

REPORT



Ballarat West DCP Advisory Committee

Expert Social Evidence

14 June 2013

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1 Introduction

1.1 Name and address of expert

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1.2 Qualifications

- Graduate Diploma in City Policy – Murdoch University. Obtained with high distinction.
- Bachelor of Multi-disciplinary Science (Environmental Biology) – Curtin University.

1.3 Background

- The City of Ballarat is currently in the process of introducing a development contribution plan (DCP) for the development of the Ballarat West Precinct Structure Plan (PSP) as part of Amendment C158 to the Ballarat Planning Scheme.
- The City of Ballarat has commissioned the preparation of expert evidence to assist in assessing the projects funded by the Ballarat West DCP.
- This report provides a review of the community infrastructure and open space components funded by the Ballarat West DCP.

1.4 Instructions

- I have been instructed by Maddocks to undertake a review of the community infrastructure and public open space projects funded by the Ballarat West DCP (Ballarat West). Instructions have been written and verbal.
- Specific objectives of the review have been to:
 - i. Assess the process undertaken to determine the community infrastructure and open space components for the Ballarat West DCP.
 - ii. Assess the demand for community infrastructure and open space generated by the projected population of Ballarat West.
 - iii. Assess the capacity of existing community infrastructure and open space in the surrounding area to accommodate additional demand.
 - iv. Evaluate the need for community infrastructure and public open space for Ballarat West as proposed in the DCP.

1.5 Significant contribution

- I have been assisted in the research undertaken for this review by Mollie Rashleigh, Social Planning Consultant with Capire Consulting Group.

1.6 Referred documents

- In undertaking this review, I have given reference to the following documents and correspondence:
 - CPG, 2010, '*Social and Community Infrastructure Needs Assessment for the Ballarat West Growth Area*'
 - SMEC Urban, 2012, '*Ballarat West Precinct Structure Plan*'
 - SMEC Urban, 2012, '*Ballarat West Development Contribution Plan*'
 - Prowse Quantity Surveyors Pty Ltd, 2012, '*Revised cost plans*'
 - MacroPlan Australia Pty Ltd, 2010, '*Demographic and Residential Assessment Age Projections*'
 - MacroPlan Pty Ltd, 2010, '*Demographic and Residential Assessment Stage 1 Report*'
 - MacroPlan Pty Ltd, 2010, '*Demographic and Residential Assessment Stage 2 Report*'
 - City of Ballarat, 2012, '*Open Space and Community Facilities Infrastructure*'
 - City of Ballarat, *Council Plan 2009–2013*
 - City of Ballarat, *Health and Wellbeing Plan 2009–2013*
 - City of Ballarat, *Ballarat West Growth Area Plan*
 - City of Ballarat, *Open Space Strategy 2005*
 - City of Ballarat, *Recreation Strategy 2005*
 - City of Ballarat, *Positive Ageing Strategy 2008–2013*
 - City of Ballarat, *Municipal Early Years Plan 2009–2013*
 - City of Ballarat, *Youth Strategy 2009–2014*
 - City of Ballarat, *Cultural Diversity Strategy 2009–2014*
 - City of Ballarat, *Draft Public Art Policy 2010*
 - City of Ballarat, *Play Space Planning Framework, 2010*
 - Victorian State Government, 2008, '*Blueprint for Education and Early Childhood Development*'
 - Australian Social Research, 2008, '*Planning for Community Infrastructure in Growth Areas*'

1.7 Summary of opinions

The table below provides a summary of my opinions.

Community Infrastructure Item	DCP provision	Capire needs assessment – demand generated from the Ballarat West population	Comments/recommendations
Kindergarten	4 dual-room kindergartens	Requirement for 3.4 dual-room kindergartens	DCP provides for one additional kindergarten room than required for the Ballarat West population.
Childcare centres	4 childcare centres offering a total of 480 childcare places	Requirement for 525 childcare places	Under-provision in the DCP of 45 childcare places, however it is likely that this demand will be met by the private sector.
Maternal and child health services	One MCH facility of 120sqm, accommodating 3-4 EFT nurses	Requirement for between 4-5 EFT nurses	The MCH facility is slightly small to accommodate 4-5 EFT nurses, however the proposed facility model accords with Council directions and additional demand is expected to be met outside of the PSP area.

Summary of opinions continued

Community Infrastructure Item	DCP provision	Capire needs assessment – demand generated from the Ballarat West population	Comments/recommendations
Community meeting spaces	Spaces are provided in three multi-purpose community centres as well as space in early years hubs, the library and recreation facilities. A total of 2,120 square metres of space.	Development of multi-purpose facilities and inclusion of meeting spaces in early years facilities, libraries and recreation facilities is in line with policy directions and best practice community infrastructure delivery.	The spaces provided are of a suitable location and configuration to adequately meet community needs.
Library	One branch library with a floor area of 1,900 square metres	Demand for a library with a floor area of 1,620 square metres	DCP provides for a library floor area that is 15% larger than required for the Ballarat West population.
Public art	Provision for public art within each of the proposed active open space reserves	Council's policy directions confirm the importance of public art in community building in Ballarat	Inclusion of public art in active open space reserves is supported.
Indoor recreation	Provision for a total of 12 indoor courts across two facilities	Demand for between 6 and 8 indoor courts	DCP provides for 4-6 more indoor courts than required for the Ballarat West population.

Summary of opinions continued

Community Infrastructure Item	DCP provision	Capire needs assessment – demand generated from the Ballarat West population	Comments/recommendations
Outdoor active recreation	<p>Five outdoor active recreation reserves, totalling 56ha and including soccer pitches, football/cricket ovals, netball courts, tennis courts, athletics track, playgrounds and youth activity nodes across the reserves.</p> <p>No allocation for lawn bowls or aquatic facilities.</p>	<p>Demand for 72 hectares of active open space.</p> <p>Demand for 4 netball courts.</p> <p>Demand for 8-12 tennis courts.</p> <p>Inclusion of youth activity spaces and playgrounds.</p>	<p>DCP provides a shortfall of 16ha of active open space. Demand will need to be monitored over time and other opportunities of provision investigated if required.</p> <p>DCP provides for one less netball court than required for the Ballarat West population. I recommend provision of an additional netball court and consolidation of netball courts into two, 2-court facilities.</p> <p>Tennis court provision is supported.</p> <p>Demand for aquatic facilities and lawn bowls will be met through the expansion of regional facilities in Ballarat.</p>

2 Population projections

- For the purposes of my assessment, I have applied the population forecasts for Ballarat West developed by MacroPlan in *Demographic and Residential Assessment Stage 1 Report* (2010).
- The MacroPlan report concludes that the following market segments are likely to impact on future housing provision in Ballarat West:
 - Young or established families: this market segments is likely to take up a large proportion of the future population of Ballarat West but is dependent on price points and access to facilities and services. They are also most likely to be looking for detached houses with two to four bedrooms.
 - Empty nesters: Depending on price points this market segment could also comprise a large proportion of Ballarat West. This market may be looking to downsize from a large family home and is most likely to be looking for semi-detached two to three bedrooms. Access to facilities and services such as health is an important factor for this group.
- MacroPlan forecasts a household size of 2.8 persons in the first stages of development which will decrease to 2.6 persons per household at build-out. This equates to a marginal household formation rate¹ of around 2.5 persons per additional dwelling.
- Based on 14,276 dwellings for the Ballarat West DCP main catchment area (MCA) and a household size of approximately 2.5 persons, it is anticipated there will be a total population of around 3,621 in Ballarat West at build-out.

¹ Marginal household size is used to measure the eventual average household size.

3 Assessment of community infrastructure provision in the DCP

3.1 Community infrastructure provision in the DCP

The following table provides a summary of the community infrastructure provided in the DCP.

Item	Location	Community infrastructure components	Development infrastructure components
Library	Precinct 1 (MAC)	Construction (whole)	Land
Level 3 multi-purpose community centre	Precinct 1 (MAC)	Construction (whole)	Land
Early years hub	Precinct 1 (MAC)	Construction of community infrastructure components	Land and construction of early years components
Early years hub	Precinct 1 (Tait St)	Construction of community infrastructure components	Land and construction of early years components
Level 1 multi-purpose community centre and early years hub	Precinct 2	Construction of community infrastructure components	Land for community infrastructure and early years components Construction of early years components
Level 1 multi-purpose community centre and early years hub	Precinct 4	Construction of community infrastructure components	Land for community infrastructure and early years components Construction of early years components

Community infrastructure provision of DCP continued

Item	Location	Community infrastructure components	Development infrastructure components
MR Power Park	Outside of PSP area		Construction of regional active open space reserve
Pavilion at MR Power Park	Outside of PSP area	Construction	
Mining Park	Precinct 1		Land acquisition and construction of regional active open space reserve
Small pavilion at AOS Reserve – Mining Park	Precinct 1	Construction	
Greenhalghs Reserve	Precinct 2		Land acquisition and construction of open space reserve Land acquisition for indoor recreation centre
Medium pavilion at– Greenhalghs Reserve	Precinct 2	Construction	
Glenelg Highway Reserve	Precinct 1 (MAC)		Land acquisition and construction of active open space reserve
Medium pavilion at Glenelg Highway Reserve	Precinct 1 (MAC)	Construction	Land acquisition
Carngham Reserve	Precinct 4		Land acquisition and construction of active open space reserve
Medium pavilion at Carngham Reserve	Precinct 4	Construction	
Indoor recreation centre at Greenhalghs Reserve	Precinct 2		Construction
Indoor recreation centre at M R Power Park	Precinct 2		Construction

3.2 Kindergartens

Provision in the DCP

- The Ballarat West DCP makes provision for a total of four dual-room kindergarten facilities as follows:
 - One dual-room kindergarten within an early years hub in the MAC in precinct one. The early years hub is collocated with a library, community centre, primary school and Glenelg Highway Reserve.
 - One dual-room kindergarten within an early years hub in the south-east of precinct one. The early years hub is collocated with a primary school.
 - One dual-room kindergarten within an early years hub in precinct two. The early years hub is collocated with a community centre, a primary school, secondary school, Greenhalghs Reserve and an indoor recreation centre.
 - One dual-room kindergarten within an early years hub in precinct three. The early years hub is collocated with a primary school.
- Provision has been made within each kindergarten for 66 places.

Needs assessment

- In recent years the federal government has made some significant regulatory changes to early years regulations including *Universal Access to Early Childhood Education* and the *National Quality Framework for Early Childhood Education and Care*.
- The universal access policy is to be implemented by 2013 and requires that all four-year-old children in Australia have access to 15 hours per week of kindergarten. This is an increase from the existing 11 hours per week. This policy has led to a decrease in the capacity of existing kindergarten infrastructure.
- The national quality framework will introduce changes to educator to child ratios in 2016. Currently the ratio implemented across kindergartens is one educator for every 15 children; this will decrease to one educator to 11 children. This will have significant impacts on class sizes and decrease the total number of licensed places of a number of existing services.
- Consultation with the City of Ballarat indicated that the introduction of the universal access policy will mean that the number of four-year-old kindergarten places across the municipality is expected to decrease significantly, by almost 50%.
- Existing kindergartens in surrounding Sebastopol and Delacombe are expected to face a shortfall in places for existing demand and will be unable to accommodate any excess demand from Ballarat West. At presents Sebastopol West Kindergarten is located at M R Power Park, adjacent to the Ballarat West PSP area. This facility is in poor condition and council does is not planning to redevelop this facility. Council indicated that this service would be relocated if an opportunity arose.

- When planning for new facilities, taking into account the regulatory changes, council supports a model where dual-room kindergarten facilities can accommodate 132 enrolments. This model assumes each room can accommodate 33 licensed places and assumes each room can accommodate two four-year-old kindergarten groups. This equates to 66 enrolments per room.
- In order to assess the likely demand for four-year-old kindergarten generated by Ballarat West, I determined the expected number of four-year-olds at build-out. I applied the average proportion of expected four-year-olds from growth areas across Victoria to the projected Ballarat West PSP total population. Detailed calculations are provided in Appendix 1. Using this calculation I estimate that there will be approximately 507 four-year-olds in Ballarat West at build-out.
- It is unlikely that all four-year-olds would enrol in council-provided kindergarten facilities. According to the *State of Victoria's children report 2011* (Department of Planning and Community Development) approximately 11.3 per cent of four-year-olds attend kindergarten in a long-day-care setting. Accounting for this, I estimate that there will be demand for approximately 450 four-year-old kindergarten places in Council-owned facilities.
- Applying this figure (450 four-year-olds) to council's preferred model of provision results in the need for 6.8 kindergarten rooms, equivalent to 3.4 dual-room kindergartens.

Assessment against the DCP

- Provision of four dual-room kindergartens in the DCP equates to 528 places across four dual-room kindergartens, which provides an excess of 78 kindergarten places.
- Given the expected shortfall of kindergarten places in Sebastopol and Delacombe, following the implementation of the universal access policy, there is potential for the fourth kindergarten proposed in the DCP to cater for some of the excess demand from these areas. Ideally, this would be in the kindergarten in the proposed early years hub at Tait Street in precinct one due to its proximity to the Sebastopol West Kindergarten.

3.3 Childcare centres

Provision in the DCP

- The Ballarat West DCP makes provision for four child care centres located in precincts 1, 2 and 4. The centres are located within the early years hubs described in Section 3.2 above.
- Each of the four childcare centres will provide 120 long-day-care places each, totalling 480 places.

Needs assessment

- Traditionally long day care is primarily provided by the private or not-for-profit sector. The role that local government play in providing child care services differs across Victoria. At present the City of Ballarat owns and operates two child care facilities in the municipality and consultation with council indicated that it has intentions to own and operate the childcare facilities proposed in Ballarat West.
- The City of Ballarat applies the Australian Federal Government's provision ratio of 150 support childcare places per 1,000 children aged zero to five years².
- The *Social and Community Infrastructure Needs Assessment for the Ballarat West Growth Area* projected that 3,498 zero to five year olds will reside in the Ballarat West PSP area at build-out. Applying the projected number of zero to five year to the provision ratio suggests that there will be demand for approximately 525 childcare places in Ballarat West. This number of places is equivalent to 4.4 childcare centres, assuming 120 places per centre.
- At the time of my assessment council did not have detailed data regarding the capacity of private childcare centres in the Sebastopol and Delacombe areas. Council did confirm that existing community-operated childcare centres in those areas are operating at capacity.

² Australian Institute of Health and Welfare, 2005, 'Australia's Welfare 2005', AIHW cat. No. AUS65. Canberra: AIHW (cited in ASR, 2008, 'Planning for Community Infrastructure in Growth Areas')

Capire's assessment

- The state government strongly encourages the co-location of early years facilities, such as kindergartens, MCH, early intervention and childcare. In line with the state government's direction, City of Ballarat's strategies aim to promote opportunities for the development and implantation of integrated early years services. The DCP has responded to this through the co-location of early years services, particularly MCH, kindergarten, childcare and group meeting space.
- My calculations indicate demand for 525 childcare places in Ballarat West. The DCP allows for 480 places in Council-owned childcare centres. Whilst this provision is lower than demand, it is likely that a proportion of children will access childcare provided by the private sector. I therefore support the level of childcare centre provision in the DCP.

3.4 Maternal and child health services

Provision in the DCP

- The Ballarat West DCP makes provision for a Maternal and Child Health (MCH) facility within the proposed early years hub in precinct one, located in the MAC.
- 120 square metres has been allocated for MCH services.

Needs assessment

- Consultation with the City of Ballarat indicated Council's preference to locate three to four nurses at each MCH centre.
- The current provision ratio applied by the City of Ballarat is one MCH nurse (EFT) for every 125 zero year olds, which is based on Council's enterprise bargaining agreement with the Australian Nursing Federation.
- The *Social and Community Infrastructure Needs Assessment for the Ballarat West Growth Area* projected that 554 zero year olds will reside in the Ballarat West PSP area at build-out.
- Applying the projected number of zero year olds to Council's provision ratio of one MCH nurse (EFT) for every 125 zero year olds suggests that there will be a need for approximately 4.3 MCH nurses (EFT) in Ballarat West.
- In my experience, a facility of 120 square metres would accommodate between three to four MCH (EFT) nurses. A facility of this size provides for 375 to 500 zero-year-olds.
- Consultation with Council indicated that provision has been made for a MCH facility to be located in Alfredton West (precinct three) which will be able accommodate some of the excess demand for MCH services generated from the PSP area.

Assessment against the DCP

- My calculations indicate that the MCH facility in the DCP is slightly small to meet demand, however when considering that that some of the demand can be met by the facility in Alfredton West I support the level of provision.

3.5 Multi-purpose community facilities

Provision in the DCP

- The Ballarat West DCP makes provision for three multi-purpose community centres; two level one facilities and one level three facility³. The level three facility is proposed to be co-located with the MAC and the other two facilities are to be located in precincts two and four.
- It is proposed that the level three facility will provide approximately 550 square metres of community rooms and meeting spaces.
- The level one facilities will each provide approximately 200 square metres of community rooms and meeting space (400 square metres in total).
- The DCP also makes provision for an additional 1,170 square metres of multi-purpose meeting spaces across the proposed early years hubs, libraries and recreation facilities (Appendix 3 provides more detail).

Needs assessment

- At present the City of Ballarat has a large number of facilities which offer community meeting spaces. The majority of these facilities are older standalone facilities such as senior citizens halls, however they are presently meeting demand.
- Council's preferred approach in providing community meeting spaces in Ballarat is to provide spaces that are flexible in size and function. For example, large spaces should be divisible to meet demand for small group meeting spaces. Spaces also need to be suitable for visiting service providers, including co-location with suitable community office space. The spaces should be provided within multi-purpose facilities to increase usage by community groups and service providers.
- Consultation with council indicated that the majority of demand in the municipality is for meeting spaces that can accommodate between 20 and 40 people. There is very little demand for large facilities that accommodate 1,000 plus people and council indicated that facilities of this size are more likely to be located centrally in the Ballarat CBD.
- Council also indicated that there is a lack of suitable office space for community groups and service providers across the City of Ballarat.

³ Level one multi-purpose facility serve a local community of up 10,000 people and require a land size of approximately 0.8ha. Level three multi-purpose community facilities service a large catchment of between 30–50,000 people and requires a minimum land size of 1.5ha. (Source: ASR, 2008, 'Planning or Community Infrastructure in Growth Areas'.)

- Community meeting spaces are increasingly being co-located with other facilities to create community hubs, rather than as stand-alone facilities. Community meeting spaces can be co-located with schools, libraries, sporting pavilions and early years facilities. The state government promotes the co-location and multi-purpose use of community meeting spaces through policies such as *Schools as Community Facilities*.
- In line with state and federal government policy, Council's direction is not to provide purpose built spaces for specific cohorts of community groups such as youth and senior citizens. Its preferred model is co-location and integration with other community facilities and particularly schools.
- In 2008, the Department of Education and Early Childhood Development (DEECD) released an evaluation of *Victorian Children Centres*. One of the best practice principles that emerged from the design of integrated early years hubs was the inclusion of community and group work-space. These spaces were identified as important for activity sessions, community meetings and spaces in which to run groups.
- Multi-purpose community facilities play a significant role in providing flexible spaces for a range of community groups and services such as youth services, community art spaces, senior citizens programs, as well as ad hoc facility hire. They can also provide a range of flexible meeting spaces, activity rooms, class rooms, IT facilities and office space for service providers.
- Use of sporting pavilions and meeting spaces in recreation centres has traditionally been monopolised by sporting groups. However, there is a growing trend to increase the utilisation of community pavilions for broader community use. Pavilions can be used by community groups as meeting spaces and can also be used for youth spaces, fitness/exercise classes and ad hoc hall hire.
- Community pavilions and recreation centres are now particularly important in providing the larger meeting rooms (100 plus people) which historically have been provided through stand along community halls.
- According to policy directions, the most suitable way of providing community spaces in Ballarat West would be to integrate the spaces with community hubs, early years facilities and recreation facilities.

Assessment against the DCP

- Based on current policy directions and best practice, I consider the provision of community meeting spaces in early years and sporting facilities in Ballarat West to be appropriate.
- The DCP makes provision for a total of approximately 2,120 square metres of community meeting space which is allocated across the multi-purpose community centres, early years hubs, community pavilions and indoor recreation centres. The size of the spaces ranges between 30 and 300 square metres (accommodating between 20 to 200 persons in each space).
- The larger meeting spaces are located at the recreation facilities (community pavilions and indoor recreation centres). I am of the opinion that these are of a suitable size as they will be required to meet the needs of sporting club. These larger spaces will also be suitable for meeting demand for ad hoc function room hire.
- The 30 square metres of group meeting spaces allocated to the early years hubs is suitable for parent groups and MCH sessions. These spaces are not suitable as dedicated playgroup spaces which generally require 3.25 square metres per child. As identified in the *Social and Community Infrastructure Needs Assessment for the Ballarat West Growth Area*, in 2010 there were 24 playgroups in the City of Ballarat with an average size of 20 children per group. This sized group would require approximately 100 square metres of space (based as 3.25 per child and 2 square metres per adult, assuming around 20 adults).
- It is proposed that the multi-purpose community centre in the MAC has 550 square metres⁴ of meeting spaces and 200 square metres in each of the level one centres in precinct 2 and 4. Provision for playgroup spaces can be made within each of these facilities. In addition, the level one centres will be able to accommodate medium meeting spaces (100 square metres) which can be divisible into smaller spaces. In addition to playgroup spaces, the MAC facility (550 square metres), could offer medium sized meeting spaces (100 square metres) divisible into smaller spaces, community kitchen, classrooms, consulting room for visiting service providers and shared amenities. It could also accommodate neighbourhood house functions.
- Current policy encourages shared-use facility agreements with schools. The DCP does not currently make provision for such agreements. I would encourage such an arrangement, particularly given that two of the multi-purpose community centres are collocated with schools.

⁴ Area includes amenities.

3.6 Library

Provision in the DCP

- The Ballarat West DCP makes provision for one branch library with a total floor area of 1,900 square metres (including canopies and veranda).

Needs assessment

- *People Places* is a library planning guide developed by the NSW State Library. The guide recommends two benchmarks which can be applied to determine the need for a new or expanded library building. One is a service-based benchmark and the other is a population-based benchmark. It is important to note that benchmarks are used to assess the minimum areas for a library building.
- In 2008, the Victorian State Library and Victorian public library network commissioned an independent building audit of Victorian public libraries. The aim of audit was to determine the current state of Victorian library services and provide a tool for library service managers to assess their suitability to meet community needs. The audit recommended the adoption of planning standards from the *People Places* library planning guide (2nd edition) to determine the building area factor⁵ (BAF) along with a state BAF benchmark of 30 square metres per 1,000 people.
- It is important to note that the BAF is calculated using the total expected population of the Ballarat West PSP area as well as the non-resident workforce. The expected non-resident workforce was not available at the time of this assessment.
- For the purpose of my assessment I have applied the population-based benchmark used in *People Places* to determine the total library floor space⁶ (see appendix 2 for more detailed calculation). My calculations indicate that a library with a minimum total floor area of 1,620⁷ square metres is required to service Ballarat West.
- Consultation with council indicated that this library facility will meet a broader catchment than the Ballarat West PSP population.

Assessment against the DCP

- Based on the minimum building area calculated using *People Places* population benchmark the size of the library in the DCP is 280 square metres (approximately 15% of the total facility) larger than required to meet demand in Ballarat West PSP.
- As identified by Council, it is anticipated that this facility will have a broader catchment area than the Ballarat West PSP population. I therefore support this level of provision.

⁵ The collection and technology areas combined to provide the base area of 100% from which functional and service spaces can be calculated.

⁶ BAF x 20% for circulation and services space.

⁷ Includes 100 square metres for canopies and veranda.

3.7 Public art

Provision in the DCP

- Provision has been made for public art within each of the proposed active open space reserves.

Needs assessment

- Consultation with council indicated that public art components in the DCP will be used to fund public art projects within each of the public open spaces.
- Council's Public Art Policy (2010) indicates that the intention of public art in the municipality is to animate and enrich public spaces by contributing to place making for new communities and a feeling of identity, public ownership and pride in public spaces.
- The Ballarat Health and Wellbeing Plan (2009–2013) endorses the Public Art Policy to reinvigorate public spaces and enable community participation to help shape the public environment.

Capire's assessment

- Public art has been identified through Council's strategic documents as an important component of place making and enhancing the functional elements of the public realm across the municipality. I therefore support its inclusion in the DCP.

3.8 Indoor recreation

Provision in the DCP

- The Ballarat West DCP makes provision for the following indoor sport and recreation facilities:
 - One recreation centre with 8 indoor courts at Greenhalghs Reserve in Precinct 2.
 - One recreation centre with 4 indoor courts at M R Power Park in Precinct 1.

Needs assessment

- The Ballarat Recreation Strategy identifies a number of societal leisure trends as well as trends specific to Ballarat which influence the provision of indoor recreation facilities such as indoor aquatic facilities and multi-purpose indoor courts.
- Local weather conditions are an important factor in understanding demand for outdoor courts. The following table provides a summary of climate statistics for Ballarat compared to Melbourne, showing that the temperature in Ballarat is around three degrees cooler.⁸

Table 1: Ballarat climate statistics compared to Melbourne

	Ballarat	Melbourne
Annual Mean maximum temperature	17.4	19.9
Annual mean minimum temperature	7	10.2
Mean maximum temperature for the 3 months of winter	10.0–11.4	13.5–15.0
Mean minimum temperature for the 3 months of winter	3.2–4.0	6.0–6.9

- Council indicated that weather conditions in Ballarat result in decreased demand for outdoor recreation courts and increased demand for indoor recreation courts.
- Research undertaken for the *Alfredton West Assessment of Community Infrastructure Requirements and Opportunities* investigation identified a standard for determining indoor court provision of one indoor court per 2,500 residents aged eight to 40 years. In its submission in regard to the Ballarat West PSP, the Ballarat Basketball Association indicated that it has a growing 'masters competition' in Ballarat (for over 35s) and therefore calculated the requirement for indoor courts to be one court per every 2,500 residents aged eight to 50 years.
- In addition, research undertaken by the Ballarat Basketball Association indicated that there is currently a significant shortfall in the number of indoor across the City of Ballarat. Consequently, it recommends the provision of two new eight court facilities in the Ballarat West PSP area.
- In order to assess the likely demand for indoor court facilities generated by Ballarat West, I determined the expected number of eight to 50 year-olds by build-out. I applied the average proportion of expected eight to 50 year-olds from growth areas across Victoria to the projected Ballarat West PSP total population (detailed calculations are provided in Appendix 5). Using this calculation I estimate that there will be approximately 19,880 eight to 50 year-olds in the Ballarat West PSP area by build-out.
- Applying the standard benchmark researched for Alfredton West of one court per 2,500 residents aged eight to 40 years, results in demand for approximately six indoor courts. This is six courts less than what is proposed in the DCP.

⁸ Source: Australian Government Bureau of Meteorology
http://www.bom.gov.au/climate/averages/tables/cw_089002.shtml

- Applying the benchmark of one indoor court per 2,500 eight to 50 year olds (the Ballarat Basketball Association's benchmark), results in demand for eight indoor courts in Ballarat West. This is four courts less than what is proposed in the DCP.
- As identified in council's recreation strategy, multi-purpose stadium provision is growing in Australia with stadiums increasingly being developed as part of integrated leisure venues. Stand-alone, single purpose stadiums are now rarely developed. Spaces within facilities are being designed for multi-use. Sports such as basketball, netball, volleyball, badminton and table tennis are all using the same courts. In accordance with this trend council's preferred model of indoor court provision is consolidating courts into a smaller number of facilities to allow for greater competition use and to enable a wide variety of indoor recreation activities⁹.
- Given council's preferred model and trend of consolidating facilities, the development of Ballarat West provides an ideal opportunity to meet the identified shortfall of indoor court provision as well as the expected demand generated from the new community.
- However, there are alternatives to meeting excess demand. As highlighted in the recreation strategy, partnerships with schools are important in providing community access to school owned indoor recreation centres. At present the DCP does not make provision for shared-use recreation facilities with the five schools planned for Ballarat West.
- Council's current planning for aquatic facilities is to add to the capacity of the Ballarat Aquatic Centre to develop the centre as a regional standard venue. It is expected that this will cater for the needs of the Ballarat West population.
- Apply the *Planning for Community Infrastructure in Growth Areas* (ASR, 2008) benchmark of one indoor aquatic centre per 40,000 people; it is evident that the future population of Ballarat West will require access to aquatic facilities. Providing for these needs at an appropriately scaled major aquatic and leisure centre would be sufficient.
- It is also anticipated that the private sector will play a role in providing the commercial components associated with aquatic facilities (such as learn to swim).

⁹ CPG, 2010, 'Social and Community Infrastructure Needs Assessment for the Ballarat West Growth Area', prepared for the City of Ballarat

Assessment against the DCP

- Based on my assessment of indoor court needs, it is evident that provision beyond what would be required by the Ballarat West population has been allocated in the DCP. I calculate that a base level of between six and eight courts would be required for Ballarat West.
- However, I acknowledge that there is an undersupply of indoor courts across Ballarat as per the Ballarat Basketball Association's findings and that the growth area provides an ideal opportunity to address this undersupply.
- Provision of shared school facilities should also be pursued to meet additional demand.

3.9 Outdoor active recreation

Provision in the DCP

- Five reserves for outdoor sport and recreation have been nominated in the DCP:
 - Mining Park (Precinct 1): 12ha to provide 3 x soccer pitches, a local play area and associated car parking
 - Glenelg Reserve MAC (Precinct 1): 8ha to provide 2 x AFL football / cricket ovals, 1 x netball court, youth facilities and associated car parking
 - Greenhalghs LAC (Precinct 2): 10ha to provide 2 x ovals, 1 x netball court, a local play area and associated car parking
 - Carngham Road (co-located with the NAC) (Precinct 4): 8ha planned to provide for 1 x oval, 12 x tennis courts, a local play space and associated car parking
 - MR Power Park regional reserve (Precinct 1): 18ha to provide for 2 x ovals, 1 x athletics track with infield playing field, 1 x netball court, a regional play space and associated car parking. MR Power reserve sits adjacent to the Precinct Structure Plan area.

- The total proposed allocation for outdoor sport and recreation facilities is 56ha. This is to comprise:
 - 3 x soccer pitches
 - 7 x AFL football / cricket ovals
 - 3 x netball court
 - 12 x tennis courts
 - 1 x athletics track with infield playing field
 - 3 x local playgrounds
 - 1 x regional playground
 - 1 x regional youth activity node

Needs assessment:

- *Planning for Community Infrastructure in Growth Areas* (ASR, 2008) recommends that there is a minimum provision of 2.0 hectares of active open space per 1,000 people in growth area locations. Applying this benchmark to the projected Ballarat West population would equate to demand for approximately 72 hectares. The DCP proposes a total land allocation of 56 hectares for active open space. This equates to a short fall of 16 hectares.
- As identified in the PSP, there are significant constraints in sub-precinct one which makes it difficult to achieve some active open space provision standards in the PSP area. Consequently, council has included an upgrade to the existing M R Power Park which is adjacent to the PSP. Consultation with council identified that this reserve is considered surplus to the active open space needs of the existing community and would have otherwise been returned to passive open space.
- Council also indicated that existing active open space reserves within close proximity to Ballarat West have spare capacity to meet regional active open space needs, such as Victoria Park (130 hectares). Victoria Park is located approximately:
 - 2 kilometres from precinct four's neighbourhood activity centre
 - 3.6 kilometres from precinct two's local activity centre, and
 - 3 kilometres from precinct one's major activity centre.
- In my experience netball competitions generally have a football or cricket anchor and therefore it is favourable to co-locate netball with football or cricket. Netball courts are also appropriately located in pairs to allow for competition, financial and maintenance efficiencies, as well as club growth.
- *Planning for Community Infrastructure in Growth Areas* (ASR, 2008) recommends a minimum requirement of one local outdoor netball court facility (two-courts) per 16,000 people and a regional outdoor facility (eight-courts) for every 50,000 people.

- The Ballarat West PSP area does not trigger the demand for a regional level outdoor netball court facility. The future population does however trigger demand for at least two local level outdoor facilities (of two courts each).
- In regard to tennis courts, *Planning for Community Infrastructure in Growth Areas* (ASR, 2008) recommends a provision ratio of one neighbourhood facility (two tennis courts) per 25,000 to 30,000 people and one regional level facility (six to ten courts) per 25–60,000 people. Applying these benchmarks to the expected Ballarat West PSP population equates to a need for approximately one neighbourhood level facility and one regional level facility (eight to 12 courts).
- No land allocation has been made for lawn bowls. I understand that Council plans to upgrade existing lawn bowls clubs and it is anticipated that these facilities will sufficiently provide for the additional demand from Ballarat West.
- Council's strategies strongly support the provision of spaces for youth in Ballarat. Youth activity spaces are seen as a high priority in Council's youth strategy. City of Ballarat's *Play Space Planning Framework* (2010) identifies the following key opportunities for young people:
 - Provision of youth activity spaces for young people that encourage them to feel welcome, meet their friends and play.
 - Provision of skate parks.
 - Provision of BMX facilities.
 - Provision of appropriate activity spaces for young females.
- The play space framework recommends the provision of youth activity spaces at both a district and regional level. It recommends that complimentary youth activity spaces are developed across precincts, each providing diverse and multi-use spaces that cater for local and/or specific needs of young people.

Capire's assessment:

- Given the land constraints in the PSP area, I support the level of active open space provision. I recommend that council monitors demand closely as the population grows and considers existing reserves in surrounding areas which could be upgraded to meet any unexpected increases in demand.
- Other opportunities to meet demand for active open space in Ballarat West include the four hectares of passive open space on Bonshaw Creek in the southern portion of sub-precinct one. If demand warrants the development of additional active open space in the future, this site could include some small active recreation facilities such as outdoor courts.
- I support the approach of consolidating the active open space land allocation to fewer facilities in the DCP as this allows for greater multipurpose use, the consolidation of sport and recreation uses at a 'hub', and operational efficiencies. This is particularly relevant for reserves with ovals used for Australian Rules football.

- Based on my assessment I recommend increasing the number of outdoor netball courts from three to four and consolidating them into 2 x two-court facilities. If this is not possible at the active open space reserves, then I recommend investigating the option of shared use with schools.
- The model of consolidating 12 tennis courts at one facility is acceptable. I therefore support its inclusion in the DCP.
- Youth activity spaces have been identified through Council's strategic documents as important community infrastructure. I therefore support their inclusion in the DCP.

Appendix 1: Four-year-old kindergarten calculations

Four-year-old projected populations for Ballarat West Growth Area – benchmark calculation details.

Four-year-old proportion of total populations in Victorian growth areas

Growth area	2011 (% of total pop.)	2031 (% of total pop.)
Strathfieldsaye (Greater Bendigo)	2.0	1.8
Grovedale-Marshall (Geelong)	1.0	1.1
Kialla (Shepparton)	1.6	1.3
Burnside-Burnside Heights (Melton)	1.8	1.4
Average	1.6	1.4

Four-year-old proportion of total population for surrounding established areas in Ballarat

Area	2011 (% of total pop.)	2031 (% of total pop.)
Alfredton	1.6	1.3
Delacombe	1.5	1.6
Sebastopol	1.5	1.3
Average	1.6	1.4

Ballarat West four-year-old population based on 1.4 per cent proportion of the total population

	Ballarat West Growth Area	Ballarat West PSP area
Total population	47,284	36,212
Projected 4 year olds population (approximate)	662	507

Four-year-old kindergarten requirements for BWGA

	Ballarat West Growth Area	Ballarat West PSP area
Projected number of 4 year-olds	662	507
Assuming 87% of 4 year-olds attend Council and community facilities	576	441
Rooms required, assuming each kindergarten room can provide for 66 enrolments	8.7	6.7

Appendix 2: Comparison of public library provision benchmarks

A comparison of recommended benchmarks for public library provision in the BWGA and the Ballarat West PSP

	Ballarat West Growth Area 47,284 persons	Ballarat West PSP 36,212 persons
BAF of 35sqm for every 1,000 people for a population between 35–65,000 people¹⁰	1,655sqm	1,267sqm (local floor area)
Recommended state average of a BAF of 30sqm per 1,000 people.¹¹	1,400sqm	1,086sqm (local floor area)

To calculate the gross floor area (GFA) *People Places* recommends calculating 20% of the local floor area to accommodate building circulation. The following table compares the recommended GFA for the two benchmarks with are based on the use of *People Places* BAF.

	Ballarat West Growth Area 47,284 persons	Ballarat West PSP 36,212 persons
BAF of 35sqm for every 1,000 people for a population between 35–65,000 people¹² x 0.2 (for circulation)	1,986sqm	1,520sqm
Recommended state average of a BAF of 30sqm per 1,000 people¹³ x 0.2 (for circulation)	1,680sqm	1,303sqm

¹⁰ State Library NSW, 2005, 'People Places', *A planning guide* for public library buildings in NSW

¹¹ BCC Consulting Planner s, 2008, 'Building Audit of Victorian Public Libraries', *An independent report for the State Library of Victoria and Victorian public library network*

¹² State Library NSW, 2005, 'People Places', *A planning guide* for public library buildings in NSW

¹³ BCC Consulting Planner s, 2008, 'Building Audit of Victorian Public Libraries', *An independent report for the State Library of Victoria and Victorian public library network*

Appendix 3: Provision of community meeting space in the Ballarat West DCP

A detailed description of the proposed community meeting space as outlined by Prowse Quantity Surveyors in their Revised Cost Plans for the Ballarat West DCP.

Community infrastructure item	Precinct	Provision of meeting space
Multi-purpose community centre inc. early years hub (item 42)	Precinct 4	230sqm
Level 3 multi-purpose community centre (item 29)	Precinct 1	550sqm
Multi-purpose community centre and early years hub (item 36)	Precinct 2	230sqm
Early years hub (item 31)	Precinct 1	30sqm
Early learning hub (item 30)	Precinct 1	30sqm
AOS Reserve at M R Power Park (item 16–18): Community pavilion	Precinct 1	100sqm
AOS Reserve at M R Power Park (item 16–18): Multi-purpose stadium	Precinct 1	240sqm
AOS Reserve at Glenelg Hwy Reserve (item 21–22): Community pavilion	Precinct 1	130sqm
AOS Reserve at Mining Park (item 23–24): Community pavilion	Precinct 1	60sqm
AOS Reserve at Greenhalghs Reserve (item 33–34): Community pavilion	Precinct 2	100sqm
AOS Reserve at Greenhalghs Reserve (item 33–34): Multi-purpose stadium	Precinct 2	300sqm
AOS Reserve at Carngham Reserve (item 39–40): Community pavilion	Precinct 4	120sqm

Appendix 4: Indoor recreation benchmark calculations

Projected populations for Ballarat West PSP area and benchmark calculation details.

Eight to 40 year olds and eight to 50 year old proportions of total populations in Victorian growth areas

Growth area	2011 (% of total pop.)		2031 (% of total pop.)	
	8–40 year olds	8–50 year olds	8–40 year olds	8–50 year olds
Strathfieldsaye (Greater Bendigo)	48.0	62.8	44.7	59.2
Grovedale-Marshall (Geelong)	43.1	55.0	39.9	53.5
Kiala (Shepparton)	42.5	58.3	35.3	51.4
Burnside-Burnside Heights (Melton)	53.4	66.6	41.7	55.3
Average	46.8	60.7	40.4	54.9

Expected Ballarat West population based on the 2031 average proportions of total population (shown above).

	Ballarat West Growth Area	Ballarat West PSP Area
<i>Total population</i>	47,284	36,212
Projected 8–40 year old population	19,103	14,630
Projected 8–50 year old population	25,959	19,880

The number of indoor courts required for the Ballarat West population based on one indoor court per 2,500 people aged eight to 40 years or eight to 50 years.

	Ballarat West Growth Area	Ballarat West PSP Area
Assuming 1 court per 2,500 people aged 8–40 years	7.6	5.9
Assuming 1 court per 2,500 people aged 8–50 years	10.4	8.0