

Community & Open Space Gap Analysis

St Arnaud Structure Plan

Northern Grampians Shire Council

October 2022



mesh

The background of the lower half of the page features a complex, abstract geometric pattern. It consists of several thin, light grey lines that intersect to form a series of irregular polygons, creating a mesh-like structure. Three specific segments of these lines are highlighted in a vibrant orange color: one on the left side, one near the bottom center, and one on the right side. The word 'mesh' is written in a large, lowercase, orange sans-serif font in the bottom left corner, partially overlapping the geometric pattern.

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Client	Northern Grampians Shire Council
Project	Community & Open Space Gap Analysis
Version	2.0
Prepared By	Derrick Lim
Reviewed By	Nicole Tan & Gerard Lim
Date	October 2022

Acknowledgement

Mesh acknowledges the Traditional Owners of the lands on which we work, and pay our respects to Elders past, present and emerging.

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The logo for Mesh, featuring the word "mesh" in a lowercase, orange, sans-serif font.

Level 2, 299 Clarendon Street South Melbourne VIC 3205
office. +61 3 9070 1166 | meshplanning.com.au

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1. INTRODUCTION

Mesh Planning has been engaged by Northern Grampians Shire Council (Council) to undertake a high-level Community and Open Space Gap Analysis to assess the community and recreation infrastructure needs for the township of St Arnaud. This report will assist with the preparation of St Arnaud Structure Plan and to facilitate discussions with Council regarding the future planning of the township.

1.1 Background & Context

St Arnaud is located in Northern Grampians Shire's north-east region, 110 kilometres east of Horsham along Wimmera Highway and 131 kilometres north of Ballarat along Sunraysia Highway.

Townships that surround St Arnaud within Council's jurisdiction are Marnoo, Stuart Mill and Navarre whilst extending out to the townships of Donald and Charlton under its neighbouring local authority Buloke Shire Council.

1.2 Assessment Objectives

The purpose of this report is to:

- Assess the new population projection of St Arnaud demand for community infrastructure based on a combination of Council's and Victorian Planning Authority's (VPA) standard provision ratios;
- Review existing infrastructure to determine if the facilities are fit for purpose and whether there is any existing capacity in St Arnaud; and
- To identify additional community infrastructure and open space that is required in St Arnaud to meet the demand of the future projected population.

1.3 Community and Recreational Infrastructure Assessed

For the purposes of undertaking this assessment, this report assesses the demand for the following community infrastructure categories:

1. Early years services;
2. Community meeting spaces, libraries and learning centres;
3. Open space (active and passive);
4. Indoor recreation facilities;
5. Education facilities (including Government and private provided primary and secondary schools);
6. Health services;
7. Police & Emergency services; and
8. Residential aged care.

Infrastructure categories 1 to 3 (i.e., early childhood, community centres and open space) and potentially indoor recreation facilities are infrastructure items that facilitates and accommodate organised activities and the delivery of services and programs for its community.

It is important to note that infrastructure categories 1 to 3 and 4 are typically considered but not exclusively the responsibility of local government to plan and provide for and are often included in development contribution agreements according to the Ministerial Direction under section 46M of the *Planning and Environment Act 1987*. However, government education facilities (i.e., primary and secondary) are generally funded by State Government.

2. DEMOGRAPHIC PROFILE & GROWTH PROJECTIONS

St Arnaud is forecast to continue experiencing a steady decline in population up to the year 2036 (Victoria in Future (VIF), 2019), comprising predominantly residents within the aged group of 60 and over. However, most recent council data shows that there has been a positive trend towards development growth during the 2020-2021 covid-19 pandemic period coming from city dwellers migrating to regional areas. This section examines the demographic profile and growth projections of St Arnaud.

2.1 St Arnaud Growth Projection Overview

The current estimated residential population of St Arnaud township alone as at 2021 is approximately 1,945 residents accommodated within 1,081 dwellings (VIF, 2019) with an average household size of 1.8 persons.

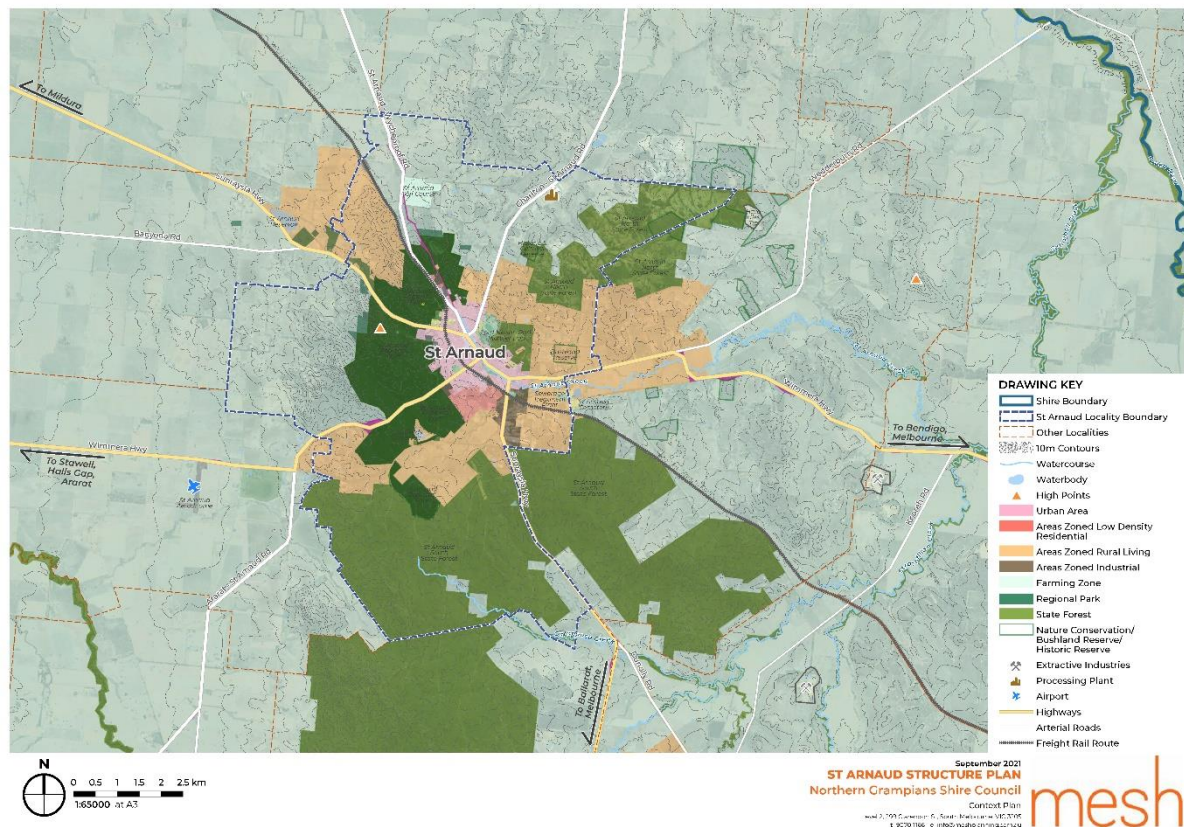


Figure 1: St Arnaud context plan.

By 2036, St Arnaud is projected to accommodate a smaller size population of 1,586 residents (see Figure 2 below). However, it is important to note that the VIF forecast does not take into account the nuances within the development context of St Arnaud and the covid-19 trend of more people moving in the regions.

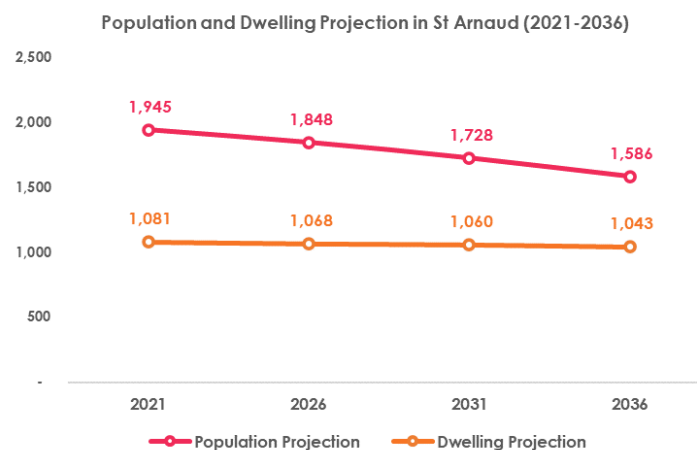


Figure 2: St Arnaud projected population and dwellings (VIF, 2019)

To contrast with the VIF population forecast, the *Housing Needs and Residential Land Supply Assessment* prepared by Spatial Economics in 2018 modelled an increased growth scenario with an annual growth rate of 0.6% applied in St Arnaud. As a result, a total of 2,191 residents is projected to be forecast in St Arnaud by 2036, an increased difference of 605 residents compared to VIF projection (i.e., base growth) (see Figure 3 below).

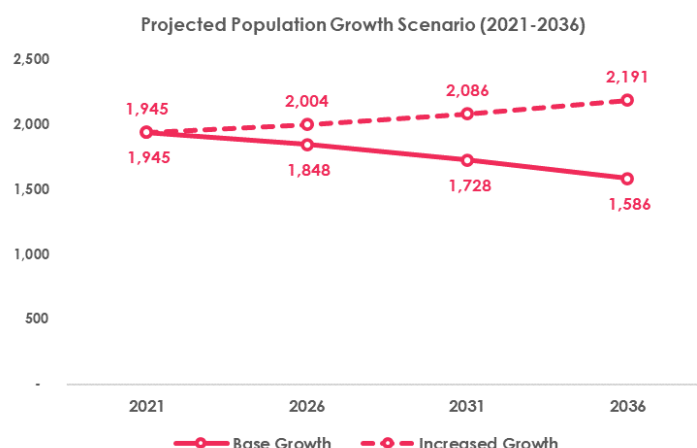


Figure 3: Increased growth scenario of St Arnaud (rates taken from Spatial Economics, 2018).

2.2 St Arnaud Demographic Profile

Figure 4 below presents the percentage change of St Arnaud based on the proportion of age groups in 2021 against 2036 levels (ABS, 2021). The purpose of this is to show the age cohort that will experience the greatest or smallest trajectory of dominance in the township.

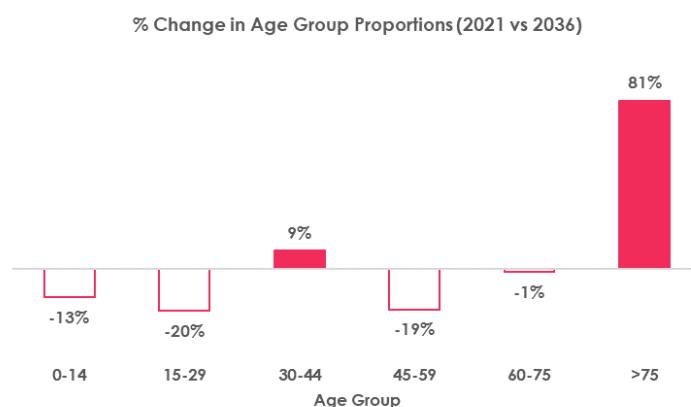


Figure 4: Percentage change in the proportion of age group between 2021 and 2036 (VIF, 2019).

The key analysis and findings observed in Figure 4 is as below:

- The proportion of age group 60-75 experience relatively almost no change whilst age group 75 and above records to be the largest change across all age groups.
- There is a noticeable decrease of proportion in age groups 0-14, 15-29 and 45-59. Conversely, Council has noted a significant increase in demand for early childhood services over the past two years, placing pressure on existing facilities that is already at capacity.
- A slight proportion increase for the age group 30-44. However, this only comprises a total of 16% of St Arnaud population in 2036.

3. INFRASTRUCTURE NEEDS ANALYSIS

The provision planning standards and ratios varies across all councils in Victoria. This is so that the demand and supply for community infrastructures are adequate to meeting the needs of the existing or future residents. However, there is currently an information gap within the Shire as with other regional municipalities in determining its own desired provision standards (DPS) for certain infrastructure types. Therefore, a combination of Council's DPS as well as the Victorian Planning Authority (VPA) standard provision ratios for metro greenfield development has been used to establish an indicative set of provision ratios for this assessment.

Table 1 below presents the infrastructure hierarchy for categorising infrastructure items and Table 2 lists the required infrastructure items for servicing the population projected for St Arnaud (i.e., Level 1 tiered infrastructure).

Table 1: Description of each infrastructure hierarchy as defined in VPA Guide to Social Infrastructure Planning (2009).

Infrastructure Hierarchy	Description
Level 1	Provision ratios up to 10,000 people
Level 2	Provision ratios between 10,000 and 30,000 people
Level 3	Provision ratios between 30,000 and 60,000 people
Level 4	Provision for the total municipality
Level 5	Provision for two or more municipalities

Table 2: Infrastructure required in St Arnaud based on population demand and category grouping.

Community Infrastructure Hierarchy	Infrastructure Category	Infrastructure Item	Indicative provision rates for growth areas (population)	Indicative land requirement - each (ha)
Level 1 – Neighbourhood Level Facilities	Community	Multi-purpose Community Centre	8,000	0.80
	Youth	Youth Facility	8,000	0.00
		Youth Space	8,000	0.00
	Arts and Culture	Community Arts Space	8,000	0.00
	Health	Not Stated	10,000*	1.00
	Early Childhood	Pre-school / 3 Year Old Activity Group	2,300*	0.25
		Playgroups	2,300*	0.00
		Childcare Centre	2,300*	0.25
	Education	Government Primary School	9,000	3.50
	Passive	Local Park	1,000	0.85
	Outdoor Active	District Sports Facility	9,000	8.00

*Council's DPS

3.1 Audit of Existing Community Infrastructure in St Arnaud

A full audit of St Arnaud's existing community infrastructure has been undertaken as part of this assessment. Table 3 below contain the list of existing community infrastructure found in St Arnaud and categorised according to the infrastructure grouping established by the VPA.

Table 3: Audit and list of existing community infrastructure in St Arnaud.

Community Infrastructure Hierarchy	Infrastructure Category	Infrastructure Item	Indicative provision rates for growth areas (population)	Quantity	Land Area
Level 1 – Neighbourhood Level Facilities	Community	Multi-purpose Community Centre	- St Arnaud Town Hall Complex - Hall and Service Clubs Room - Masonic Hall	3	0.52
	Youth	Youth Facility	N/A	0	0
		Youth Space	N/A	0	0
	Arts and Culture	Community Arts Space	N/A	0	0
	Health	Not Stated	- East Wimmera Health Services	1	2.96
	Early Childhood	Pre-school / 3 Year Old Activity Group	- St Arnaud Early Learning Centre (ELC)	1	0.21
		Playgroups	- St Arnaud Playgroup	1	0.21
		Childcare Centre	- St Arnaud Early Learning Centre - St Arnaud Primary School (Out of school hours care)	1	3.26
	Education	Government Primary School	- St Arnaud Primary School	1	3.05
	Passive	Local Park	- DELWP Reserve (3.05ha) - Queen Mary Gardens (1.49ha) - Bicentennial Park (0.28ha) - Buller Street Reserve (0.32ha) - Parkland (1.48ha) - Silvermines Road Reserve (0.1ha) - Apex Park (0.12ha) - Silvermines Road Childrens Playground (0.07ha) - Market Square Park, Skate Park and Playground (0.88ha)	9	7.79
	Outdoor Active	District Sports Facility	- King George Park (2.94ha) - St Arnaud Swimming Pool (2.02ha)	2	4.96
Provision of community infrastructure beyond Level 1					
Level 2 – District Level Facilities	Community	Neighbourhood House	- St Arnaud Neighbourhood House - Mechanic's Institute Hall	2	0.20
	Arts and Culture	Community Arts Facility	- N/A	0	0
	Aged	Residential Aged Care	- Respect Aged Care – Coates - East Wimmera Health Services - Kara Court - McCallum Disability Services - 3x unknown residential aged care facility	7	2.87

		Retirement Village	-	Pilgrim Memorial Homes	4	0.82
			-	3x unknown residential retirement villages		
	Health	Community Health Centre	-	N/A	0	0
		Community Service Organisations	-	N/A	0	0
	Early Childhood	Maternal & Child Health Centre	-	St. Arnaud Maternal & Child Health	1	0.21
		Occasional Childcare Centre	-	N/A	0	0
	Education	Catholic Primary School	-	St Patrick Primary School	1	2.34
		Government Secondary School	-	St Arnaud Secondary College	1	3.01
	Emergency Services	Country Fire Authority CFA Station	-	St Arnaud CFA	1	0.15
	Passive	District Park	-	N/A	0	0
Level 3 – Sub-Municipal Level Facilities	Indoor Active	Lower Order Indoor Recreation Centre	-	1x Indoor Sports Centre	1	0.62
	Outdoor Active	Lower Order Tennis Courts	-	St Arnaud Lawn Tennis Club	1	2.04
	Community	Library	-	St Arnaud Library	1	0.22
	Emergency Services	Police Station	-	St Patrick's Police Station	1	0.17
		Ambulance Service Station	-	St Arnaud Ambulance Station	1	0.21
	Outdoor Active	Regional Sports Facility	-	Lord Nelson Park	1	17.18

Figure 5 below shows the spatial location for each recorded community infrastructure documented in Table 3, colour categorised according to infrastructure category.

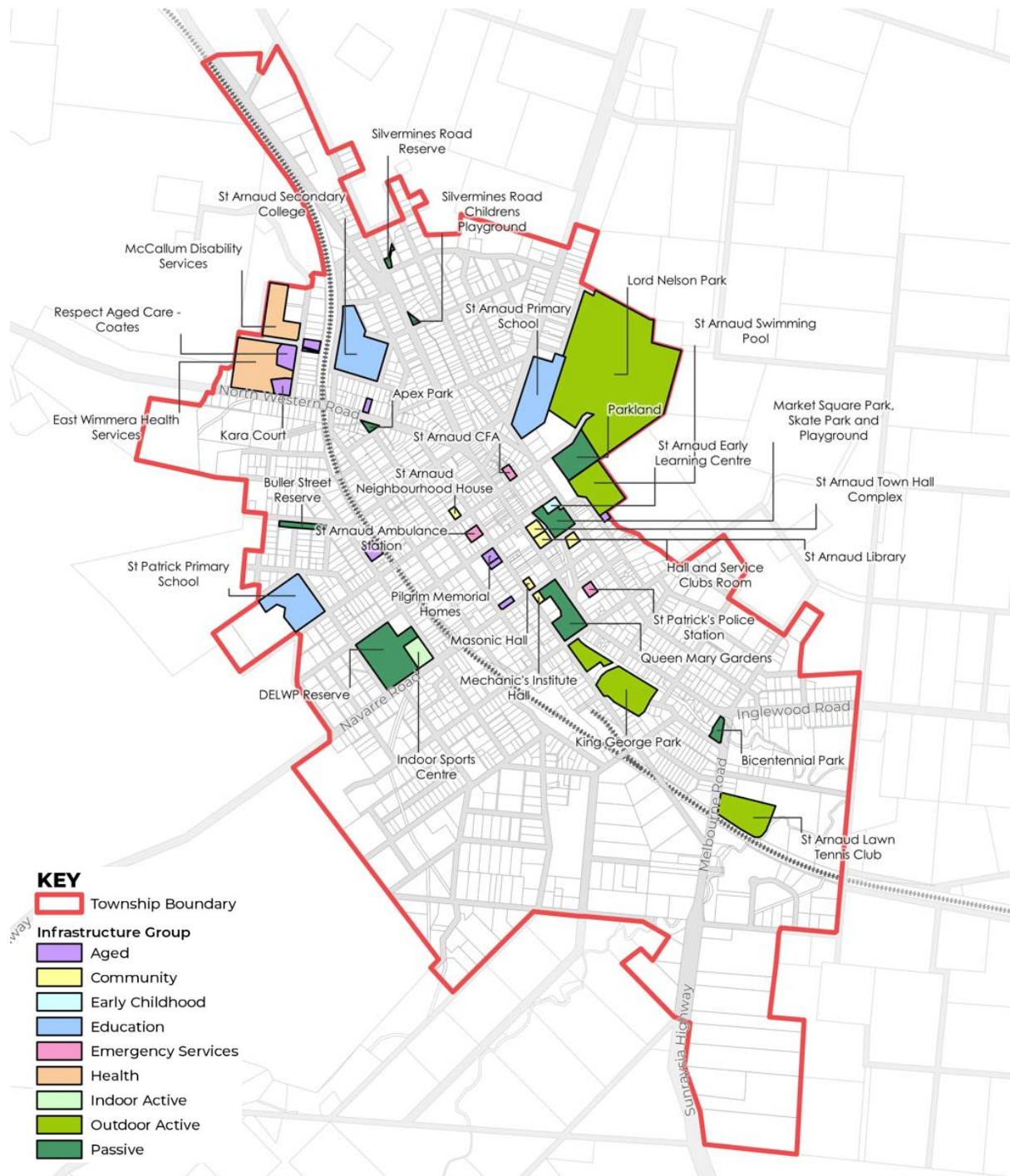


Figure 5: Existing community infrastructure in St Arnaud.

The result of the full audit shows that St Arnaud is currently being serviced with a variety of community infrastructure. On top of that, it is also observed that St Arnaud comprises of infrastructure items beyond its own tier according to the scale of the township. This shows that St Arnaud is a significant township in the Northern Grampians and has a massive potential to function as a regional hub of community infrastructure servicing for its surrounding neighbouring townships.

3.2 Demand Analysis for St Arnaud

The projected yield and residential growth of St Arnaud will reach approximately 1,586 residents (base growth scenario) or 2,191 residents (increased growth scenario). Regardless of which growth scenarios, they both remain under the provision requirements according to Level 1 – Neighbourhood Facilities. Table 4 below presents the demand threshold and requirements to appropriate service the upcoming population in St Arnaud.

Table 4: Audit and list of existing community infrastructure in St Arnaud.

Community Infrastructure Hierarchy	Infrastructure Category	Infrastructure Item	Demand (Quantity)	Demand (Land)
Level 1 – Neighbourhood Level Facilities	Community	Multi-purpose Community Centre	0	0.20
	Youth	Youth Facility	0	0
		Youth Space	0	0
	Arts and Culture	Community Arts Space	0	0
	Health	Not Stated	0	0.20
	Early Childhood	Pre-school / 3 Year Old Activity Group	1	0.22
		Playgroups	1	0
		Childcare Centre	1	0.22
	Education	Government Primary School	0	0.78
	Passive	Local Park	2	1.71
	Outdoor Active	District Sports Facility	0	1.79

3.3 Community Infrastructure Requirements – Demand and Supply

Table 5 below presents the total supply of required community infrastructure against the existing and future demand of St Arnaud. Infrastructure items highlighted in **green** indicates that there is sufficient supply and items highlighted in **red** indicates that there is insufficient supply.

Table 5: Calculated difference in terms of surplus and deficit of required community infrastructure

Community Infrastructure Hierarchy	Infrastructure Category	Infrastructure Item	Demand (Quantity)	Demand (Land)	Supply (Quantity)	Supply (Land)
Level 1 – Neighbourhood Level Facilities	Community	Multi-purpose Community Centre	0	0.20	3	0.52
	Youth	Youth Facility	0	0	0	0
		Youth Space	0	0	0	0
	Arts and Culture	Community Arts Space	0	0	0	0
	Health	Not Stated	0	0.20	1	2.96
	Early Childhood	Pre-school / 3 Year Old Activity Group	1	0.22	1	0.21
		Playgroups	1	0	1	0.21
		Childcare Centre	1	0.22	2	3.26
	Education	Government Primary School	0	0.78	0	0.78
	Passive	Local Park	2	1.71	2	1.71
	Outdoor Active	District Sports Facility	0	1.79	0	1.79

	Education	Government Primary School	0	0.78	1	3.05
	Passive	Local Park	2	1.71	10	7.79
	Outdoor Active	District Sports Facility	0	1.79	2	4.96
Level 2 – District Level Facilities	Community	Neighbourhood House	0	0	2	0.20
	Arts and Culture	Community Arts Facility	0	0	0	0.00
	Aged	Residential Aged Care	0	0	7	2.87
		Retirement Village	0	0	4	0.82
	Health	Community Health Centre	0	0	1	1.68
		Community Service Organisations	0	0	0	0.00
	Early Childhood	Maternal & Child Health Centre	0	0	1	0.21
		Occasional Childcare Centre	0	0	0	0.00
	Education	Catholic Primary School	0	0	1	2.34
		Government Secondary School	0	0	1	3.01
	Emergency Services	Country Fire Authority CFA Station	0	0	1	0.15
	Passive	District Park	0	0	0	0.00
	Indoor Active	Lower Order Indoor Recreation Centre	0	0	1	0.62
	Outdoor Active	Lower Order Tennis Courts	0	0	1	2.04
Level 3 – Sub-Municipal Level Facilities	Community	Library	0	0	1	0.22
	Emergency Services	Police Station	0	0	1	0.17
		Ambulance Service Station	0	0	1	0.21
	Outdoor Active	Regional Sports Facility	0	0	1	17.18

The above results shows that existing community infrastructure in St Arnaud currently comprises of infrastructure items that are above the requirements of a township this scale. However, there is still a significant gap in terms of early childhood infrastructure and youth facilities. Nevertheless, these infrastructure gap could be addressed or typically accommodated through other infrastructure items such as a multi-purpose community centre. The scoping of these items which will be addressed in the next chapter.

4. SUMMARY OF KEY RECOMMENDATIONS & FURTHER WORK

Clause 02.03 of the Northern Grampians Planning Scheme states that St Arnaud is the second largest township (preceded by Stawell). Furthermore, the Wimmera Southern Mallee Regional Growth Plan (2014) identifies St Arnaud as a key settlement to operate as a district town based on the interest of the community. This means that the St Arnaud Structure Plan will need to ensure equitable access to community facilities having regard to established services within the town centre and the potential need for additional facilities.

4.1 Key Recommendations

This Community & Open Space Gap Analysis demonstrates that St Arnaud is well serviced with a variety of community infrastructure and open space beyond the demand required in the township alone. A noticeable need for more early childhood education infrastructure is still required. Existing multipurpose community centres could be further investigated to consider additional scoping for upgrades that is fit for purpose to meeting this demand.

This analysis provides the following recommendations:

Early years services

This analysis supports the opportunity to deliver additional early years services within the St Arnaud township. This could potentially be accommodated to existing educational facilities or multipurpose community centres within the Structure Plan area. Existing ELCs in St Arnaud are currently not fit for purpose and has significant issues in terms of capacity and amenities. Furthermore, there is an opportunity for the ELC to be more integrated with the library, maternal and child health care, arts and youth spaces into one multipurpose functional space.

Education facilities (including Government and private provided primary and secondary schools)

This analysis assumes that the existing supply of both public and private schools does not support the need for additional educational services within the Structure Plan area. However, ongoing discussions with the Department of Education (DET) and Council should be held, where required, to monitor and identify specific service needs.

Community meeting spaces, libraries and learning centres

This assessment supports the inclusion of an additional community facility (i.e. Youth facility and Community Arts Space) within the St Arnaud township. The future community facility should seek to scope and provide a variety of sizes and amenity to cater for a diverse range of uses including community learning, workshops and multipurpose bookable rooms.

Open space (active and passive) and indoor recreation facilities

This analysis identifies that open space (active and passive) and indoor recreation facilities is generally well catered for and is well distributed across the St Arnaud township. There are opportunities to integrate existing open spaces through a connected and diverse network of green infrastructure systems to provide for easy access and connectivity.

Health services

Existing and future residents of St Arnaud will have access to East Wimmera Health Services which includes the St Arnaud Hospital. Any new or upgraded health services should be co-located with existing services to provide a high level of convenience and to support the health and wellbeing of the community. Council should also consider future community health centres to be integrated with existing or new health centres in order to accommodate events such as an emergency evacuation centre for fires, floods etc.

Police & Emergency services

Given there is sufficient police and emergency services within the St Arnaud township, no further provision is recommended.

Residential aged care

Given the projected growth of the over 75 years age cohort, additional provision for residential aged care will need to be considered within the St Arnaud township. There is potential for this need to be met

through planning policy provisions and involve the facilitation of diverse housing options to includes age-specific accommodation, assisted living accommodation and dependent accommodation. These facilities could be in proximity to the town centre or hospital. Furthermore, it is also worth noting that there is a significant number of residents living with disability and future amenity upgrade should take these factors into account for integrating into community spaces.

4.2 Further Work

While this Community & Open Space Gap Analysis provides a useful guide of the general demand and supply requirements of community infrastructure within St Arnaud, the provision rates utilised in this analysis do have limitations. As such, the following is a summary of further work required to fully understand the extent of additional community infrastructure that is needed for the St Arnaud community.

Further investigation of neighbouring rural townships

It is observed that the provision of community and open space infrastructure in St Arnaud covers a broad range of services ranging from Level 1 to Level 3 facilities. Therefore, further investigation should be considered to explore St Arnaud's role as a service centre or regional hub for community infrastructure towards its neighbouring rural townships. This is important as the nature of regional townships typically do not exist in isolation but rely on support coming from both social as well economic aspects in maintaining the liveability of these townships.

Further investigation of community infrastructure provision ratio

The beginning of this study identified a huge information gap in Council's provision ratios and the understanding of capacity of each infrastructure item in St Arnaud. As a response, the VPA social infrastructure guidelines which comprises of the hierarchy of community infrastructure as well as provision ratios is used in order to carry out a systematic audit and stocktake. However, as these standards are based around the context of Melbourne's metropolitan greenfield areas, the demand and supply analysis of St Arnaud existing community infrastructures contradicts with VPA's. This is crucial to note then that there is a need to advocate for a new guideline to be prepared by the VPA that fits more suitably in regional areas.

Conversely, as every council area are unique and have distinctive demographic profiles and needs, there is no one size fits all. Therefore, the preparation of a Community Infrastructure Framework which typically include items such as planning policies and processes, provision standards as well as definition of infrastructure types and items should be further considered by Council in strengthening the justification of community infrastructure provisions that will be more fit for purpose in its local context.

Further investigation around existing and additional capacity for each identified infrastructure

Undertaking further studies around the capacity and additional capacity for each identified infrastructure would assist in understanding the extent of servicing catchment it may have for accommodating residents beyond St Arnaud. This will assist council in gathering strategic evidence for determining infrastructure servicing catchment as well as the provision for more infrastructure if needed.

Community and Stakeholder Engagement

To further and capture the current state of opinion and address "knowledge gaps" is important in delivering a meaningful and effective Community Infrastructure Plan for St Arnaud. Engagement with the community and key stakeholders is crucial to understand the following:

- Capacity and suitability of current facilities;
- Discuss and refine standard and demand provisions to be used;
- Key issues affecting infrastructure provision and service delivery;
- Capacity and interest amongst service providers to co-locate operations with other services; and
- Future service planning initiatives and directions.

APPENDIX

Provision ratios and hierarchy of community infrastructure from the VPA Guide to Social Infrastructure Planning (2009).

Community Infrastructure Hierarchy	Infrastructure Category	Infrastructure Item	Indicative provision rates for growth areas (population)	Indicative land requirement - each (ha)
Level 1 – Neighbourhood Level Facilities	Community	Multi-purpose Community Centre	10,000	0.80
	Youth	Youth Facility	8,000	0.00
		Youth Space	8,000	0.00
	*Arts and Culture	Community Arts Space	8,000	0.00
	Health	Not Stated	10,000	1.00
	Early Childhood	Pre-school / 3 Year Old Activity Group	2,300	0.25
		Playgroups	2,300	0.00
		Childcare Centre	2,300	0.25
	Education	Government Primary School	9,000	3.50
	Passive	Local Park	1,000	0.85
	Outdoor Active	District Sports Facility	6,000	8.00

Level 2 – District Level Facilities	Community	Neighbourhood House	20,000	0.00
	*Arts and Culture	Community Arts Facility	30,000	0.00
	Aged	Residential Aged Care	30,000	10.00
		Retirement Village	30,000	10.00
		Aged Housing	30,000	10.00
	Health	Community Health Centre	30,000	0.60
		Community Service Organisations	30,000	0.40
	Early Childhood	Maternal & Child Health Centre	16,000	0.10
		Occasional Childcare Centre	20,000	0.00
	Education	Catholic Primary School	18,000	2.60
		Government Secondary School	30,000	8.40
	Emergency Services	Country Fire Authority CFA Station	15,000	0.40
	Passive	District Park	30,000	4.00
	Indoor Active	Lower Order Indoor Recreation Centre	20,000	0.60
	Outdoor Active	Lower Order Tennis Courts	25,000	1.50

Level 3 – Sub-Municipal Level Facilities	Community	Specialist Community Centre	40,000	0.70
		Adult Day Care Facility	50,000	0.00
		Planned Activity Group	50,000	0.00
		Delivered Meals Facility	50,000	0.00
		Library	60,000	1.50
		Community Learning Centre	60,000	1.50
	Youth	Youth Centre	40,000	0.00
	Arts and Culture	Community Arts	60,000	0.00
		Cultural Centre	60,000	0.00
		Public Art	60,000	0.00
	Health	Community Health Centre	30,000	1.00
		Community Service Organisations	50,000	1.00
	Early Childhood	Specialist Early Childhood Services	50,000	0.00
	Education	Catholic Secondary School	58,000	7.00
		Secondary School	58,000	7.00
		Other Non-Government Schools	40,000	5.00
	Emergency Services	Police Station	40,000	0.60
		Ambulance Service Station	60,000	0.40
	Indoor Active	Higher Order Indoor Recreation Centre	50,000	1.80
		Indoor Sports	40,000	2.50
		Aquatic Centre	40,000	2.50
	Outdoor Active	Regional Sports Facility	50,000	30.00
		Higher Order Tennis Courts	35,000	2.00
		Lawn Bowls	40,000	1.50
		Bocce Facility	40,000	1.50