A Guide to Governing

Shared Community Facilities

Acknowledgements

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Introduction

Integrated community facilities play a vital role in creating healthy communities, enhancing wellbeing, building social networks and providing a resource for training, employment and personal development. The activities supported by these shared facilities are wide ranging and can include neighbourhood houses, community hubs, youth groups, public meeting spaces, emergency services, community health and aged care services, libraries, schools and recreational facilities.

Governing shared community facilities and integrating services and buildings can be a challenging process, often requiring different management strategies from those traditionally followed. The key to successfully managing and coordinating these potentially complex arrangements is good governance, supported by clearly defined documentation.

This Guide can be used in conjunction with *A Guide to Delivering Community Precincts*, jointly developed by the Department of Planning and Community Development (DPCD) and the Growth Areas Authority, and the *Guidelines for Assessing Requests for Community Use of School Facilities*, developed by the Department of Education and Early Childhood Development (DEECD).

Why has this resource been developed?

This Guide has been developed within the broader context of DPCD's commitment to building stronger, more resilient communities. It provides practical information about the governance of shared community facilities and the tools and documents needed to support good governance. Governance tools need not be complex, long or overly legalistic, but they do need to be clear and considered.

The Guide recognises the complexity of developing a model for operating shared community facilities, given the competing budgets, interests, policies and visions of involved parties and the substantial amount of time taken to bring shared community facility projects to fruition.

The Guide includes:

- a governance and operations overview chart that maps the governance and operations characteristics of shared community facilities
- resource pages that provide case examples, governance tools and summary checklists for key tasks
- a glossary of tools and resources with links to further information.

Who should use this Guide?

A Guide to Governing Shared Community Facilities has been designed to provide practical tools and guidelines for parties and individuals planning or operating a shared community facility. The Guide will be a particularly useful resource for local government, peak community organisations, State Government departments and not-for-profit organisations. It aims to inform decision making, enable a greater understanding of the governance and operations of shared community facilities, and assist in the development of clear, well-considered governance tools.

Those who have no previous experience in the governance of shared community facilities may feel overwhelmed and confused by the process. The Guide clearly identifies the steps involved in governance, delineating the process into five distinctive elements. Its intention is to prompt users to ask questions, seek further information and discuss issues that arise along the way.

When to use the Guide

This Guide can be used at any point in the planning or operational phase of a shared community facility. The principles and tools of good governance remain the same regardless of the setting, and can be applied to new facilities in growth areas or existing or redeveloped facilities in urban and regional communities.

The Guide is not intended to be prescriptive. No two shared community facilities are the same, and the information and issues addressed in this Guide will not always be applicable to every facility.

Definitions and principles

What are shared community facilities?

The Victorian Competition and Efficiency Commission (VCEC) Inquiry *Getting it together: an inquiry into the sharing of government and community facilities, Final Report September 2009* defines shared facilities as a physical asset that is:

- owned, funded or leased by government or the community
- used by more than one group
- used for a range of activities that share buildings, rooms or open spaces at the same time (concurrently) or at different times (sequentially).

What is governance?

Every shared community facility has one or a number of governing bodies. A governing body is the legal entity responsible and accountable for decisions in relation to:

- ownership and management of the physical asset
- operations, programs and activities that take place within the building.

The operations of a shared community facility are in turn managed by people employed or acting on behalf of the governing bodies through recorded agreements.

Principles of good governance

Good governance involves sound decision making and accountability mechanisms. DEECD has identified eight principles of good governance for shared facility partnerships:

- Transparency: decisions are based on clear criteria and are able to be scrutinised
- Accountability: responsibilities are clearly allocated to each partner
- Participation: each partner and other stakeholders have input into the operation of the partnership and the facility
- Consensus-oriented: there is a shared understanding of the objectives and management of the partnership
- Responsiveness: the partnership is able to respond to new circumstances
- Effectiveness and efficiency: the project matches the available resources and achieves the best possible result
- Integrity and stewardship: the project is delivered legally and ethically
- Leadership: all partners are responsible for the leadership and delivery of the project.

Contributors to success

While good governance is a critical factor in the sustainability and management of shared community facilities, a range of other factors also contribute to high-quality shared facilities:

- sound land use and integrated planning
- good building design
- clear service and community planning
- sustainable funding
- strong partnerships.

The companion document of this guide, *A Guide to Delivering Community Precincts*, provides further detail and guidance on these key elements needed to help ensure the success of shared community facilities.

Overview chart of governance and operations

The governance and operations chart below provides an overview of the key considerations for each of the five distinct elements involved in governing and operating shared community facilities. It also demonstrates that the guiding principle of public participation should be considered throughout each of these five elements and be designed in accordance with the principles espoused in the International Association of Public Participation (IAP2) Spectrum of Public Participation.

Although the size and complexity of individual community facilities will determine the applicability or desirability of the elements listed below, good governance requires that each issue is considered and discussed.

Guiding principle: Public participation	Element 1: Facility vision and type	Element 2: Facility size and catchment	Element 3: Governing bodies	Element 4: Facility maintenance	Element 5: Operations and integration

Key considerations

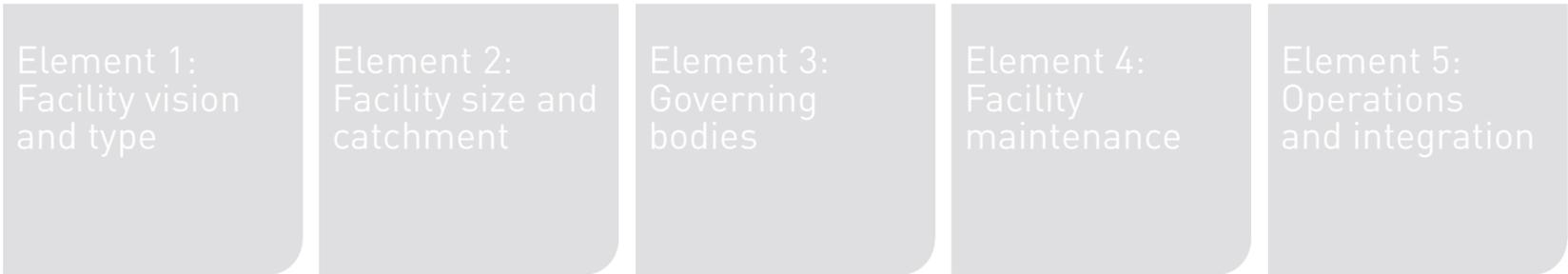|					
How will the community and stakeholders be engaged throughout all stages of the development and operation of the facility?	What is the vision for the community and the facility?	Who will use this facility?	What legal entities will be involved in the facility?	Who will own the building or space?	Who will fund and provide the operational management of the facility?
What formal mechanisms will enable community and stakeholder input and ownership of decision making?	What are the community requirements?	What are their needs and goals?	What are their roles and responsibilities?	Who will manage and fund maintenance and utilities?	Who will hold the keys to the building?
Does the governance structure represent community and stakeholder interests?	What type of facility will this be?	How does this facility fit with community plans and strategies?	What documents will be used to confirm t hese agreements?	Who is responsible if any of the amenities stop working?	Who will be responsible for the facility meeting community needs and delivering outcomes?
	What services and activities will be provided in the facility and are they a good fit?				Who will make room bookings and clean the kitchen?
					Who will maintain the grounds in different weather conditions?

Guiding principle: Public participation

Guiding principle: Public participation	Element 1: Facility vision and type	Element 2: Facility size and catchment	Element 3: Governing bodies	Element 4: Facility maintenance	Element 5: Operations and integration

Introduction

Public participation needs to be considered for all parts of the governance and operations of shared community facilities. The IAP2 Spectrum of Public Participation provides a valuable framework for public participation. Community participation helps these shared facilities become a part of the fabric of a community, rather than just a place to conduct meetings or obtain services.

The IAP2 Spectrum of Public Participation represents a continuum of public participation, indicating the level of public impact. When promoting public participation, the spectrum highlights the need to:

- inform: to provide the public with balanced and objective information to assist them in understanding the problems, alternatives, opportunities and/or solutions
- consult: to obtain public feedback on analysis, alternatives and/or decisions
- involve: to work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered
- collaborate: to partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution
- empower: to place final decision making in the hands of the public.

Tools

The following personnel, opportunities and strategies can be used to enable public participation and community involvement in the governance and operations of shared community facilities:

- community committee members and community office bearers
- governance training for community committee members
- coordination roles fulfilled by members of the community, either as volunteers or employed personnel
- community participation in planning, reference and advisory committees
- community members as respondents and participants in feedback processes
- comprehensive community engagement strategy
- community forums.

Success factors

- providing community members with the information they need to participate in a meaningful way
- working together to reach a mutual understanding of aspirations and concerns
- acknowledging and considering community feedback.

Risks

- limited recognition of, and communication with, community members may result in inefficient and unsustainable decision making
- lack of follow through and responsiveness to community feedback can disenfranchise groups or community members
- inconsistent engagement and poor or misleading communication may create unrealistic community expectations.

Checklist

Governing body
Is the governing body representative of the community?

Operations
Does operational and program planning involve community members?

Facility users
Are community facility users able to provide feedback through documented and agreed mechanisms?

Role of the community
Is there a recorded community engagement strategy reflecting the IAP2 principles?

Element 1: Facility vision and type

Introduction

A Community Plan offers a vision for a new or existing shared community facility – a vision that can be realised by providing a shared facility for community activities or services. The governance and operations of shared facilities need to be managed in accordance with both the Community Plan and the vision.

As the needs and goals of those sharing a community facility will be varied, it is important to understand the priorities of the different organisations involved. Bureaucratic requirements and processes will need to be met, alongside a community development approach.

The diversity of potential shared facilities

The VCEC Inquiry *Getting it together: an inquiry into the sharing of government and community facilities, Final Report September 2009*, provides the following classification of community facilities:

- multi-use facilities: including community hubs, neighbourhood houses, co-located government agencies and 'one-stop-shop' facilities
- technical facilities: including libraries, computer/Internet rooms, video conferencing facilities, emergency refuges and laboratories
- service facilities: including schools, child care centres, kindergartens, community health centres, aged care facilities and emergency services
- single-use rooms: including community halls, theatre and performance spaces, studios, exhibition spaces, meeting rooms and kitchens
- recreation facilities: including basketball courts, recreation centres and gyms, open public spaces, ovals and pavilions, artificial surfaces, aquatic centre, country race clubs and showgrounds.

Checklist

■ **Focus and vision**
Is there a written vision and documented outcomes for the shared facility and the community?

■ **Organisations and associations**
Are the roles, responsibilities and commitments of all parties agreed to and recorded?

■ **Services and activities**
Do the types of activities and services meet community needs and goals? Are they appropriate and compatible?

■ **Community engagement**
Has there been engagement with community members and organisations to develop the vision, outcomes and service options?

Tools

The following tools may be used to inform and document the important first step towards developing a shared community facility:

- Community Plan to provide direction and clarity about the purpose and vision of the facility
- vision statement to convey the aims and aspirations for the community facility
- statement of outcomes to articulate agreed directions and desired outcomes for the facility
- Precinct Structure Plan to guide how a precinct or series of sites will be developed over time
- Investment Logic Map to support the development of a strong business case
- a community profile using demographic tools and resources to define users of the shared facility
- indicators of community strength to measure perceptions of local area amenities, participation and attitudes
- community forums, consultation and surveys to inform and provide opportunities for feedback.

Key considerations

- What is the vision for the community and the facility?
- What are the community requirements?
- What type of facility will this be?
- What services and activities will be provided in the facility and are they a good fit?

Success factors

- an articulated and agreed direction for the facility and its users in line with the project vision
- a strong consultation process
- an ideal mix of services reflecting community needs.

Risks

- an incompatible mix of services
- competing priorities for use of space and services
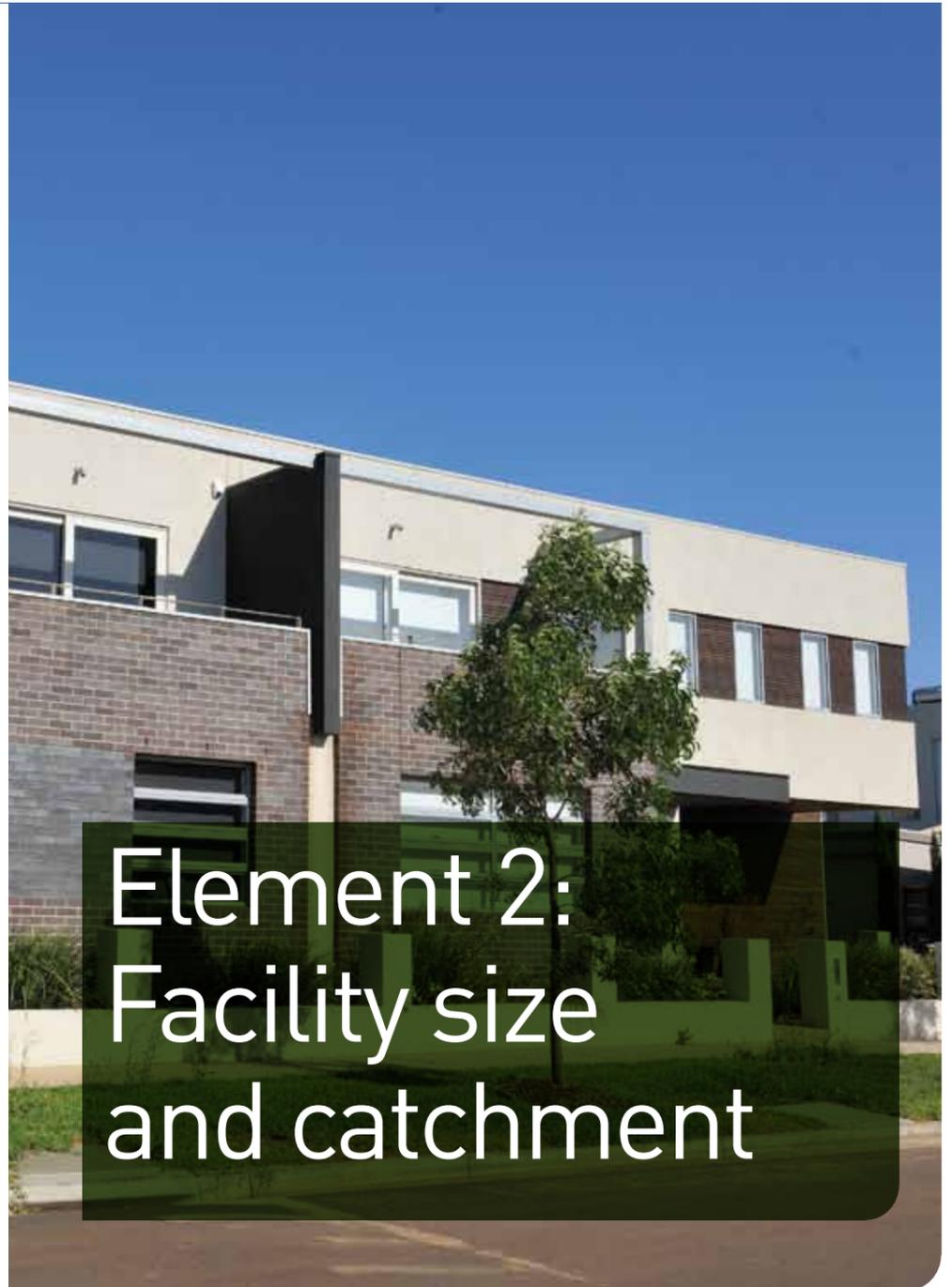- limited opportunities for formal partnerships.

Scope for public participation

The governance of shared community facilities may be enhanced by community members participating as:

- members of project groups or committees
- participants in concept and option development
- respondents to ideas, concepts or options.

Examples – The following case examples reveal the often conflicting outcomes of sharing community facilities.

Facility type	Description	Lessons learnt
Outer metropolitan facility with the following recreation and multi-use facilities: • a large sporting pavilion and clubrooms • council maternal and child health services • community meeting rooms.	Some of the shared areas in the facility were reserved as dedicated spaces due to issues associated with liquor licensing and usage of shared bathrooms. Resolving these operational issues was difficult. A better understanding of the consequences of combining these very different activities and services may have resulted in an alternative building design.	• not all community activities belong together • operational issues such as the compatibility of organisations and activities need to be considered early in the process • appropriate building design and agreements may avoid governance issues that can be difficult to resolve through traditional dispute resolution processes.
Regional precinct with the following service, technical, recreation and multi-use facilities: • secondary college library • stadium and aquatic centre • community spaces passive and active open spaces.	This significant and complex project for a regional centre has faced opposition from a small but vocal group of the community objecting to the proposed sharing of the municipal library with a newly built secondary college library in the new building. Concerns about how the use of spaces will be shared and ensuring equitable and secure access to community and students have been raised by local community members.	• community engagement is critical • a community engagement strategy that includes a range of methods to appropriately engage the community and key stakeholders will assist in managing conflict and developing a good support base for the project • community engagement also ensures a broader section of the community is given a voice.
Community hub with the following multi-use and service facilities: • neighbourhood house • legal service • financial support service • disability transport • traders association • community housing.	Due to the redevelopment of a council-owned building, a facility was needed for a range of displaced community organisations. In line with the recently developed council community hub policy, a building already occupied by a neighbourhood house was identified as the new location. Determining the mix of co-located services and organisations based on accommodation needs and available space can be problematic. A number of occupants did not see themselves as being part of the community hub, but simply occupying the building.	• synergies need to be considered as well as space requirements • the right mix of services is needed to maximise the benefits of co-location • opportunities for formal partnerships may be reduced if service focused organisations are combined with those with a community development focus.
Regional centre with the following service, multi-use and technical facilities: • health services • a library • neighbourhood house • early childhood services.	This multipurpose centre combines several previously separate services. Since being co-located, the use of these services has increased. For example, the number of community members visiting the library increased by 43% per annum, and the use of public access internet terminals increased by 233%.	• an ideal mix of services can increase participation • greater interaction between different services, more convenient access to services and the provision of higher quality facilities and services can also encourage greater usage of services.

Element 2: Facility size and catchment

Introduction

The governance and operations of a shared community facility will vary depending on the size of the catchment, and the scale and number of services and activities being provided. Small neighbourhood facilities with one or two community services or activities will be governed differently from a facility in a regional centre with three or more local government services or functions. The types of organisations considered most appropriate to be co-located will be determined by the facility's scope and scale.

Different catchments and areas

Each service or activity in a shared facility is likely to have a different catchment, and community planning will be different for growth areas and established communities. Demographic tools are applicable in both settings, but service mapping and the assessment of existing infrastructure are required in existing communities.

Service or activity catchments may be divided into the following categories:

- neighbourhood: a service that meets local needs and a facility that is of a domestic size
- sub-district: a facility or service that meets the needs of two to three neighbourhoods
- district/sub-regional: a facility or service that meets the needs of a rural centre or a number of sub-districts
- municipal: a facility that services the majority or entire local government municipality
- regional: a facility or service that draws users from within a particular region.

Checklist

■ **Catchment**
Is the catchment for the shared facility, its services and activities agreed, understood and documented by key stakeholders?

■ **Users and clients**
Have the community users and clients been identified and is there a clear understanding of their needs and goals?

■ **Local planning framework**
Is the facility aligned with a precinct or local Community Plan, or community and service alliance?

■ **Strategic planning**
Is a strategic plan in place and able to be regularly updated by the governing body?

Tools

The following information and assessment tools can be used in developing and operating a shared community facility, taking into account an understanding of the needs and aspirations of the community:

- catchment information to plan for current and projected demand for facilities, services and activities
- infrastructure assessment to build an understanding of planned and projected infrastructure in the catchment
- service mapping to inform a comprehensive service plan
- community and service alliance to link to places and services in a network
- council resources including Council Plans, Strategic Plans and Community Plans to provide a broader framework for facility planning and service delivery.

Key considerations

- Who will use this facility?
- What are their needs and goals?
- How does this facility fit with community plans and strategies?

Success factors

- a strong local alliance
- municipal planning informed by social justice and community development principles
- a partnership approach to community planning.

Risks

- service gaps and duplication
- budget limitations necessitating compromises
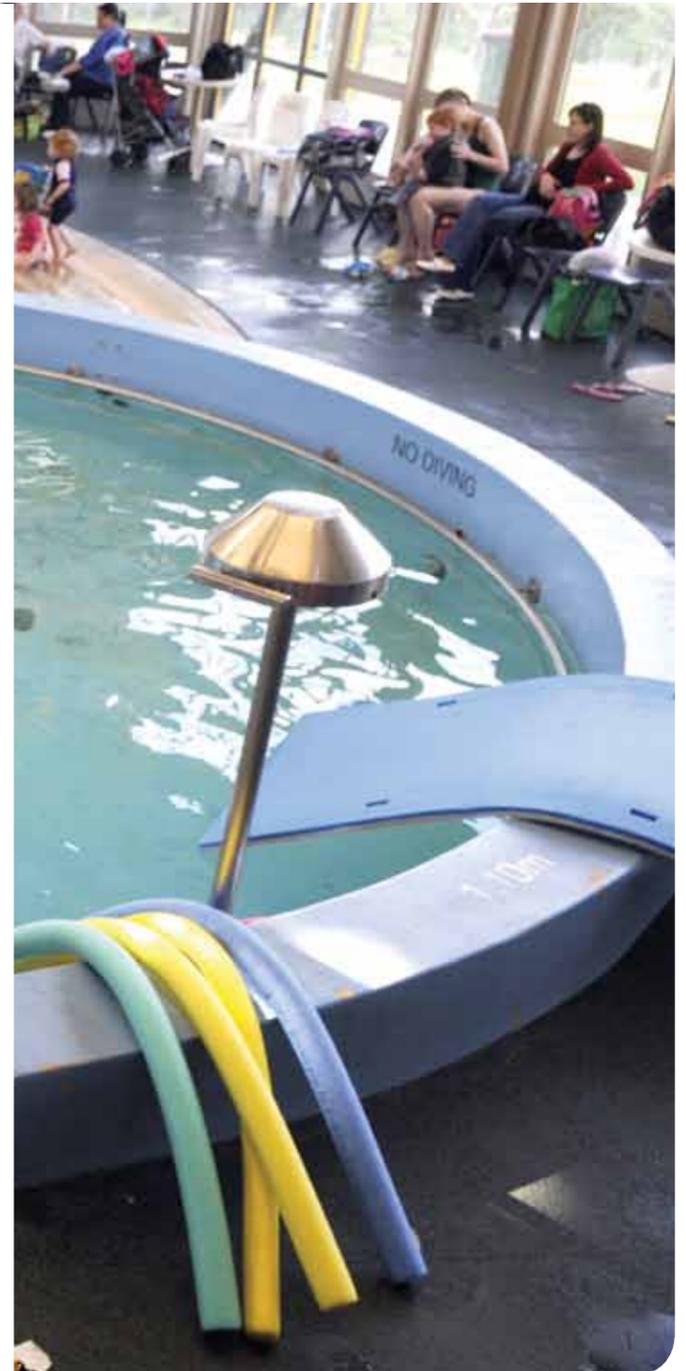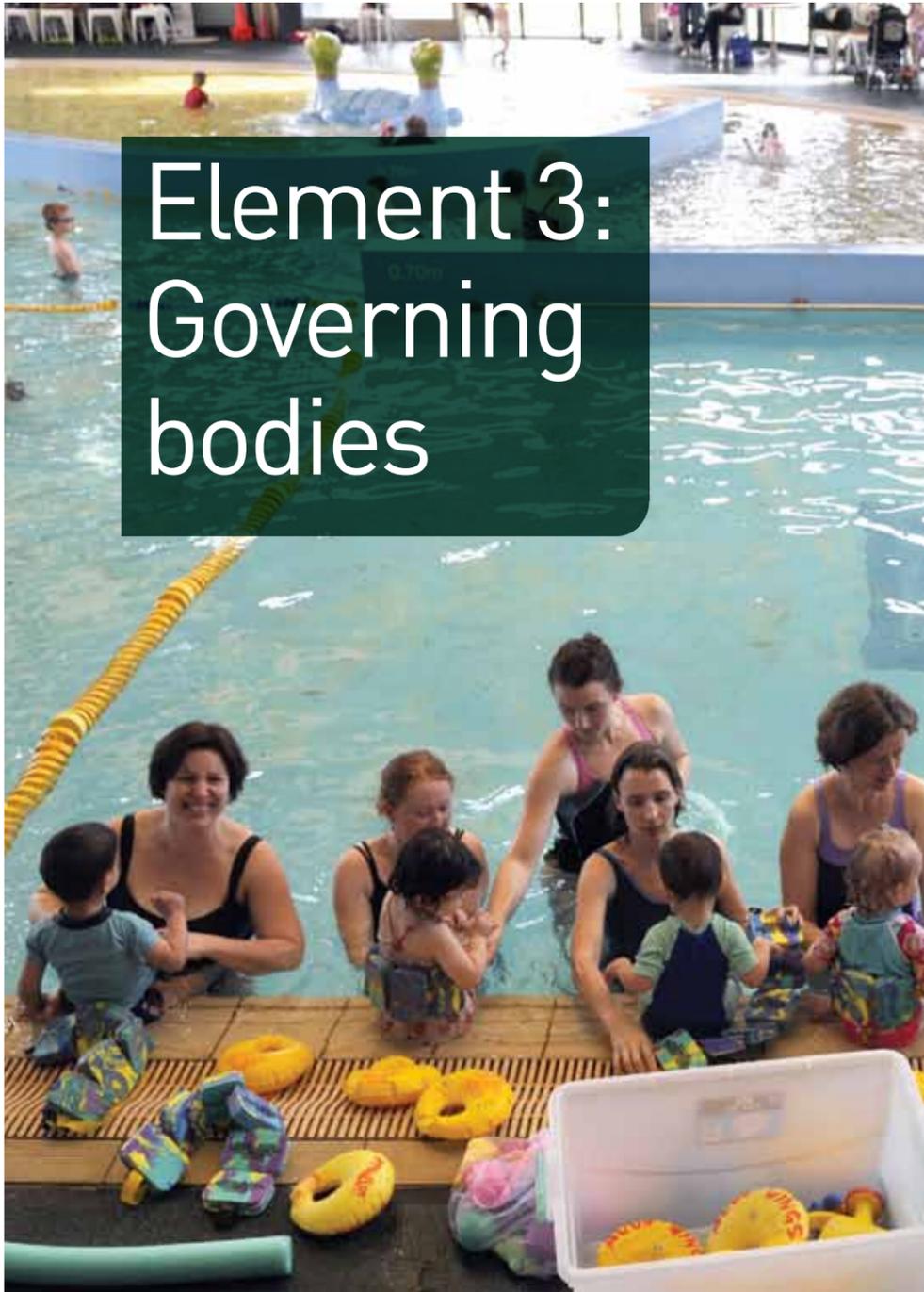- unforseen changes in catchment demographics.

Scope for public participation

The governance of shared community facilities may be enhanced by community members participating as:

- members of project groups or committees
- participants in concept and option development
- respondents to ideas, concepts or options.

Examples – The following case examples identify the roles played by scope and scale when co-locating community facilities.

Facility catchment	Description	Lessons learnt
Metropolitan district facility, including: • a community hall • neighbourhood house • community, maternal and child health services.	This facility was developed in response to community needs identified in a Municipal Neighbourhood Strategy and a Local Planning Framework that addressed a specific area of disadvantage. It is supported by a broader local alliance of community and service organisations. The organisations and associations occupying the building have their own governance structures, roles and responsibilities in relation to the facility, and operations are included in lease agreements with the council. It is the broader alliance that is fulfilling an integration and partnership role.	• local and municipality-wide strategies and plans can help define the catchment and users of a facility • regular updating and review of these documents can help those who govern shared facilities to understand the communities they serve • a strong local alliance will enable collaboration with organisations that are co-located, as well as those in other locations.
Metropolitan municipal facility, including: • library • council chambers • café and kitchen • meeting and function rooms • public plaza • Internet and computer labs.	This iconic facility represents the tangible outcome of a municipal-wide lifelong learning strategy and a council commitment to social justice. As a council building, the governance for the building and operations is relatively simple. The governance strategy is regularly reviewed and updated, providing an ongoing understanding of community needs and linking the facility to a municipal-wide network of learning. As a result, the community reports a great sense of pride in the facility and the value.	• municipal planning informed by social justice and community development principles supports local communities • municipal planning can help local government expand its policy agenda, do 'more with less' and result in investment in a valuable shared community facility.
Neighbourhood facility, including: • learning programs • community services and associations • community spaces.	Population growth in recent years has seen an increased demand for both existing and new services and activities, including services traditionally provided by local government. The service gaps and duplication that resulted may have be avoided by a stronger, more timely response from council, including comprehensive council planning that accounts for existing networks and services.	• integrated planning in response to the changing needs of communities at a local government level is needed to avoid detrimental impacts on the governance, operations and sustainability of shared community facilities.
Growth district partnership model used to plan for multiple shared community facilities.	A partnership formed in 2003 between a development company, local government, State Government and a number of emerging community groups has worked to plan and deliver community infrastructure for two new precincts in a growth community. The partnership has delivered a library and civic centre, sport and recreation facilities, education facilities and a community health hub. Joint investment in the appointment of a partnership broker was seen as a key factor in the success of this project.	• a partnership approach to integrated community planning can provide the opportunity for potential partners in the governance of shared community facilities to work and plan together.

Element 3: Governing bodies

Introduction

Each of the governing bodies listed below is an appropriate response to the governance of shared community facilities, and each type is capable of delivering the required levels of accountability, decision making and performance. However, there are many examples of conflict and misunderstanding between parties in relation to shared community facilities.

Hence, the decision about the type, role and responsibility of the body selected to govern a shared community facility needs to be discussed, agreed to and recorded. These discussions need to be conducted with a clear understanding of the legal entities involved, a vision for the facility and the community outcomes it will enable.

Additional information about the different types of legal entities and their advantages and disadvantages is provided on pages 33–37.

Understanding legal entities

The organisations involved in the governance or use of shared community facilities may operate as a range of legal entities. As difficulties can arise when different legal entities try to work together to govern a shared community facility, all parties need to communicate with each other through documentation that is clear, up-to-date and regularly reviewed.

Types of legal entities

The types of legal entities involved in the governance of a shared community facility can include the following:

- Partnership
- Incorporated Association
- Joint Ventures
- Company Limited by Guarantee
- Statutory Body Corporate – *Local Government Act 1989 (Vic)*
- Special Committee – *Local Government Act 1989 (Vic)* Section 86 Committee
- Committee of Management – Crown Land
- Body Corporate or Statutory Body – through a specific Act
- Body Corporate – Government School Council under the *Education and Training Reform Act 2006*
- Co-operative
- Charitable Trust.

Checklist

■ **Legal entity types**
Have the legal entities involved been identified and is it clear how they will work together?

■ **Board and committee membership**
Is the membership agreed? Have the terms of reference and roles for the board or committee members been documented?

■ **Agreements and documents**
Are there clearly defined written agreements setting out the responsibilities and financial obligations of each legal entity?

■ **Conflict resolution**
Are there clearly defined, agreed and well-documented conflict resolution processes in place?

Tools

The following tools can be used to document the relationships between the legal entities involved in governing a shared community facility:

- board and committee terms of reference to define the purpose and structure of a committee or board
- codes of conduct for committee members, including conflict of interest procedures to outline expected conduct and integrity required of members
- roles and responsibility statements for office bearers and coordinators to provide direction on duties and accountabilities
- governance training to assist community committee members in meeting their responsibilities
- Memorandum of Understanding to document an agreement between parties
- Heads of Agreement to provide key parameters of a proposed agreement between parties
- Development, License, Funding and Service Agreements to document relationships between legal entities
- mediation and conciliation methods to resolve potential conflict that arises.

Key considerations

- What legal entities will be involved in the facility?
- What are their roles and responsibilities?
- What documents will be used to confirm these agreements?

Success factors

- discrete governance arrangements within a shared environment
- representative and skilled committee members
- opportunities for skills development.

Risks

- differing capacities of tenants in a shared environment
- lack of adherence to agreed principles and lack of effective controls to monitor compliance
- multiple agreements which can be difficult to manage and coordinate.

Scope for public participation

The governance of shared community facilities may be enhanced by community members participating as:

- members of boards or committees, or participants in planning and policy
- voluntary or paid contributors to the administration or management of community facilities
- respondents to services and activities as shareholders or stakeholders.

Examples – The following case examples illustrate the ways in which some legal entities can be an ideal or problematic fit.

Legal entities	Roles and responsibilities		Lessons learnt
Metropolitan co-location with an alliance between three incorporated associations, including: • one company limited by guarantee • local government.	**Building owner**: local government **Service providers and tenants**: • neighbourhood house • community health service • community hall association • senior citizens association.	**Governance tools used**: • service and community alliance • Community Plan • Lease Agreements.	• co-location can lead to integration • in this case, the co-located community organisations operating separately within their own spaces, with their own governance bodies, have been able to develop good working relationships and alliances • this arrangement has minimised the potential for disputes over cleaning, space sharing and utility bills, allowing each party to focus on finding ways to work together and with other organisations in the community.
Education and community service hubs, governed by: • local government • multiple incorporated associations • body corporate – school council • statutory bodies – not-for-profit organisations.	**Building owner**: State Government through DEECD **Service providers and users**: • school council • local government, offering maternal and child health services, library, recreation facilities, preschool and full-day care • not-for-profit organisations offering family services and occasional care.	**Governance tools**: • Development and Shared Use Agreement.	• the governance of such varied facilities is a complex task, commonly approached by creating committees as decision making bodies • committee membership does not solely equate to good governance • governance is represented by the documents that allocate the roles and responsibilities of parties.
Children's hub joint venture, governed by statutory bodies, including not-for-profit organisations forming a joint venture.	**Building owner**: State Government through the Office of Housing **Service providers and users**: • local government, including a public library, neighbourhood house, a kitchen, government agency service centre and open spaces.	**Governance tools**: • Memorandum of Understanding • Heads of Agreement • Joint Venture Agreement • Service Agreements • Lease Agreements.	• equity can sometimes mean complexity • in this case, the shared facility is being developed as a joint venture between three parties to overcome any potential inequalities • while each party will be an equal partner in the joint venture, each organisation will also have a relationship with the building owner through Lease Agreements and a relationship with the joint venture through Service Agreements • these multiple agreements are costly and require considerable effort to develop.
Regional town and district hub, governed by a Special Committee – *Local Government Act 1989* – Section 86 Committee.	**Building owner**: local government **Service providers and users**: • local government, including a public library with Internet and information services, a neighbourhood house, community spaces, a kitchen, government agency service centre and open space.	**Governance tools**: • Municipal Strategic Statement • community consultation • terms of reference • ongoing capacity building.	• the development of this facility has been successfully supported by strategic council planning and effective community consultation • skills development of the committee members has been the result of an evolutionary process throughout the various stages of the project's development, including the design and construction phases.

Element 4: Facility maintenance

Introduction

Facility maintenance is the upkeep and replacement of essential equipment and systems. Facility maintenance is an important part of the responsible governance of shared community facilities.

Identifying who is responsible for the coordination and cost of maintenance can often be a source of tension between the owner and occupants of a shared facility, affecting the delivery of activities or services. Documented financial arrangements will need to be made for facility maintenance, whereby the costs are incurred by:

• the facility owner (at the sole cost of the facility owner, at the sole cost of the facility occupants or with agreed co-contributions)
• the facility occupants (at the sole cost of the facility owner, at the sole cost of the facility occupants or with agreed co-contributions).

Asset management

Facility maintenance is one component of the broader task of asset management. Effective asset management ensures that:

• assets support service delivery
• asset management decisions reside with the agencies that control the assets
• the full costs of providing, operating and maintaining assets are reflected in budgets.

Asset management has cost implications for the facility owner. To achieve optimal outcomes, local government, which owns the majority of shared community facilities, strives to allocate annual asset maintenance budgets. This means balancing priorities regarding the maintenance of community facilities and seeking community organisations to contribute to the cost.

Allowing for the full cost

In the initial phase of the project, the business case for shared community facilities should address the issue of maintenance, including the full cost of maintenance and the future upgrade of equipment, buildings or facilities. However, this has implications for the overall cost of a community facility and can act as a barrier to a project successfully acquiring capital and recurrent funding.

Checklist

☐ **Facility owner**
Is there a documented agreement of the facility owner's responsibilities for maintenance?

☐ **Facility occupant/s**
Is there a documented agreement of the building occupants' responsibilities for maintenance?

☐ **Agreements and systems**
Is there a facility maintenance agreement and/or a facility management system in place?

☐ **Asset management**
Is the shared community facility part of an overall asset management strategy?

Tools

The following tools can help to clarify responsibility for facility maintenance:

- dedicated onsite resource informed by a position description to oversee daily facility maintenance
- Shared or Joint Use Agreement to outline the rights and responsibilities of parties with respect to the shared facilities
- building operations sub-committee with terms of reference to assist decision making
- building maintenance systems to assist in monitoring and maintaining facilities
- Tenancy, Lease or Licence Agreement to outline the rights and obligations of each party
- council asset management including planning for capital investment, maintenance, operations and disposal.

Key considerations

- Who will own the building?
- Who will manage and fund maintenance and utilities?
- Who is responsible if the heating stops working?

Success factors

- clear allocation of, and budgeting for, asset management costs
- taking the time to establish, allocate and document responsibilities and monitoring arrangements
- a dedicated facility maintenance sub-committee.

Risks

- unexpected costs
- underestimated timeframes
- ambiguous accountabilities.

Scope for public participation

The governance of shared community facilities may be enhanced by community members participating as:

- members of boards or committees
- participants in maintenance and repairs
- respondents to building fitness for purpose.

Examples – The following case examples reveal the importance of clearly delegating responsibility for maintenance in shared community facilities.

Maintenance responsibility	Description	Lessons learnt
Metropolitan municipal community centre with the building owner and occupants responsible for the maintenance of the following facilities: • aquatic and fitness centre • community health service • public library and space • maternal and child health services • preschool and occasional care • theatrette and café.	Council employed a coordinator to oversee the daily building maintenance of the facility and develop opportunities for integrating and collaborating services between the building's occupants. However, during the first 12 months the coordinator was only able to focus on facility maintenance, while embedding the building management system. The responsibilities and costs to building occupants are documented in their respective lease agreements.	• day-to-day building operations take priority • clear delegation of responsibility for building maintenance is important • in the early stages of opening and operating a facility, building maintenance tasks can take precedence over integration and collaboration • it is easy to underestimate the initial amount of time required to establish facility management and maintenance, which can be a cause of frustration.
Children's hub with the building owner and occupants responsible for the maintenance of the following facilities: • maternal and child health services • full day care • family services.	This facility is being developed as a joint venture between local government and two not-for-profit service providers. The Office of Housing is the building owner. In developing the joint venture agreements, the parties discussed various matters such as the cost of cleaning, building maintenance and replacing building systems such as air-conditioning units. The cost of replacing an expensive piece of equipment can sometimes be omitted from an agreement.	• proper allocation of asset and maintenance costs is advisable • clear and upfront allocation of asset management costs to the building owner or occupants, particularly the replacement of costly or large building systems, can help avoid conflict by allowing the responsible organisation to allocate money each year for the future replacement of equipment.
Metropolitan facility with the building owner and occupants responsible for the maintenance of the following facilities: • community hall • neighbourhood house • community, maternal and child health services.	A facility committee was formed when this building was newly opened. The committee worked with the building owner to establish systems, and to resolve and document agreements about any issues that arose. It was agreed that the building owner maintains the buildings, car park and garden areas, and individual occupants are responsible for the cleaning of their respective areas. The committee no longer needs to meet and has been discontinued.	• clearly allocating responsibilities and taking the time to establish systems can help to avoid subsequent problems, and reduce the amount of time required to manage co-location in a building • should subsequent problems arise, there are documented agreements to which involved parties can refer.
Regional town and district hub with the building occupants responsible for the maintenance of the following facilities: • public library • information services • neighbourhood house • community space • government agency service centre.	In addition to a Section 86 Committee, which oversees and provides strategic direction for this shared facility, an operational committee has been formed. The committee is comprised of regular users and tenants to oversee the day-to-day operations of the building. The facility is intended to operate under a partnership arrangement in which users and tenants take collective responsibility for operations.	• it is essential to delegate responsibility • a committee responsible for the operational management of a building has to delegate decision making responsibilities to particular individuals, in relation to matters of occupational health and safety • adopting a two-tiered approach does not address facility maintenance directly • the operational committee will need clear terms of reference to balance the 'voice' of building users versus tenants.

Element 5:
Operations and integration

Introduction

The adequate management of day-to-day operations and the integration of activities in shared community facilities is essential. The quality of this management can be influenced by cost, and the abilities and resources of individuals or organisations.

The operation and integration functions can be fulfilled by three types of resources:

1. Governing body
In the case of smaller scale shared community facilities with only one or two building occupants, the tasks of operating the facility – such as opening and locking doors and windows, ensuring access to storage spaces or equipment – are most likely to be undertaken by people who are part of the governing body. In this instance, it may be the management committee or board members who fulfil the operational functions.

2. Nominated partner
If facilities are small to medium in scale, with two or more building occupants, the operational and integration tasks are often delegated to an employee or representative of one of the building occupants. This individual may report to a committee in relation to operational matters and costs. In the case of local government facilities in which the majority of activities and service are council run, a council employee will most likely fulfil the operational management role.

3. Employment of operational resources
If the shared community facility is larger and involves many parties, the employment of an appropriate operational manager such as a coordinator and the provision of administrative support resources may be appropriate. In order to support these management resources and ensure they function properly, the following will be required:

• clear reporting lines and responsibilities
• appropriate position descriptions
• documented facility policies and procedures.

Checklist

☐ **Integration and coordination role**
Are there clearly defined and resourced integration and coordination roles?

☐ **Operational structure**
Has a clearly defined operational management and reporting structure and plan been agreed to and recorded?

☐ **Agreements and delegations**
Are there agreements, position descriptions or delegation statements in place for all operational roles and responsibilities?

☐ **Operational and integration planning**
Are the operational and integration plans linked to the facility's strategic plan?

Tools

The following tools can be used to support and optimise operational resources:

- clear reporting lines and responsibilities to provide direction, efficiency and accountability
- facility policies and procedures to ensure operations run smoothly
- Committee or Board Delegation Statements to allocate and define responsibilities
- organisational chart and position descriptions to identify responsibilities and reporting lines
- service plan to ensure integrated service delivery
- key performance indicators to track and measure service outcomes.

Key considerations

- Who will fund and fulfil the operational management of the facility?
- Who will hold the keys to the building?
- Who will be responsible for the facility meeting community needs and delivering outcomes?
- Who will make room bookings and clean the kitchen?
- Who will maintain the grounds in different weather conditions?

Success factors

- clearly defined responsibilities and reporting lines
- documented conflict resolution processes
- external funding support.

Risks

- financial uncertainty
- no processes in place to resolve conflict
- limited collaboration and coordination.

Scope for public participation

The governance of shared community facilities may be enhanced by community members participating as:

- members of boards or committees
- participants in operations and integration
- respondents to services and activities.

Examples – The following case examples reveal the importance of clearly allocating operational and integration resources.

Operations Management	Description	Lessons learnt
Metropolitan growth area community living and learning centre employs a resource to manage the following facilities: • neighbourhood house • community meeting space.	This example of the early delivery of a community facility in a growth area reflects successful community engagement and local partnership building. An incorporated association has been established and a building has been constructed. However, funding for the operational coordination role is not assured. The individual fulfilling the role must find sufficient income to sustain their role in the short and long term.	• sustainable, recurrent funding is important • capital funding without adequate recurrent funding for operational and integration resources can create uncertainty and limit the ability of the facility to deliver intended community outcomes • the operational and integration resources must be clearly allocated from each possible source, with clear responsibilities and reporting lines in place.
A coastal community house with a governing body manages the following facilities: • learning programs • community services • community spaces.	This neighbourhood house is overseen by a board of management comprised of community residents. Operationally, it is managed by a single coordinator. The volunteer board members rely on the coordinator to address operational requirements and processes.	• the role of a coordinator is critical in helping community members to interact and learn about the governance and operational requirements of shared community facilities • the support of community board members through governance training is also important.
A rural neighbourhood house manages a shared use facility in conjunction with the following organisations: • recruitment agency • community association.	The facility is moving from a domestic house to a shared use community hall. The neighbourhood house rents its space from the community association, using money from an operational grant from the shire. It pays an agreed share of expenses such as cleaning, maintenance and servicing of air-conditioning, heating and fire extinguishers. There are separate telephone and computer systems for each organisation. Operational management of the building and the resolution of issues have been jointly delegated to the neighbourhood house coordinator and the hall manager. There are no documented protocols or conflict resolution mechanisms in place.	• building good relationships is important but relying on good faith is not advisable • a change of personnel, loss of funding or a change in how an organisation wants to use their space or shared space can potentially cause conflict • written procedures, documented understanding about the use of spaces and activities, and conflict resolution processes can help maintain good relationships between co-located organisations.
A metropolitan facility's governing body employs a resource to manage the various services in this facility.	Councils provide operational support to shared community facilities in a number of ways. This council provides three types of support: • standard community centres receive a set amount of funding annually for the employment of a coordinator by the committee, with the funding linked to agreed KPIs • for a community learning centre that includes a library, the council employs a part-time coordinator • transitional funding is provided to community facilities for approximately 12 months to assist with the establishment of governance, administration and emergency procedures.	• certain funding for operations and integration has benefits • the commitment of the council and others to the ongoing support of shared community facilities and community associations can help these organisations do what they do best – engage and strengthen individuals and communities.

Governance and operations summary checklist

This chart summarises the elements of governance as a series of questions.

Public participation	Element 1 Facility vision and type	Element 2 Facility size and catchment	Element 3 Governing bodies	Element 4 Facility maintenance	Element 5 Operations and integration
☐ **Governing body** Is the governing body representative of the community?	☐ **Focus and vision** Is there a written vision and documented outcomes for the shared facility and the community?	☐ **Catchment** Is the catchment for the shared faciity, its services and activities agreed, understood and documented by key stakeholders?	☐ **Legal entity types** Have the legal entities involved been identified and is it clear how they will work together?	☐ **Building owner** Is there a documented agreement of the facility owner's responsibilities for maintenance?	☐ **Integration and coordination role** Are there defined and resourced integration and coordination role/s?
☐ **Operations** Does operational and program planning involve community members?	☐ **Services and activities** Do the types of activities and services meet community needs and goals? Are they appropriate and compatible?	☐ **Users and clients** Are the community users and clients identified and is there a clear understanding of their needs and goals?	☐ **Board and committee membership** Is the membership agreed? Have the terms of reference and roles for the board or committee members been documented?	☐ **Building occupant/s** Is there a documented agreement of the facility occupant/s responsibilities for maintenance?	☐ **Operational structure** Has a clearly defined operational management and reporting structure and plan been agreed to and recorded?
☐ **Facility users** Are the users of the community facility able to provide feedback through documented and agreed mechanisms?	☐ **Organisations and associations** Are the roles, responsibilities and commitments of all parties agreed to and recorded?	☐ **Local planning framework** Is the facility aligned with or part of a precinct or local community plan?	☐ **Agreements and documents** Are there clearly defined written agreements setting out the responsibilities and financial obligations of each legal entity?	☐ **Agreements and systems** Is there a facility maintenance agreement and/or facility management system in place?	☐ **Agreements and delegations** Are there agreements, position descriptions or delegation statements in place for all operational roles and responsibilities?
☐ **Role of the community** Is there a recorded community engagement strategy reflecting the IAP2 principles?	☐ **Community engagement** Has there been engagement with community members and organisations to develop the vision, outcomes and service options?	☐ **Strategic planning** Is a strategic plan in place and ready to be regularly updated by the governing body?	☐ **Conflict resolution** Are there clearly defined, agreed and well-documented conflict resolution processes in place?	☐ **Asset management** Is the shared community facility part of an overall asset management strategy?	☐ **Operational and integration planning** Are the operational and integration plans linked to the facility's strategic plan?

Legal entities

Appreciating the characteristics, advantages and disadvantages of the different types of legal entities will help to understand why difficulties may arise when governing shared community facilities.

Partnership

Characteristics:

- government funding is often directed towards programs and initiatives that require organisations to work together, and sometimes under the leadership of a coordinating agency
- operational and partnership agreements establish and define the governance mechanisms, while the coordinating agency carries out defined roles and functions as agreed between parties.

Advantages

- a familiar model in operation in the health and community services sectors
- provides association while retaining individual organisational sovereignty
- provides mechanisms for the allocation of roles based on individual organisational capacity and capability.

Disadvantages

- the potential for an imbalance of power and influence between parties due to the reliance on a lead agency role and the allocation of other 'lesser' roles and responsibilities
- in many instances this model would require parties to become jointly and severally liable for the performance of the entity.

Incorporated Association

Characteristics:

- this is the most popular form of legal entity used by community and not-for-profit groups to form an association
- an association is based on a membership model, and the rules and constitution stipulate the eligibility criteria and processes used to determine who can become a member
- previous limitations on the ability of an incorporated association to undertake trading activities have now been removed.

Advantages

- a familiar and commonly used entity with a standardised constitution and rules
- the process of incorporation is relatively simple and usually does not require extensive advice from legal professionals
- the compliance costs and requirements are less than some other options and the penalties for not fully complying with these requirements are less severe.

Disadvantages

- this type of legal entity is not envisaged to effectively manage the operation of a significant asset and be responsible for the management of considerable funds
- membership arrangements may not have sufficient rigour or flexibility in relation to the allocation of risk and responsibilities
- the process of incorporation and approval of the association's constitution and rules is conducted by Consumer Affairs Victoria, and can take some time.

Joint Ventures

Characteristics:

- a joint venture using a Joint Venture Agreement is relatively simple to develop and commonly used for project-specific or fixed-period ventures
- two joint ventures can be established to separate asset management and operations into two legal entities, yet allow parties to retain individual sovereignty
- one approach is to form a joint venture company with shareholders, with a Joint Venture Shareholder Agreement defining the allocation of risk, the size of joint venture partner contributions and the management of assets, expenditure and income
- participation as a joint venture partner may affect the taxation status of incorporated associated shareholders in relation to income tax exemptions
- to help mitigate conflict, there should be some degree of complementary board membership between the two joint ventures.

Advantages	Disadvantages
• as a product of the partner organisations, the direction and policy of joint ventures are controlled by the partner entities, which can foster and nurture the venture • appropriate for more extensive or long-term relationships • can share knowledge and expertise, allocate risk and provide synergies and competitive advantage • can receive gifts, donations, bequests and assets under the umbrella of the partner entities, including tax deductibility • can be effective for operational and service delivery activities.	• more constrained as a decision making body • can be ineffective when used to manage or own assets • there may be less clarity in the objectives and reduced cohesiveness among partners • as the State Government allocates infrastructure resources through separate independent entities or incorporated bodies, there will be a need to ensure that a joint venture is eligible to receive infrastructure or other grants.

Company Limited by Guarantee

Characteristics:

- this can be a suitable type of legal entity for managing expenditure, income, assets and the agreements relating to them
- unlike an incorporated association, a company limited by guarantee does not consider the interests of individual shareholder organisations and has more substantial financial, taxation and corporate reporting requirements
- such a company can operate in all states of Australia under the regulation of the Australian Securities and Investment Commission.

Advantages	Disadvantages
• provides a separate legal entity that can transact business in the interests of the entity • can receive and deal with assets, bequests and donations • can enter into commercial and contractual arrangements • provides an independent entity that can fundraise on behalf of the company for the benefit of all participating parties.	• it is a separate entity not controlled or influenced by the parties • operates under corporation law (not the laws governing the parties) • has a separate governing board • under corporation law, members of the board do not represent any constituencies • has the capacity to change objectives, possibly at odds with the partners' policies and procedures.

Statutory Body Corporate – *Local Government Act 1989 (Vic)*

Characteristics:

- the principal legislation governing the establishment and operation of councils in Victoria is the *Local Government Act 1989*, along with various regulations made under the Act
- as a statutory body, local government can own and manage assets, including assets located on Crown land
- in such a case, local government is nominated as the manager of the land, administered through a delegated Victorian Government department
- local government may directly manage large municipal facilities, using its own council officers and management structures.

Advantages	Disadvantages
• it is the most appropriate legal entity to own, govern and manage municipal facilities or the community facilities that are used to deliver council services.	• if applied to local or neighbourhood facilities, council could potentially manage facilities that would otherwise benefit from community-focused governance models • application of the legal entity to local or neighbourhood facilities may mean the inefficient or inappropriate allocation of council resources.

Special Committee – Local Government Act 1989 (Vic) Section 86 Committee

Characteristics:

A Special Committee of Council as delegated under Section 86 of the *Local Government Act 1989* allows councils to delegate some of its functions, duties or powers under the Act or any other Act to a special committee. When a council delegates its authority under Section 86 of the *Local Government Act 1989*:

- lawful actions of the Section 86 committee are in effect actions of the council
- Section 86 committees do not need to be incorporated
- committees are protected by insurance applicable to council
- Section 86 committees must only act within the area in which power has been delegated to them by council; this is called a Deed of Delegation
- Section 86 committees must keep records in accordance with the *Local Government Act 1989* (such as minutes of meetings and appropriate financial records)
- in addition to a Deed of Delegation, council may wish to establish a Memorandum of Understanding with a Section 86 committee to outline agreed shared roles and responsibilities.

Advantages	Disadvantages
• a commonly used option that allows community participation in the management of community assets • provides a simple option for the delegation of specified responsibilities in relation to a community facility • easy to apply to a variety of settings, as there is flexibility in the extent and type of delegation granted by council.	• without a clear overarching strategic framework, council may not be able to influence how its infrastructure can deliver desired community outcomes • the success of this entity relies heavily on the capacity of the committee members, council and its officers to establish the committee with appropriate delegations and reporting requirements.

Committee of Management – Crown Land

Characteristics:

- for more than 150 years, Victorians have been involved in the management of Crown land reserves which have been set aside for public purposes for the enjoyment and benefit of the people of Victoria
- the principal legislation dealing with the reservation and management of Crown lands in Victoria is the *Crown Land (Reserves) Act 1978*
- all committees appointed under the *Crown Land (Reserves) Act 1978* manage their reserve on behalf of the Minister for Environment and Climate Change, and have the responsibility and authority to manage, improve, maintain and control their reserve
- committees of management can consist of locally elected or appointed citizens, a municipal council, statutory bodies or trustees
- the committee is also bound by the laws that govern the wider community on matters such as employment, taxation, contracts, tenancy, licensing and providing services.

Advantages	Disadvantages
• it is a legislated governance model for the management of Crown land.	• a legal entity that relies on the clear responsibilities and obligations of the committee • the success of this entity relies heavily on the capacity of the committee members.

Body Corporate or Statutory Body – through a specific Act

Characteristics:

- shared community facilities may be owned or administered through a not-for-profit, community service or health service organisation
- these body corporate or statutory bodies are formed through a specific Act of parliament
- examples include the *Brotherhood of St Laurence (Incorporation) Act 1971*, *Salvation Army Act 1980*, *Health Services Act 1988* and *Anglican Welfare Agency Act 1997* (Number 23/97).

Advantages	Disadvantages
• an appropriate legal entity to govern and manage facilities that are being delivered using funds provided by the body corporate or statutory body • these types of entities are typically not-for-profit or charitable organisations • can contribute successfully to community infrastructure projects as funders and partners.	• if the facility is solely governed by this type of entity, it will have a focus on the services and activities aligned with its charter, rather than a community focus.

Body Corporate – Government School Council under the Education and Training Reform Act 2006

Characteristics:

A government school council has the power to:

- enter into contracts, agreements or arrangements
- establish trusts and act as a trustee
- employ teachers (for a fixed period not exceeding one year or on a casual basis), teacher aides or any other staff for the purpose of performing the council's functions and duties
- charge fees to parents for goods, services or other amenities provided by the school
- conduct programs in, use or allow third parties to use school buildings or grounds for students, young people and the local community for educational, recreational, sporting or cultural activities
- delegate powers, duties or functions, except the power of delegation, to another person or body
- form committees to manage joint facilities.

Further information about school councils is available on the DEECD website at www.education.vic.gov.au.

Advantages	Disadvantages
• it is the legal entity that is responsible for the management and operation of public schools in Victoria • parent involvement as members of school councils and their operational committees provides opportunities for public participation at the decision making level.	• in the instance of shared community facilities on school grounds, the scope of the powers of a school council can make partnership development and flexibility difficult • large school regeneration projects and those involving local government require considerable effort to ensure that the school council is able to contribute to project development and the ongoing management of these shared facilities.

Co-operative

Characteristics:

- the legislation governing the establishment, operation and regulation of co-operatives in Victoria is the Co-operatives Act 1996
- co-operatives are run on the basis of one member, one vote
- membership is open to any person who maintains an active relationship with the co-operative
- a co-operative can be a trading or non-trading entity
- rules stipulate the eligibility criteria for members, primary activities of the co-operative and processes used to determine the status of members.

Advantages	Disadvantages
• provides an autonomous community-focused organisation that is controlled by its members • provides a familiar model for an association with standardised rules • the compliance costs and requirements are less than other types of legal entities.	• co-operatives are not envisaged to manage the operation of a significant asset and be responsible for the management of considerable funds • equality of membership entitlements may not reflect the allocation of risk and responsibilities • the process of registration and approval of the co-operative's rules is conducted by Consumer Affairs Victoria, and may take some time.

Charitable Trust

Characteristics:

- whilst a trust is not a legal entity, but a set of relationships, it is the oldest and continuing form of legal vehicles used to conduct activities for charitable purposes
- advantageous tax treatment is offered to charitable trusts which are conducted for the benefit of the public and not for particular individuals
- trust deeds establish and define the purposes and governance of the trust and the role and functions of the trustee.

Advantages	Disadvantages
• relatively low establishment and compliance costs, for a vehicle that can receive and deal with assets, bequests and donations • a familiar model used in administration of funds or assets for purposes benefitting the public • can fundraise on behalf of the trust for the benefit of the purposes of the trust.	• the purposes of a charitable trust must be directed towards purposes that benefit the public and satisfy the meaning of charitable, which in some circumstances may preclude purposes that benefit the public but may not be classified as charitable • the legal relationships created by the trust rely on a high degree of understanding of a few people with key responsibilities in the administration and operation of the trust • has the capacity for a few members to change objectives, possibly at odds with the purposes of the trust.

Glossary

Agreements

Association constitution: A set of rules that a group of people have made and agreed upon that govern an association's internal management. These rules need to be documented, stating the powers and functions of a legal entity. Drafting an appropriate constitution are critical starting points for any community organisation.

Development and Joint Use Agreement: The legal documentation of an arrangement whereby a school and one or more partner organisations come together to plan, build and in some cases jointly manage a facility that is to be used by the school and community groups or organisations. A sample shared school facility partnership agreement can be found on the DEECD website at www.education.vic.gov.au.

Funding Agreement: A formal agreement between a funding body such as the Commonwealth Government or State Government as represented by a particular department in relation to the funding of a particular activity such as health, education, training, employment or community services. It typically includes reporting requirements against targets or key performance indicators.

Heads of Agreement: A nonbinding document outlining the main issues relevant to a tentative or planned partnership or other agreement. Similar to a Memorandum of Understanding, the agreement provides the key parameters of a proposed agreement between parties.

Joint Venture Agreement: A contractual agreement between two or more business partners to assume a common strategy on a project. All partners generally agree to share the profits and losses through their common shareholdings.

Lease Agreement: A contract calling for the lessee (user) to pay the lessor (owner) for use of an asset. It also outlines the obligations of each party with respect to building use, security arrangements, maintenance and cleaning responsibilities.

Licence Agreement: A contract that sets out the terms and conditions under which a licensor grants a license to a licensee in exchange for compensation. In the context of a school as a shared community facility, it is the legal documentation of an arrangement whereby an organisation uses a government school site on a regular basis.

Memorandum of Understanding: A document describing an agreement between parties. It sets out shared ideas and roles, responsibilities and timeframes agreed between the parties, indicating an intended common line of action. It is not a legally binding document, but it may indicate an intention to enter into future legally binding arrangements.

Service Agreement: The formal agreement between a funding body such as the Commonwealth Government or State Government as represented by a particular department in relation to the delivery of a particular activity such as health, education, training, employment or community services. It may outline the agreed services and resources provided by each organisation in order to deliver an integrated activity or service, such as key performance indicators or reporting requirements against targets.

Shared Use Agreement: An agreement between two or more parties to use a shared space or facility. As with a Joint Use, Lease or Licence Agreement, it outlines the rights and responsibilities of the parties with respect to the shared facilities and can include security arrangements, maintenance and cleaning responsibilities. A sample Shared Use Agreement can be found on the DEECD website at www.education.vic.gov.au.

Management

Code of conduct: A code of conduct is a set of rules outlining the responsibilities or practices of an individual or organisation.

Delegation statements: Policy documents outlining the practices in place for the delegation of authority to manage and conduct day-to-day activities, including the decision making and expenditure of funds by an organisation or shared community facility.

Key performance indicators (KPIs): A measure of performance commonly used by an organisation to define and evaluate its progress towards meeting long-term organisational goals. In relation to shared community facilities, a set of KPIs should relate to the vision and community priorities.

Lease Agreement: A contract calling for the lessee (user) to pay the lessor (owner) for use of an asset. It also outlines the obligations of each party with respect to building use, security arrangements, maintenance and cleaning responsibilities.

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Shared Use Agreement: An agreement between two or more parties to use a shared space or facility. As with a Joint Use, Lease or Licence Agreement, it outlines the rights and responsibilities of the parties with respect to the shared facilities and can include security arrangements, maintenance and cleaning responsibilities. A sample Shared Use Agreement can be found on the DEECD website at www.education.vic.gov.au.

Rules and regulations: In the case of incorporated associations formed under the *Associations Incorporation Act 1981*, there is a set of model rules contained in Schedule 4. The rules can be amended at an Annual General Meeting of the incorporated association. More generally, rules and regulations can be developed by the governing body to provide direction to the activities and services being provided by the facility. A sample of rules and regulations can be found on the Consumer Affairs Victoria website at www.consumer.vic.gov.au.

Terms of reference: Used to describe the purpose and structure of a project, committee, meeting or negotiation, and can include information about the membership and roles of office bearers. It may also contain information about the group's responsibilities, reporting obligations to other bodies, decision making authority and time constraints. A sample of terms of reference for board members can be found on the Department of Primary Industries website at www.dpi.vic.gov.au.

Infrastructure assessment: In the context of shared community facilities, an infrastructure assessment can be used to assess the existing infrastructure used for community activities in a particular location or catchment. An assessment can reveal the amount of shared space available and the quality and suitability of the space.
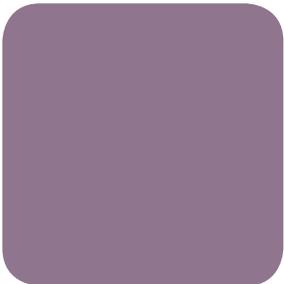
Investment Logic Map: An outline of the direction, strategy, benefits, limitations, solutions and outcomes of a potential investment. A sample investment logic map can be found on the Department of Treasury and Finance website at www.dtf.vic.gov.au.

Precinct Structure Plan (PSP): A statutory document describing how a precinct or series of sites within a growth area will be developed over time. It sets out the broad environmental, social and economic parameters for the use and development of land within the precinct. A sample PSP and guidelines for PSPs can be found on the Growth Areas Authority website at www.gaa.vic.gov.au.

Service mapping: A process of investigation whereby existing types, providers, utilisation, locations and sizes of a particular service are mapped for a particular location or catchment. It helps to identify gaps or duplication in services, locations requiring additional services and opportunities for service improvements.

Strategic Plan: A comprehensive, forward-looking plan used to provide long-term direction and define an organisation's strategy for attaining stated goals and objectives. At a minimum, it considers overall policy, organisational development, the future of current decisions, targets for expected accomplishments and proposes specific performance measures to evaluate progress towards meeting those targets.

Vision statement: An aspirational description of what an organisation or community hopes to achieve in the mid-term or long-term future. It provides the framework for all future or strategic planning, and may apply to an entire community, part of a community or a project.