Banyule Social Infrastructure Framework

Our Framework for a Sustainable Future

2022-2032

Banyule
City Council

About this Framework

Social infrastructure supports Banyule's diverse communities to thrive. As an established municipality, with varying levels of socio-economic diversity, ageing populations and evolving consumer expectations, our communities rely on the effective provision and sustainable stewardship of Council's social infrastructure.

As stated in the Banyule Community Vision 2041, Council works to ensure that our community assets are fit for purpose, well maintained and service the needs of our communities. We strive to provide multipurpose facilities for people to connect, work and build friendships. We aim to ensure our facilities and services are affordable, sustainable, equitably distributed, accessible and useable for all ages and abilities and designed to provide meaningful experiences and connections. These sentiments align with the Australian Infrastructure Plan 2021, that promotes quality, accessible, future-focused, multi-purpose and sustainable social infrastructure to support strong, healthy and prosperous communities and ongoing quality of life for all.

The Social Infrastructure Framework establishes an approach to social infrastructure management that supports Council to demonstrate best practice in governance, financially sustainability, and positions Council to advocate for community priorities and aspirations. This approach reflects key strategies identified in the Banyule Community Vision 2041 including:

- Spending more on fixing existing infrastructure rather than building anything new.
- Less reliance on borrowing funds to build new infrastructure.
- Finding efficiencies to reduce costs and fully utilise existing assets.

The Social Infrastructure Framework supports holistic design, including acknowledgment of the complexities we face, integrating universal design, engaging multiple perspectives and allowing for maturity over time.

To achieve this, Council is committed to working alongside community members to work towards updating our social infrastructure so that it can better respond to diverse needs and evolving aspirations of our communities now and into the future.

> "Social infrastructure provides not only the essential services required for the Banyule community to function, but also the services that makes Banyule liveable and helps improve the quality of life for individuals and groups."

Figure 1 Rosanna Fire Station Community House

Defining Social Infrastructure

Social infrastructure is a broad term that refers to the the physical elements of the built environment and the services and resources available for communities to use.

> "It is made up of the facilities, spaces, networks and services that support individual and community health and wellbeing, promote a cohesive society and support economic prosperity" Australian Infrastructure Plan 2021

Physical infrastructure

Council owns and maintains a portfolio of physical infrastructure, with an estimated value of $267 million (30 June 2020). In the context of this Framework, physical infrastructure refers to the community buildings used to deliver services, activities and programs. They are used to support a range of functions including:

- Early Years
- Youth Space
- Community Meeting and Program Space
- Arts and Culture
- Libraries
- Sport and recreation facilities
- Community Partnerships

As we plan to meet the current, emerging and future service, program and activities needs of communities, the following benchmark standards for community buildings apply.

Fit for People

Community buildings are Fit for People when:

- Access, affordability and useablity are prioritised;
- A diverse range of people are supported to use the buildings;
- They are strategically located to achieve maximum community benefit;
- They are equitably distributed across the municipality.

Fit for Purpose

Community buildings are Fit for Purpose when:

- Service provision, critical and unexpected uses are supported;
- Flexible configurations supports diverse uses over time;
- Robust design and performance standards are maintained to optimise accessibility, diversity, inclusion, sustainability and maintenance and maximise the building's usefulness and life;
- Technology is available, enabled and adaptive.

Fit for place

Community buildings are Fit for Place when:

- They contribute to resilient and biodiverse communities and a circular economy;
- Sustainability, waste and carbon emissions reduction targets are met;
- They support people to live and work locally and function as a network;
- They are connected to transport routes, including roads, public transport and active transport routes
- They form a strong relationship with the broader public realm including parks and open spaces;
- Local arts, culture and heritage is reflected and protected;

- Acknowledges the foundation of place-based approaches led by our First Nations people, and attachment to land, kinship relationships and cultural heritage;
- They support community wealth building activities including social and creative enterprises.

In addition to the role of community buildings with the above described functions, Council provides other categories of infrastructure for community use. Whilst these are out of scope in this Framework, it is important to acknowledge their complementary role:

- Aquatics facilities
- Major sports facilities including NETS Stadium and Macloed Recreation Centre
- Libraries
- Parks and open spaces, as described in the Public Open Spaces Plan
- Transport networks, as described in the Integrated Transport Plan, Road Management Plan and Walking Strategy
- Sports field infrastructure, as described in the Recreation Plan
- Toilets, as described in the Public Toilet Plan

Service infrastructure

Service infrastructure refers to the services, programs and activities that support individuals and communities achieve better health, wellbeing, social and economic outcomes. Council has a long history of providing services for community benefit. As our communities evolve, Council's community services will adapt to keep pace.

As we aim to improve outcomes for our current, emerging and future residents, the following benchmark standards for Council community services apply.

High quality

Council's community services are high quality when they:

- Respond to clear evidence of community need;
- Provide measurable benefit to individuals and community;
- Demonstrate consistent best practice measured against industry standards;
- Are delivered across accessible platforms.

Complementary

Council's community services are complementary when they:

- Address the local service gaps that align with Councils strategic objectives and cannot be met by other agencies;
- Work harmoniously with local agencies;
- Adapt to respond to future needs and gaps;
- Compete fairly in competitive markets.

Affordable

Council's community services are affordable when:

- The cost of the service is appropriate and proportionate to social outcomes;
- Cost is not a barrier to accessing the service;
- They are sustainably funded through relevant sources.

Banyule Community Vision 2041

Striving to achieve long-term social inclusion, economic prosperity and environmental sustainability, Council adopted the Banyule Community Vision 2041. The Banyule Community Vision 2041 includes six priority themes which outline the aspirations and focus of our community for the next 20 years.

"We in Banyule are a thriving, sustainable, inclusive and connected community. We are engaged, we belong, and we value and protect our environment".

The six priority themes are the backbone of the Social Infrastructure Framework:

Our Inclusive and Connected Community | Our Sustainable Environment | Our Valued Community Assets and Facilities | Our Well-Built City | Our Thriving Local Economy | Our Trusted and Responsive Leadership

For Council, this Framework will deliver a range of benefits including:

- Providing a robust decision-making tool to ensure our social infrastructure management delivers long-term value.
- Ensuring our social infrastructure investments are based on robust evidence of community needs and aspirations, and on best practice.
- Unlocking or creating additional value in our community buildings, through the creation of multiple- and flexible-use opportunities which enhance benefits for the community.
- The Framework is a significant step towards Council meeting our integrated planning obligations under the Local Government Act 2020. It builds stronger alignment with our Asset Plan and Long-Term Financial Plan.

Most importantly, the Framework will deliver a range of benefits to our communities and visitors to Banyule including:

- Ensuring access to affordable, safe and fit for purpose buildings that support service delivery and meet the needs of a diverse range of users.
- Supporting community aspirations and responds to changing needs of communities over time.
- Promoting participation, social cohesion and community wealth-building activities, hence contributing to improving Banyule's public health and wellbeing outcomes.
- Supporting the attainment of the 2041 Banyule Community Vision, thus improving the overall liveability of neighbourhoods.
- Promoting responsible, responsive provision and stewardship of community assets.
- Contributing to a resilient, safe and low emissions' future.

Council's role

Council delivers social infrastructure via multiple programs and roles. Management responsibilities are shared across the organisation. Council's roles include:

- Service provider- Council provides key services to communities across all life stages.
- Building owner and manager- Community buildings are provisioned and maintained to support the delivery of services provided by Council and other local agencies. They provide opportunities for residents and visitors to the municipality to participate in a range of activities and programs.
- Lessor- Some community buildings are available through lease and licencing arrangements to support local agencies to service our communities in multiple ways.
- Partner- Council both funds and directly delivers services in formal partnerships, management arrangements and joint user agreements with other organisations.
- Funder- Council funds other aligned agencies to provide community services both through direct grants and service agreements.
- Regulator- Has statutory responsibilities and directs community services and building activities as required.
- Monitor- Monitors activities, assesses quality and evaluates impacts.
- Facilitator- Fosters collaboration by bringing parties together to address identified issues and opportunities.
- Advocate- Works with community to promote the interests of the municipality to other decision-making organisations including the Victorian Government.

Social Infrastructure Objectives

The *Determinants of health and wellbeing for our neighbourhoods* model helps us visualise the key pillars that make up healthy local communities.

Figure 2 | The determinants of health and wellbeing

Banyule's social infrastructure, which includes facilities, spaces, services and networks are represented as the built environment and activities within the Determinants of health and wellbeing for our neighbourhoods' model

Banyule's network of social infrastructure contributes to social identity, inclusion and cohesion and is used by all residents at some point in their lives, often on a regular basis. Access to high-quality, affordable social infrastructure has a direct impact on the social and economic wellbeing of all residents and increases satisfaction with the neighbourhoods in which they live.

Demand for social infrastructure is driven by strategies, service delivery requirements and the needs of local organisations including community groups and clubs. These drivers impact infrastructure requirements and decision making for the planning, delivery, operation and maintenance of social infrastructure assets and networks. For example, State Government funding for three-year-old kindergarten programs in 2022 placed additional demand on sessional

kindergartens and triggered the need to make kindergarten infrastructure improvements to support equitable access.

The drivers for social infrastructure are not uniform across all neighbourhoods. To create equity, it is critical to undertake a more detailed and localised investigation of the likely service needs of current and future populations, the aspirations of our communities and the role that existing infrastructure can play to meet these service needs. With the aim to address people's needs and aspirations as early and effectively as possible, the goal is to identify the long-term service needs, and then align infrastructure management, planning and funding with those identified needs, to generate better value for residents and better services.

Determining needs and aspirations

Determining needs and aspirations is fundamental to assessing how well our social infrastructure measures up.

In order to plan for the types of community services and buildings required to support the *Banyule Community Vision 2041*, Council considers multiple inputs and diverse perspectives including, but not limited to:

- State and Federal government policy direction including concepts like 20-minute neighbourhoods;
- Demographic information from various sources including the Australian Bureau of Statistics;
- Research from academia and industry;
- Supply benchmarks;
- Community aspirations expressed through consultation;
- Investigation into who uses or doesn't use community facilities and why;
- Local knowledge and lived experience gathered through engagement activities.

Hallmarks of Council's approach

This Framework seeks to create multiple, lasting benefits for our community through delivering social infrastructure that unlocks potential, supports multiple uses, facilitates social and economic growth and prioritises the environmental considerations. These are the hallmarks of Council's approach:

We create balance

We consult community to understand the lived experience of people, to uphold the rights of everyone and to understand people's needs and aspirations.

We work with organisations that are present, relevant and engaged to deliver better outcomes for the community.

We respect, celebrate and uplift the distinctive assets present within communities, including First Nations cultural heritage, environmental, historical, artistic, cultural, social and economic strengths.

We support making best of use and offer inclusive social infrastructure that provide broad opportunities.

We create opportunity

We make evidence-based decisions for future infrastructure investments, grounded in facts, analysis and practical experience.

We create connections between people, organisations, services, places, environments and ecosystems.

Our efforts focus on creating synergies across multiple scales and platforms and finding new ways to work better together.

We are outcomes focused

We deliver well-designed social infrastructure, supporting quality experiences that accelerate robust and resilient outcomes.

We future proof our social infrastructure by creating integrated, environmentally sustainable hubs with built in agility to serve generations to come.

We plan for networks of assets within neighbourhoods that offer required breadth of community services and buildings to attract people and stimulate a range of activities that reflect community need and aspirations.

A sustainable future for social infrastructure

To deliver on this Framework commitments, Council needs to change business-as-usual approaches to social infrastructure delivery and make best use of opportunities.
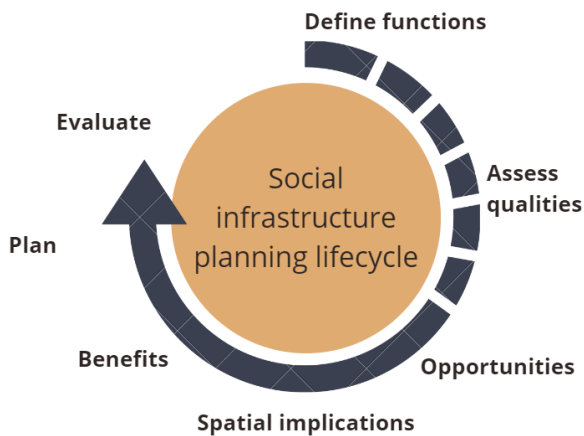
This means we will:

- Make better use of existing infrastructure to deliver broader services and community benefits;
- Use new infrastructure investment as an opportunity to deliver more integrated outcomes for liveable, sustainable communities;
- Leverage community buildings to support achievement of Council's environmental targets and of Council's social enterprise development and job creation targets as identified in the Council's strategic action plans;
- Use technology and innovation to deliver better services;
- Strengthen and integrate data sets to create intelligence;
- Adopt a place-based approach to social infrastructure across the municipality to drive better urban design, planning and development decisions;
- Enhance cross-agency collaboration to delivery social infrastructure through strategies such as joint funding, co-location, shared use or coordinated delivery.

Figure 3 Greensborough Preschool

The Implementation Plan

This Framework establishes lofty aspirations for the future of social infrastructure. In order to effectively plan and deliver social infrastructure into the future, Council will undertake a series of cyclic steps that will position us to define, understand, prioritise, implement and learn. Whilst the steps are defined as a sequence, it is acknowledged that an iterative approach is required to achieve better outcomes.

Step 1: Defining the functions

This first step towards developing sustainable social infrastructure requires Council to gather and aggregate information to develop a robust understanding of:

- The current facility management needs;
- The service needs and aspirations of our community;
- The neighbourhood context;
- The environmental considerations;
- The partnership opportunities.

In this step, Council will be assessing its provision of community services and these questions will be considered:

- Does Council provide the necessary breadth of services to uplift community level outcomes?
- Are Council's community services affordable, high quality and do they complement the range of local services provided by other organisations?
- Are there gaps and who can Council partner with to accelerate outcomes?
- Does Council's community services contribute to resilient communities?
- What functions do community buildings need to perform to accommodate Council's community services?

Analysis of this information will position Council to understand what services the community need or desire to access, who is best placed to deliver these services and by extension, the function our community buildings are required to perform today and into the future.

Step 2: Assessing the qualities

The second step towards developing sustainable social infrastructure is to assess the qualities of our existing community buildings. The aim is to understand how they measure up to the benchmarks of distribution, responsiveness, accessibility, affordability and sustainability as outlined below.

Distribution

- To what extent are the existing infrastructure strategically located for optimal community benefit?
- To what extent is the extisting infrastructure need being serviced by non-Council buildings?

Service level

- To what extent do Council's existing infrastructure meet the needs of the community today?
- To what extent do Council's exising infrastructure meet the needs of the community into the future?

Condition

- To what extent do Council's existing infrastructure meet contemporary design and safety standards?

Affordability

- To what extent are Council's existing infrastructure affordable for the communities they provide services for and to rate-payers?

Sustainability

- To what extent are Council's existing infrastructure efficient?

Step 3: Opportunities

With an understanding of the functions that Council's community buildings need to perform and the qualities of our existing portfolio of buildings, our attention turns to identifying opportunities for improvements that align with Council's strategies.

With the aim of addressing our communities' current and emerging needs and aspirations as early and effectively as possible, a range of preliminary specific long-term opportunities have been identified. To remain relevant over time, Council will routinely scan for opportunity and update the opportunity analysis as environmental inputs evolve.

Function	Opportunity
Early Years	Upgrades to sessional kindergartens to accommodate increased participation by three-year old children and maximise allied children programming opportunities; Transition to dual nurse maternal and child health centres located in community hubs to improve collaborative service delivery; Secure fit for purpose playgroup spaces for effective program delivery.
Youth Space	Upgrade spaces to support the flexible delivery of youth programs across the municipality; Embrace technology to optimise program delivery; Relocate JETS and integrate with a specialised Youth Hub in a major activity centre.
Older Adults	Upgrade community buildings to be easily accessible and conveniently used regardless of age, ability or status of users, empowering older adults to participate with inclusion and equity.
Community Meeting and Program Space	Refine understanding of the types of spaces communities need and value in order to update, repurpose or retire outdated community infrastructure; Integrate multi-purpose shared community meeting and program spaces within community hubs; Create flexible, accessible spaces for lifelong learning, engagement and connection.
Arts and Culture	Integrate artistic, cultural and historical based public art projects in existing and new social infrastructure; Significantly increase the number of spaces that supports the creative economy within the municipality.
Libraries	Maintain agreed library provision ratios; Use collaborative partnerships to create outposted library services in targeted neighbourhoods.

Function	Opportunity
Sports, recreation and leisure	Pursue and re-imagine high-capacity multipurpose spaces that support formal sports, active recreation and passive recreation activities; Upgrades to create inclusive, accessible, affordable and sustainable facilities.
Social enterprise and job creation	Support evidence-based social enterprises to access tangible growth opportunities through planned capital works and support place-based approaches to employment and economic participation that will provide a pathway into a job; Use collaborative partnerships with suppliers to create employment and economic participation opportunities through the supply chain.
Community Partnerships	Planning and delivery of community hubs to pursue integrated or co-located service delivery, with a focus on addressing social infrastructure inequities and leveraging opportunities for better social, economic and environmental outcomes.

Step 4: Spatial implications

With an understanding of the required functions, existing qualities and opportunities, Council will analyse the spatial design implications. This step involves addressing key questions including:

- What opportunities can be created to unlock additional value from our existing community buildings through measures including updating governance arrangements and addressing configuration and amenity issues?
- Where are the opportunities to re-develop existing community buildings to create integrated or co-located service delivery opportunities?
- Where does Council need to invest in new infrastructure including multi-purpose community hubs that will deliver on Council's long-term strategic objectives?

This step will yield a robust analysis of the short-term priorities and identify ways to create additional value from approved projects in the current capital works plan; generate a list of investment options for medium-term investments based on the life, condition and opportunities to uplift public value; and will create a list of opportunities for social infrastructure investments that will contribute to the attainment of the *Banyule Community Vision 2041*.

Step 5: Benefit analysis

The list of opportunities generated in Step 4 will position Council to prioritise investment options. In this step, Council will further interrogate each opportunity by considering the following questions:

- What are the strategic outcomes?
- What are the measurable benefits?
- Does it respond to clear evidence of community need?
- Is it accessible for whom it is intended to serve?
- Is it consistent with Council's role, strategic priorities and is Council the best placed organisation to address this?
- Are there social, environmental, cultural or economic implications and what are they?
- Can Banyule afford it and can Banyule afford not to do it?
- Who can we partner with to deliver better outcomes?
- What funding arrangements can be leveraged to sustainably deliver this project?

Step 6: Community Infrastructure Plan

The Community Infrastructure Plan will identify the social infrastructure investment projects Council will prioritise over the life of the Banyule Community Vision 2041, creating a plan for the short, medium and long

term. The plan will require cyclic refreshes to reflect changing conditions and factors, as indicated in the diagram below.

Launch 2022 | Implement Community Infrastructure Plan

- Short term priorities integrated into the Capital Works PlanMedium term priorities scoped for feasibility
- Medium term priorities scoped for feasibility
- Ongoing environmental scan for partnership and funding opportunities for medium and long term projectsCompleted projects assessed and lessons aggregarted for refresh
- Completed projects assessed and lessons aggregarted for refresh

Cyclic | Refresh Community Infrastructure Plan

- Shovel ready medium term priorities integrated into Capital Works Plan in sync with Capital Works processesLong-term priorities assessed for feasibility and integrated into medium-term CIP planning time horizons
- Long-term priorities assessed for feasibility and integrated into medium-term CIP planning time horizons
- New opportunties considered and integrated into Community Infrastructure Plan as part of 4 year cyclic refresh

Milestone | Refresh Framework

- Framework reviewed for fidelity at three year intervals
- Assessment of progress against Community Vision 2041 aspirations
- Environmental scan and integration of new knowledge

Ongoing governance will be facilitated through the Asset Management Steering Committee and managed through the identified officer role within the Community Wellbeing Directorate.