. The facility also had a positive net financial result in 2012-13.
- **Mount Colah** Community Centre is a mid sized facility located next to the Scouts and Guides Mount Colah, as well as the Mount Colah Primary School. It is also close to the Mount Colah train station.
- There are three small existing facilities in **Brooklyn** which are reasonably well located and appear accessible to the local community. The total floorspace of 322 sqm is very high for a local area which ABS data shows had a population of 744 in 2011. This population is projected to remain stable over the period to 2021. Assuming the facilities are used largely by the local community, this equates to a local provision rate of 432 sqm per thousand people.
- The fragmentation of the floorspace across three centres in Brooklyn also limits their flexibility and reduces the hub effect created by a vibrant multipurpose facility. In addition, it significantly increases maintenance and management costs. A significant majority of survey respondents stated that the facilities in Brooklyn do not meet their needs well.

Strategies

Key strategies for the North Eastern District are:

No.	Strategies	Timing
1	Work with the Lions Club of Berowra to update the current management agreement for the Berowra District Hall .	Short term and ongoing
2	<p>Actively monitor and manage Mount Kuring-gai Community Centre to increase the number of casual and regular hirers, improve the net financial result and ensure yearly maintenance work is scheduled and undertaken.</p> <p>Review the strategic direction for the centre in three years' time, taking into account its operating and financial performance and other performance measures agreed with the Mount Kuring-gai community.</p> <p>Subject to the development of a central library and multipurpose community and civic centre in the Hornsby CBD and the creation of a multipurpose community and recreation facility at Storey Park, review the strategic need for the centre.</p>	Short term and ongoing
3	Consolidate the three existing facilities in Brooklyn into one multipurpose facility of 100-200 sqm, noting that a master planning process for Brooklyn has commenced and is involving community consultation.	Medium to long term
4	<p>Explore opportunities to reconfigure the Berowra Community Centre and Library to:</p> <ul style="list-style-type: none"> • increase the amount of library space • explore the potential to expand the library facility making use of the undercroft area • maximise use of the auditorium and other meeting space • improve usability of the floorspace overall. <p>Subject to detailed consultation with the local community and regular users, the centre should include library space in the order of 350 sqm and retain multipurpose community space of some 900-1,000 sqm as the district level contribution.</p>	Medium term
5	<p>Actively monitor and manage Cowan Community Centre to increase the number of casual and regular hirers, improve the net financial result and ensure yearly maintenance work is scheduled and undertaken.</p> <p>Review the strategic direction for the centre in three years' time, taking into account its operating and financial performance.</p>	Ongoing

Southern District

District population

2011 = 32,176

2021 = 39,176

Existing libraries

Library	GFA (sqm)	Condition rating	3 year visitor average (per annum)	10 year asset cost (\$)	Audit score(/100)
Epping Branch Library	550	2	242,408	407,111	68

Existing community and cultural centres

Facility	GFA (sqm)	Condition rating	No. regular user groups	Regular use rate (%)	Net financial result 2012-13 (\$)	10 year asset cost (\$)	Audit score (/100)
Beecroft Community Centre	370	2	8	19	-8,171	613,753	42
Epping Community Centre	1,157	2	44	49	71,282	469,992	85
Epping Creative Centre	460	2	19	36	5,124	523,258	67
Epping Leisure and Learning Centre	389	3	17	53	-2,636	645,069	58
Roselea Community Centre	1,066	1	7	30	28,617	823,720	64
West Epping Community Centre	622	2	2	74	17,216	576,651	54

Note: The Roselea Community Centre was closed for refurbishment for 6 months of the 12 month reporting period. This impacted the net financial result for 2012-13.

Existing district provision rate = 126 sqm community centre space per 1,000 people

Other relevant Council facilities

- West Epping Preschool, located adjacent to the West Epping Community Centre

Key non-Council facilities in or near the district

- Carlingford Bowling Club
- Eastwood Library
- The Epping Club
- Arden Anglican School, Epping
- Beecroft Public School
- Epping Public School
- Epping Heights Public School
- Epping North Public School

Analysis

- The Southern District has the highest rate of provision of community centre space in the Shire. It includes a large number of facilities in and around Epping, as well as the large and recently refurbished Roselea Community Centre.
- The changing cultural mix in Epping and other parts of this district are resulting in the need for space for large family gatherings, as well as activities for seniors from culturally diverse backgrounds.
- **Epping** Community Centre, Epping Leisure and Learning Centre and Epping Library are in high demand, due to their location in a shopping centre and with good public transport. However, there is demand for increased parking in the Epping town centre, including dedicated disabled parking.
- Epping Community Centre is popular for adult functions and cultural celebrations, and is in demand with dance groups for its sprung floor.
- Epping Leisure and Learning Centre is booked out by the Epping Seniors Club from 10am to 3pm for four days of the week. It is uncertain how many members of the Club use the space during that time.
- The Epping Library, like other branch libraries in the Shire, is smaller than required by standards. At present, accommodating events at Epping Library can be challenging due to space constraints and demand for study space outstrips supply.
- Analysis relating to the Epping Creative Centre is contained in the previous section on community arts spaces across the Shire.
- **West Epping** Community Centre is located with a small cluster of community facilities, including Epping West Primary School as well as the Council owned West Epping Preschool and Epping YMCA facilities, West Epping Park and Oval. The Community Centre is largely booked out on weekdays and Saturdays during the day by two regular hirers: West Epping Preschool and a dance school. It is also popular for casual hire on weekends for children's parties, due to having a fenced playground and parking.
- A Plan of Management (POM) has been recently been adopted for West Epping Park, including the West Epping Community Centre and Preschool. The POM retains these facilities and identifies a number of opportunities for the area, including creating "a community hub, or public domain which provides informal gathering space for cultural and social activities, in connection with a hireable community space, for both casual and regular hire". However, the POM "does not exclude the possible redevelopment of this site when proposals for the indoor recreation centre expansion are further developed".
- **Roselea** Community Centre is located next to Roselea Park. It has recently been upgraded to include more contemporary facilities, including storage for groups using the centre and the neighbouring sports fields. The centre currently has one dominant hirer, a dance school which uses the facility each weekday afternoon and evening, as well as most of Saturday.
- While **Beecroft** Community Centre received the lowest audit score, use of the facility is increasing. The net financial result is therefore also likely to increase. There are also plans to improve drop off parking at the centre, with sufficient funding committed to complete the project in 2015/16.



I would like to go to Epping Creative Centre - but it is too far to walk and is not serviced by public transport."

Web survey respondent



Epping Creative Centre is an old building which has been renovated and has sufficient amenities for the groups that use it."

Web survey respondent

Strategies

Key strategies for the Southern District are:

No.	Strategies	Timing
1	<p>Redevelop the Epping Library and Leisure and Learning Centre site to create a co-located district library and multipurpose community and cultural centre. The facility should ideally be visible from Pembroke Street and incorporate an area of well designed public space.</p> <p>The centre should include library space in the order of 1,500 sqm and multipurpose community space of 2,000 sqm (1,800 sqm of district level space and an allocation of 200 sqm toward village and local level facilities).</p> <p>Consolidate the uses in the Epping Community Centre into the site and also potentially the Epping Creative Centre. Should the latter occur, the floorspace of the Epping district hub should be increased by at least 500 sqm.</p> <p>Explore opportunities to incorporate public art and other placemaking components into the design of the community hub. Subject to appropriate feasibility studies, the facility could also incorporate commercial space for complementary local professional services and retail/food outlets to help activate the centre and provide an ongoing income stream for Council.</p>	Short to medium term
2	<p>Consider the long term future of the Epping Creative Centre when planning for the Epping District Community Hub and as part of the master planning process for Dence Park.</p> <p>This process should include consultation with the Epping community, the Volunteer Management Committee and users of the Centre. Any consultation should seek to gain a detailed understanding of existing user needs relating to access, parking, storage, lighting, sound mitigation, space requirements and other design elements.</p>	Medium to long term

South Western District

District population

2011 = 28,106

2021 = 28,302

Existing libraries

There are no libraries located within this district.

Existing community and cultural facilities

Facility	GFA (sqm)	Condition rating	No. regular user groups	Regular use rate (%)	Net financial result 2012-13 (\$)	10 year asset cost (\$)	Audit score (/100)
Cherrybrook Community and Cultural Centre	1,354	2	21	39	11,220	1,892,339	72
Gumnut Community Centre, Cherrybrook	175	2	4	38	1,737	309,483	46

Existing district provision rate = 54 sqm community centre space per 1,000 people

Other relevant Council facilities

- Greenway Park Early Childhood Education Centre, located adjacent to the Cherrybrook Community and Cultural Centre

Key non-Council facilities in or near the district

- Baulkham Hills Library
- Castle Grand Community Centre
- Castle Hill Library
- Cherrybrook Technology High School
- John Purchase Public School, Cherrybrook
- Tangara School for Girls

Analysis

- The South Western District has the lowest rate of provision of community centre space in the Shire, well below the Shire mean of 93 sqm per 1,000 people. However, the facilities audit and community consultation indicate that the existing facilities perform well and meet the needs of the community. The Cherrybrook cluster of facilities is a good demonstration of the principles guiding the planning and provision of community and cultural facilities in the Shire (see Table 12).
- This is the only district without a library. However, the district is served by the Pennant Hills and Hornsby Central Libraries in the Hornsby Shire, as well as the Baukham Hills and Castle Hill Libraries in The Hills Shire .
- The **Cherrybrook** Community and Cultural Centre received a high score in the facility audit. It is a large and extremely well used multipurpose centre, co-located with the Greenway Park Early Childhood Education Centre, Cherrybrook Aquatic Centre and the hub of other recreation facilities at Greenway Park. In many ways the Centre is a model for other multipurpose community centres in the local government area.
- Regular users of the Centre feel the facility has a high level of amenity and accessibility. Unlike many other facilities, the Cherrybrook Community and Cultural Centre appears to have adequate storage available for users. This may be because it charges fees for storage.
- Gumnut Community Centre has a regular hirer on weekdays from 9am to 4pm for a preschool. While feedback from users indicates that it is a valued local facility, almost 70 per cent of respondents to the web survey who had used the facility said that it does not meet their needs very well. It is also not ideally located. Nonetheless, the Gumnut Community Centre plays an important role in the district.
- An additional source of community space in the district is the multipurpose hall at the Cherrybrook Technology High School. The hall was constructed in 1993 with a Council contribution of over \$315,000 from Section 94 contributions. A management agreement states that the hall is available exclusively to the school between 8.00am and 4.00pm during school terms. The Hall is available to community groups week days after 4.00pm and weekends.
- The UAP in the south of Cherrybrook, associated with the North West Rail Link, will provide an opportunity to gain additional multipurpose community space in the district. The UAP will be some distance from other community and cultural facilities in the Shire. Given that the district is already underprovided with space, the full provision rate of 80 sqm per 1,000 people should be applied.



Cherrybrook Community Centre is awesome. My favourite of all the venues I use. It is nice and clean, has parking, air con, the lot!"
Interview with regular user of centre



Gumnut preschool facilities are excellent.
Web survey respondent

Strategies

Key strategies for the South Western District are:

No.	Strategies	Timing
1	In consultation with the Hills Shire Council, consider an additional multipurpose community space in the south of the district in the Cherrybrook UAP area. Assuming that the UAP will result in some 4,000 additional people in the Hornby Shire, as discussed in Section 2, this facility should be in the order of 320 sqm in size.	Medium term
2	In consultation with the volunteer management committee and regular users, develop a program of cost efficient improvements to the Gumnut Community Centre to maintain its important contribution to the provision of community space in the district. These improvements should focus on maximising the attractiveness and use of the space.	Medium term

South Eastern District

District population

2011 = 29,080

2021 = 29,590

Existing libraries

Library	GFA (sqm)	Condition rating	3 year visitor average (per annum)	10 year asset cost (\$)	Audit score(/100)
Pennant Hills Branch Library	560	2	224,373	392,642	83

Existing community and cultural centre facilities

Facility	GFA (sqm)	Condition rating	No. regular user groups	Regular use rate (%)	Net financial result 2012-13 (\$)	10 year asset cost (\$)	Audit score (/100)
Hawkins Hall, Thornleigh	69	2	7	32	8,271	131,232	57
Pennant Hills Community Centre	1,489	2	31	54	42,157	892,037	89
Pennant Hills Leisure and Learning Centre	166	3	17	42	-2,675	401,693	53
Thornleigh Community Centre	580	3	10	18	4,400	510,494	52

Existing district provision rate = 79 sqm community centre space per 1,000 people

Other relevant Council facilities

- 3 Ramsay Road building in Pennant Hills, currently leased by Lifestart Co-operative
- Larool Preschool in Thornleigh
- Thornleigh Brickpit Indoor Sports Stadium

Key non-Council facilities in or near the district

- Pennant Hills Public School
- St Agatha's Catholic Primary School, Pennant Hills

Analysis

- **Pennant Hills** Community Centre and Library are in high demand, partly as they are located in a shopping centre and with reasonable parking and public transport. Pennant Hills Community Centre received the highest score in the facility audit, has a very large number of users and had a very healthy financial result in 2013-14. As such, it is the Shire's preeminent community facility.
- For a small centre, Pennant Hills Leisure and Learning Centre has a large number of regular users during the day. However, some 70 per cent of survey respondents who had used the Centre indicated that it does not meet their needs. It also duplicates the functions of the nearby Community Centre, had a low audit result and in 2012-13 had a negative financial result.
- **Thornleigh** Community Centre has a number of regular hirers, however over 50 per cent of respondents to the online survey indicated that it does not meet their needs. As it is available for casual hire for high risk events, the Centre is also popular for large private functions.
- **Hawkins Hall** is used regularly for playgroups and on a casual basis for children's parties.



The children's area at Pennant Hills library gets very crowded and it is hard for the children to see."

Web survey respondent



[Need] more study space and Pennant Hills Library. Later opening hours including weekends."

Web survey respondent

Strategies

Key strategies for the South Eastern District are:

No.	Strategies	Timing
1	<p>Expand Pennant Hills Community Centre and Library, focusing on:</p> <ul style="list-style-type: none"> • increasing the amount of library space • increasing the amount of multipurpose community space • improving connections between the library and community spaces • creating an expanded foyer area, where community members can meet informally as a 'community living room' • improving the relationship to any neighbouring open space. <p>The centre should include library space in the order of 1,000 sqm. It should also include multipurpose community space of 1,900-2,000 sqm, being 1,300 -1,400 sqm of district level space and an allocation of 600 sqm toward village level facilities for the South Eastern District.</p> <p>The master plan for the expanded facility should consider the way in which the car park operates, as well as opportunities to make optimal use of the Ramsay Road site currently leased by Lifestart Co-operative.</p> <p>The expanded facility could also potentially incorporate a small café, subject to appropriate feasibility studies.</p> <p>The planning process for the expanding facility should include detailed consultation with regular community users of the Leisure and Learning Centre so that their needs are incorporated into the design.</p>	Long term
2	<p>Re-accommodate users of the Pennant Hills Leisure and Learning Centre in the nearby Community Centre. Dispose of the Leisure and Learning Centre site and use the funds to improve other community and cultural facilities in Pennant Hills or the South Eastern District.</p>	Long term
3	<p>Actively monitor and manage Thornleigh Community Centre and Hawkins Hall to increase the number of casual and regular hirers and ensure yearly maintenance work is scheduled and undertaken.</p> <p>Review the strategic direction for these centres in three to five years' time, taking into account their operating and financial performance.</p>	Ongoing

Appendices

Appendix 1: Existing community and cultural facilities provided by Council

Libraries	District	Address	GFA (sqm)	Audit score
Berowra Branch Library	North Eastern	1 The Gully Road	172	48
Epping Branch Library	Southern	1 Chambers Court	550	68
Galston Branch Library	North Western	357 Galston Road	115	46
Hornsby Central Library	Central	28-44 George Street	2,700	65
Pennant Hills Branch Library	South Eastern	Corner of Ramsay and Yarrara Roads	560	83

Community centres and halls	District	Address	GFA (sqm)	Audit score
Arcadia Community Centre	North Western	136 Arcadia Road	392	51
Asquith Community Centre	Central	10a Old Berowra Road	515	59
Asquith Leisure and Learning Centre	Central	421 Pacific Highway	167	55
Baden Powell Hall	North Eastern	3 Baden Powell Avenue	111	NA
Beatrice Taylor Hall	Central	25 Edgeworth David Avenue	181	70
Beecroft Community Centre	Southern	111 Beecroft Road	370	42
Berowra Community Centre	North Eastern	1 The Gully Road	1,285	49
Berowra District Hall	North Eastern	41 Berowra Waters Road	199	49
Brooklyn Leisure and Learning Centre	North Eastern	6 Dangar Road	73	51
Brooklyn Meeting Room	North Eastern	2-4 Dangar Road	138	58
Cherrybrook Community and Cultural Centre	South Western	31 -35 Shepherds Drive	1354	72
Cowan Community Centre	North Eastern	3 Bujwa Bay Road	155	46
Dangar Island Community Centre	North Eastern	2 Yallori Parade	113	53
Epping Community Centre	Southern	9 Oxford Street	1,157	85
Epping Creative Centre	Southern	26 Stanley Road	460	67
Epping Leisure and Learning Centre	Southern	1 Chambers Court	389	58
Galston Community Centre	North Western	37 Arcadia Road	572	47
Glenorie Community Centre	North Western	1729 Old Northern Road	246	52
Gumnut Community Centre	South Western	144 New Line Road	175	46
Hawkins Hall	South Eastern	2 Sefton Road	69	57
Hornsby Heights Community Centre	Central	104a Galston Road	110	55
Hornsby Leisure and Learning Centre	Central	25 Edgeworth David Avenue	208	71
Hornsby Youth and Family Community Centre	Central	20 Burdett Street	188	60
Mount Colah Community Centre	North Eastern	6 Pierre Close	413	64
Mount Kuring-gai Community Centre	North Eastern	5 Church Street	85	48
Pennant Hills Community Centre	South Eastern	70 Yarrara Road	1,489	89
Pennant Hills Leisure and Learning Centre	South Eastern	8 Warne Street	166	53
Roselea Community Centre	Southern	647-671 Pennant Hills Road	1,066	64
Thornleigh Community Centre	South Eastern	22 Central Avenue	580	52
Wallerobba Arts and Cultural Centre	Central	25 Edgeworth David Avenue	481	58
West Epping Community Centre	Southern	15 Ward Street	622	54
Wisemans Ferry Community Centre	North Western	21-39 Singleton Road	306	57

Scout and guide hall	Address	Suburb
Cherrybrook Girl Guides	1-25 McKinley Place	Cherrybrook
Epping Girl Guides	1-3 Brigg and Blaxland Roads	Epping
Hornsby Girl Guides	136-140 Pennant Hills Road (Kenley Park)	Normanhurst
Scouts 1st Cherrybrook	6-8 Appletree Drive	Cherrybrook
Scouts 1st Hornsby Heights	10 Koala Place	Hornsby Heights
Scouts 1st Roselea	1 Plympton Road	Carlingford
Scouts 1st Waitara	78 Palmerston Road (James Park)	Hornsby
Scouts and Guides Mount Colah and Mount Kuring-gai	6 Pierre Close	Mount Colah
Scouts Hornsby Fellowship	136-140 Pennant Hills Road (Kenley Park)	Normanhurst
Scouts Hornsby Scout Gangshow	53-61 Pretoria Parade (Reddy Park)	Hornsby
Scouts Normanhurst	22 Harris Road (Normanhurst Park)	Normanhurst
Scouts West Pennant Hills	3 Wilga Street (Campbell Park)	West Pennant Hills
Waitara Girl Guides	25 Edgeworth David Ave (Willow Park/ Wallarobba Precinct)	Hornsby
West Epping Girl Guides	1 Plympton Road	Carlingford

Childhood education and care	Address	Suburb
Asquith Nursery and Preschool	18 - 22 Lords Avenue	Asquith
Berowra Pre School	38 Hillcrest Road	Berowra Heights
First Grammar Westleigh	10 Eucalyptus Drive	Westleigh
Galston K U Children's Services	37a Arcadia Road	Galston
Glenorie Preschool	1761 Old Northern Road	Glenorie
Greenway Park Early Childhood Education Centre	31 -35 Shepherds Drive	Cherrybrook
Grevillea Preschool	104 Galston Road	Hornsby Heights
Hornsby Kuring-gai Montessori Preschool	6 Dural Street	Hornsby
Hornsby Nursery and Preschool	4-6 Linda Street	Hornsby
Jack and Jill Kindergarten	1 Hall Road	Hornsby
Larool Preschool	12 Larool Crescent	Thornleigh
North Epping Kindergarten	275 Malton Road	North Epping
Norwood Community Preschool	2a Chelmsford Road	Asquith
Somerville Park Early Childhood Education Centre	679 Blaxland Road	Eastwood
West Epping Preschool	24 Downing Street	West Epping

Other community facilities	Address	Suburb
Dural and District Historical Society	412 Galston Road	Galston
Fusion Australia Ltd	1-3 and 5 Jersey Street	Hornsby
Hornsby Historical Society	136-140 Pennant Hills Road (Kenley Park)	Normanhurst
Lifestart Co-operative	4 Ramsay Road	Pennant Hills
Berowra Heights Baby Health Centre	122 Berowra Waters Road	Berowra Heights
Carlingford Baby Health Centre	2 Darwin Street	Carlingford
Hornsby Baby Health Centre	59 Florence Street	Hornsby

Appendix 2: Audit methodology

As an important feature of the methodology, an audit of existing Council libraries and community facilities was conducted. The purpose of the audit is to systematically examine all of the elements that contribute to successful libraries and community and cultural facilities.

The audit tool was based on original work undertaken by Swinburne University and has been adapted and developed to better suit the local context, data availability and the priorities of Hornsby Shire Council. It is based on five key themes, each containing a number of indicators. These are outlined in Tables 13-14 below.

Table 13: Theme and weightings used in audit of libraries

Theme and weighting	Purpose	Indicators and sub weighting
Services 15%	Assesses how well the facility delivers services to the community	Community benefit 40%
		Utilisation (people) 30%
		Availability 15%
		Duplication (avoidance of) 15%
Community 20%	Assesses how well the facility and its location are matched to community needs and how accessible the facility is	Suitability 30%
		Accessibility (public transport and car parking) 50%
		Safety 20%
Physical 30%	Looks primarily at building design, condition and performance	Size 30%
		Multipurpose 20%
		Condition 25%
		Disability access 10%
		Environmentally Sustainable Design 5%
		Enhancement opportunity 10%
Placemaking 30%	Examines how the facility assists in activating an area and contributes to creating a sense of place	Integration 35%
		Visual prominence 35%
		Activation 30%
Financial 5%	Reflects the total cost to Council of providing the facility	Operating expense 40%
		Structural maintenance requirements 60%

Table 14: Theme and weightings used in audit of community and cultural facilities

Theme and weighting	Purpose	Indicators and sub weighting
Services 25%	Assesses how well the facility delivers services to the community and addresses Council's strategic objectives	Community benefit 15%
		Utilisation (time) 45%
		Utilisation (people) 10%
		Duplication (avoidance of) 20%
		Management 10%
Community 25%	Assesses how well the facility and its location are matched to community needs and how accessible the facility is	Suitability 25%
		Accessibility (ease of use) 25%
		Accessibility (public transport and car parking) 25%
		Safety 25%
Physical 15%	Looks primarily at building design, condition and performance	Multipurpose 30%
		Outdoor space 20%
		Condition 20%
		Disability access 15%
		Environmentally Sustainable Design 5%
Placemaking 5%	Examines how the facility assists in activating an area and contributes to creating a sense of place	Enhancement opportunity 10%
		Integration 50%
		Visual prominence 30%
Financial 30%	Reflects the total cost to Council of providing the facility	Activation 20%
		Net operating expense 70%
		Structural maintenance requirements 30%

Audit scores for individual facilities are out of 100 and are contained in the district plans and Appendix I. Overall:

- library scores ranged between 46 and 83, with a mean of 62
- community and cultural facility scores ranged between 42 and 89, with a mean of 56.

Although the library and community facility audits have been conducted in a comprehensive and systematic fashion, scores should still be interpreted with some caution. They are intended to act primarily as a guide and indicative comparison. As such, audit scores should be considered as one input into library and community facilities provision in the Shire.



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