

# AGENDA

## **OPEN SPACE & RECREATION STRATEGIC REFERENCE GROUP MEETING**

Notice is hereby given that a meeting of the Open Space & Recreation Strategic Reference Group will be held in the Council Chambers, Civic Centre, Dee Why on

**THURSDAY 22 JUNE 2017**

Beginning at 5:00pm for the purpose of considering and determining matters included in this agenda.

## **To Committee Members**

Jean Hay (Chair)	Implementation Advisory Group
Duncan Kerr	Local Representative Committee - Social
Bob Giltinan	Local Representative Committee - Social
Stephen Beatty	Manly Warringah District Cricket Club
Jim Buda	Manly Warringah Cycle Club
James Channon	Tennis Northern Beaches
Lynne Czinner	Warriewood Residents Association
Caroline Ghatt	Resident – Frenchs Forest Ward
Marissa Gidall	Resident – Pittwater Ward
Brent Manieri	Surf Life Saving NSW/Surf Life Saving Services
Lisa Matthews	Manly Rugby Football Club
Steve McInnes	Surf Life Saving Sydney Northern Beaches Inc.
Antony Pecar	Northern Beaches Cricket Council
Paul Smith	Resident – Narrabeen Ward
Chris Stead	Resident – Pittwater Ward
Wayne Stevenson	Resident – Frenchs Forest Ward
Matthew Ward	Resident – Curl Curl Ward
Julie Whitfield	Resident – Narrabeen Ward

## **Council Officer Contacts**

Steven Lawler	Executive Manager Parks and Reserves
Emma Marshall	Governance Support Officer
Damian Ham	Manager Open Space Planning & Management
Christine Deaner	Senior Recreation Planner
Jenny Cronan	Special Projects Officer

## **Quorum**

Majority of members (excluding vacant positions)

**Agenda for a meeting of the Open Space & Recreation Strategic  
Reference Group**

**to be held on Thursday 22 June 2017**

**in the Council Chambers, Civic Centre, Dee Why**

**Commencing at 5:00pm**

<b>1.0</b>	<b>APOLOGIES</b>	
<b>2.0</b>	<b>DECLARATION OF PECUNIARY AND CONFLICTS OF INTEREST</b>	
<b>3.0</b>	<b>REVIEW OF MEETING NOTES</b>	
3.1	Notes of Open Space & Recreation Strategic Reference Group held 20 April 2017 .....	1
<b>4.0</b>	<b>AGENDA ITEMS .....</b>	<b>7</b>
4.1	Recreation Planning Framework Project Update.....	7
4.2	Northern Beaches Sportsgrounds Strategy - Draft .....	8
4.3	Open Space, Sport and Recreation Projects Considered in the Draft Operational Plan and Budget 2017/18 .....	142
4.4	Community Strategic Plan - Update on Stage Two .....	143
4.5	Achievements of the Strategic Reference Groups.....	145
<b>5.0</b>	<b>UPDATE ON ACTIONS FROM LAST MEETING</b>	
	Nil	
<b>6.0</b>	<b>GENERAL BUSINESS</b>	
	<b>NEXT MEETING</b>	

### **3.0 CONFIRMATION OF NOTES OF PREVIOUS MEETINGS**

#### **3.1 NOTES OF OPEN SPACE & RECREATION STRATEGIC REFERENCE GROUP HELD 20 APRIL 2017 .....1**

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#### **RECOMMENDATION**

That the Notes of the Open Space & Recreation Strategic Reference Group held 20 April 2017, copies of which were previously circulated to all Members, be confirmed as a true and correct record of the proceedings of that meeting.

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# NOTES

## **OPEN SPACE & RECREATION STRATEGIC REFERENCE GROUP MEETING**

held in the Council Chambers, Civic Centre, Dee Why on

**THURSDAY 20 APRIL 2017**

## **Notes of the Open Space & Recreation Strategic Reference Group Meeting**

**held on Thursday 20 April 2017**

**in the Council Chambers, Civic Centre, Dee Why**

**Commencing at 5.10pm**

### **ATTENDANCE:**

#### **To Committee Members**

Jean Hay (Chair)	Implementation Advisory Group
Duncan Kerr	Local Representative Committee - Social
Jim Buda	Manly Warringah Cycle Club
James Channon	Tennis Northern Beaches
Lynne Czinner	Warriewood Residents Association
Caroline Ghatt	Resident – Frenchs Forest Ward
Brent Manieri	Surf Life Saving NSW/Surf Life Saving Services
Steve McInnes	Surf Life Saving Sydney Northern Beaches Inc.
Antony Pecar	Northern Beaches Cricket Council
Chris Stead	Resident – Pittwater Ward
Matthew Ward	Resident – Curl Curl Ward
Julie Whitfield	Resident – Narrabeen Ward

#### **Council Officer Contacts**

Steven Lawler	Executive Manager Parks and Reserves
Damian Ham	Manager Open Space Planning & Management
Jeremy Smith	Manager Park & Assets Projects
Lynne Jess	Administration Officer Governance

#### **Quorum**

Majority of members (excluding vacant positions)

**20 APRIL 2017**

Jean Hay AM, opened the meeting with an acknowledgement of Country.

## **1.0 APOLOGIES**

Apologies were received from Paul Smith, Steve Beatty and Wayne Stevenson.

## **2.0 DECLARATION OF PECUNIARY AND CONFLICTS OF INTEREST**

Nil

## **3.0 CONFIRMATION OF NOTES OF PREVIOUS MEETINGS**

### **3.1 NOTES OF OPEN SPACE & RECREATION STRATEGIC REFERENCE GROUP HELD 16 FEBRUARY 2017**

#### **DECISION**

That the Notes of the Open Space & Recreation Strategic Reference Group held 16 February 2017, copies of which were previously circulated to all Members , are hereby confirmed as a true and correct record of the proceedings of that meeting with an amendment to page 4.1.

## **4.0 AGENDA ITEMS**

### **4.1 CONNECTING THROUGH WALKING AND CYCLING PROJECT - WORKSHOP**

#### **DISCUSSION**

Jeremy Smith, Manager Park & Assets Projects gave a presentation to the group on Connecting the *Northern Beaches - Walking and Cycle Ways*. (Attachment 1)

Members were briefed on the following highlights of the project:

- 36km of continuous all-weather coastal walkways from Palm Beach to Manly.
- 36km of new cycle ways and shared paths connecting north-south and east-west across the Local Government Area.
- New shared paths including around Bilgola Bends and from Collaroy to Narrabeen.

NOTE: Council are currently in discussion with Transport NSW with a view to install a bridge which will enable residents / visitors to circumvent Narrabeen lake.

#### **DECISION**

That members of the Open Space and Recreation Strategic Reference Group participate in a workshop on the Connecting the Northern Beaches through Walking and Cycling Project.

## **4.2 CONNECTING THROUGH PLAY PROJECT - WORKSHOP**

### **DISCUSSION**

Jeremy Smith, Manager Parks & Assets Projects gave a PowerPoint presentation and defined the playgrounds and current levels of service in the Northern Beaches LGA. (Attachment 2)

It was noted that prior to amalgamation there were several different classifications to playgrounds and we are working to make this one.

Current playgrounds were classified into the following categories:

Former Manly and Warringah:

- Regional
- District
- Neighbourhood
- Local; and
- Former Pittwater had Central Local playgrounds

J Smith discussed the functionality of each level of playground and asked members for their input on the topics below.

- What type of play?
- Level of inclusion?
- Diversity of play?
- Level of risk?
- Sustainability – social and environmental?
- How to make parks more appealing for all?
- What age groups?

After discussing these topics members put forward numerous ideas in relation to the playgrounds and how to make them more appealing.

These include:

- Looking at the whole park and create spaces where there are a variety of activities which connect the young to more advanced activities as well as sporting fields.
- Create open ended activities.
- Simulating senses through play, e.g. water and sand
- Identified the 3-5yr old age group as a most important age group.
- 5-10yr old also need consideration
- Create space for older kids to hang out to help with encouraging positive interactions and reducing antisocial behaviour.
- Need for dynamic play

**NOTE:** The members were advised that playgrounds built in the 1900's were built with a focus on safety to avoid risk, however, there are differing views including that there are positive development opportunities by including risk in play.

**20 APRIL 2017**

Question: Steve Lawler asked what they considered was a reasonable distance between parks?

Response: Some members considered that no one should be more than 10 minutes from a playground. While others considered it was more about the suitability rather than distance.

## **DECISION**

That members of the Open Space and Recreation Strategic Reference Group participate in a workshop on the Connecting the Northern Beaches Through Play Project.

### **4.3 NORTHERN BEACHES SPORTSGROUNDS STRATEGY - DISCUSSION PAPER**

#### **DISCUSSION**

Damian Ham, Manager Open Space Planning and Management provided an update on the Sports Ground Strategy (Attachment 3) and the community engagement currently underway.

D Ham then distributed the Northern Beaches Sportsgrounds and Golf Courses Discussion Paper and advised members that this information supporting research and the community engagement opportunities could be viewed on Council's website.

<http://yoursay.northernbeaches.nsw.gov.au/sportsgroundreview>

D Ham outlined the key aspects of the Discussion Paper and the findings of the research including the shortage of sportsfields and increase in sports participation particularly women.

Possible potential actions to make better use of sports fields before we look at Golf Courses:

- Make better use of existing sports grounds
- Convert existing sports fields to synthetic
- Access school facilities
- Acquire and embellish additional land for sports fields as part of new land release areas
- Convert existing open space to sports fields e.g golf courses
- Acquire and embellish additional land
- Discussion was held about the merits of implementing all potential actions before conversion of golf courses

Members also discussed ways to avoid neighbours' complaints should it be decided to install new lighting on sporting fields that are currently lit.

## **DECISION**

That the Open Space and Recreation Strategic Reference Group participate in a workshop on the Sportsgrounds and Golf Courses Discussion Paper.

### **4.4 DEVELOPING THE COMMUNITY STRATEGIC PLAN - UPDATE**

#### **DISCUSSION**

Nil.

## **5.0 UPDATE ON ACTIONS FROM LAST MEETING**

Nil

*The meeting concluded at 7.10pm*

This is the final page of the Notes comprising 6 pages  
numbered 1 to 6 of the Open Space & Recreation Strategic Reference Group  
meeting held on Thursday 20 April 2017 and confirmed on Thursday 22 June 2017

## **4.0 AGENDA ITEMS**

<b>ITEM 4.1</b>	<b>RECREATION PLANNING FRAMEWORK PROJECT UPDATE</b>
<b>REPORTING OFFICER</b>	<b>RECREATION MANAGEMENT MANAGER</b>
<b>TRIM FILE REF</b>	<b>2017/179060</b>
<b>ATTACHMENTS</b>	<b>NIL</b>

### **ISSUE**

To provide an update on the Recreation Planning Framework Project.

### **BACKGROUND**

Council has identified the need for a single, consistent approach to the management, planning and provision of open spaces for community, sport and recreation activity - an Open Space Management Framework. The provision of a well-planned, managed and robust open space network is important to the local community and visitors to the area and will become increasingly important over time due to the forecasted population increases and higher densities.

An open space management framework and forward planning program is being put together to guide the management and development of the open space network and associated facilities. This framework will align with the Community Strategic Plan (CSP) and other planning strategies.

The open space network covers thousands of hectares of developed and natural open space and a diverse range of community facilities. Given Council's limited planning resources feedback will be sought from the Strategic Reference Group on the planning priorities and options particularly for 2017/18.

The current open space planning priority is to develop a Sportsground Strategy to guide the development of sportsgrounds and facilities on the Northern Beaches for the next 15 years. A draft strategy is on public exhibition until 2 July 2017.

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### **RECOMMENDATION OF RECREATION MANAGEMENT MANAGER**

That the Open Space and Recreation Strategic Reference Group note the update on the Recreation Planning Framework Project and participate in a discussion about priorities and options.

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<b>ITEM 4.2</b>	<b>NORTHERN BEACHES SPORTSGROUNDS STRATEGY - DRAFT</b>
<b>REPORTING OFFICER</b>	<b>SENIOR RECREATION PLANNER</b>
<b>TRIM FILE REF</b>	<b>2017/179762</b>
<b>ATTACHMENTS</b>	<ol style="list-style-type: none"> <li>1 <a href="#">↓ Draft Sportsground Strategy, May 2017</a></li> <li>2 <a href="#">↓ Draft Sportsgrounds Strategic Directions Analysis, May 2017</a></li> <li>3 <a href="#">↓ Discussion Paper Community Engagement Report, May 2017</a></li> </ol>

## PURPOSE

To provide the Open Space and Recreation Strategic Reference Group with an update on the Northern Beaches Sportsgrounds Strategy project.

## DISCUSSION

On the 8 April 2017 the Sportsgrounds and Golf Courses Discussion Paper was released for community comment. This Discussion Paper presented an overview of the proposed strategic directions for addressing the identified shortfall in sportsfields. Community engagement activities undertaken in April and May 2017 were:

- Online survey - 4,152 responses.
- Phone survey - 402 participants.
- Written submissions - 634 responses.
- Six community drop in sessions.
- A sports forum for sports associations, clubs and State Sports organisations.

Analysis of this feedback and a petition from the Warringah Golf Club is outlined in the Community Engagement Report (attached). This report indicates that addressing the shortfall in sportsfields was supported by the majority of respondents. The findings from this report informed the Draft Sportsgrounds Strategic Directions Analysis (attached).

Council then developed a Draft Sportsgrounds Strategy (attached) based on the recommendations in the Analysis report and the community engagement. A 15 year implementation plan to address current and future needs for sportsfields is proposed. The Strategy is focussed on these priority actions:

- A. Allocate sportsfields based on a needs and participation growth basis.
- B. Improve the capacity and resilience of existing sportsfields.
- C. Build new sportsfields in new housing development areas (Warriewood and Ingleside).
- D. Partner with schools to provide additional sportsfields for the community.
- E. Install synthetic surfaces on some existing sportsfields to enable greater use
- F. Convert suitable open space to sportsgrounds including some golf course land as needed.



At the Council meeting held 30 May 2017 it was resolved to exhibit the Strategy.

The Strategy was released for public exhibition on 3 June 2017. Submissions can be made until 2 July 2017. Information about how to make comment on the Strategy is available on the online project page which be viewed at <http://yoursay.northernbeaches.nsw.gov.au/sportsgroundreview>

On the project page the community can:

- Read the Strategy and research reports.
- Complete an online feedback form.
- Register to attend a briefing on 19 or 20 June.

Feedback from this phase of community engagement will inform the Final Strategy which is planned to be presented to the July 2017 Council meeting.

A workshop will be conducted during this Strategic Reference Group meeting regarding the Draft Sportsgrounds Strategy.

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#### **RECOMMENDATION OF SENIOR RECREATION PLANNER**

That the Open Space and Recreation Strategic Reference Group note the update on the Northern Beaches Sportsgrounds Strategy project and participate in a workshop about the Draft Sportsgrounds Strategy.

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# NORTHERN BEACHES SPORTSGROUNDS STRATEGY (DRAFT)

MAY 2017

NORTHERN  
BEACHES  
COUNCIL

[northernbeaches.nsw.gov.au](http://northernbeaches.nsw.gov.au)



# CONTENTS

	Pg
EXECUTIVE SUMMARY	4
1. INTRODUCTION	8
2. DEVELOPMENT OF THIS SPORTSGROUNDS STRATEGY	9
3. CURRENT SITUATION AND FUTURE NEEDS	10
4. POTENTIAL ACTIONS EXPLORED TO ADDRESS THE SHORTFALL IN SUPPLY	12
5. COMMUNITY VIEWS ON WHAT ACTIONS COUNCIL SHOULD TAKE	14
6. STRATEGIC APPROACH TO ADDRESSING COMMUNITY DEMAND FOR SPORTSFIELDS	18
7. POTENTIAL LAYOUT FOR GOLF COURSE CONVERSION	24
8. IMPACT OF THE STRATEGY ON SUPPLY OF SPORTSFIELDS TO 2031	26
9. HAVE YOUR SAY	28







**Message from the Administrator**

In April 2017 we asked the Northern Beaches community to give their feedback on the potential actions we put forward to meet the shortfall in sportsfields so that there is enough space for all to play.

Over 5,000 submissions were received, confirming my view that the future of sport and our sporting facilities is vitally important to our community. Most submissions accept there is a shortage of sportsfields and we need to provide an adequate supply to meet the needs of our growing community. A number of these also support conversion of golf course land.

Many submissions argue strongly against any conversion of golf course land, and particularly against the loss of all or part of Warringah Golf Course, including in the submission and petition from the Warringah Golf Club. Reasons given are mostly around its suitability for older golfers being so flat, loss of visual amenity and trees and traffic congestion from increased weekend use.

A priority identified in a number of submissions is to achieve better use of existing sportsfields owned by private and public schools. Council agrees this issue should be further explored although past experience indicates this is not easy to achieve. Some others called for greater use of crown land, ignoring the fact that much of it is located in hilly bushland if not in State or National Parks.

Overall it is accepted that the shortfall and over-use is real and that while other measures will reduce the shortfall, these will not be sufficient to close the gap forecast over the next 15 years. If the shortfall of playing fields is to be substantially reduced conversion of some land currently used for golf should not be ruled out.

This paper presents a 15 year strategy to address the current and future needs for sportsfields based on the views of our community and advice from expert planners focussed on:

- A. Allocating sportsfields based on a needs and participation growth basis.
- B. Improving the capacity and resilience of existing sportsfields.
- C. Building new sportsfields in new housing development areas (Warriewood and Ingleside).
- D. Partnering with schools to provide additional sportsfields for the community.
- E. Installing synthetic surfaces on some existing sportsfields to enable greater use
- F. Converting suitable open space to sportsgrounds including some golf course land as needed, with all alternatives to increase supply and improve capacity to be implemented where feasible prior to proceeding with such a conversion.

An assessment purely based on empirical data supports the conversion of the 18 holes of Warringah Golf Course to a mixture of playing fields and parklands connected by a network of shared paths. There is no doubt this new area could be developed in such a way as to preserve many of the established trees while at the same time giving the public much greater access to picnic areas, playgrounds and open space as all the perimeter fences came down. Of all the council owned golf courses Warringah is also the most suitable for conversion given its location on major roads and serviced by the soon-to-be commenced B Line.

Notwithstanding the above, loss of the full 18 holes would see the end of a long-standing club with an active and passionate membership. It would also see the loss of the most topographically suitable course for older golfers who enjoy the relatively flat layout.

While the current leadership of the club argues strongly against the viability of a nine-hole course there are many examples of successful nine-hole ventures. A new 20 year lease on a nine-hole course could enable a new purpose-built club house within District Park, adjoining the course and reaping the benefits of greater member and public utilisation. A separate but linked year lease to 2022 over the other 9 holes, with 3 x 5 yearly extension options for the Council would maintain the current course configuration over the short to medium term to allow the council and community to evaluate progress on closing the demand/supply gap for playing fields.

This is a balanced solution that provides more sportsfields to address the shortage and ensures at a minimum that Warringah Golf Course remains as a nine-hole course. All alternatives to increase supply and improve capacity are to be explored and implemented where feasible, prior to proceeding with such a conversion.

Council is committed to enabling as many residents as possible to participate in active sport and accepts there is an unacceptable current and future shortfall of sports fields.

It is vital we take all practical and affordable measures to close the gap between supply and demand so that our community has enough space for all to play.

**Dick Persson AM**

## EXECUTIVE SUMMARY

Sport and recreation is a central part of the lives of Northern Beaches' residents. However the sportsfields relied on by the community are under increasing pressure, with growing participation rates, deteriorating field conditions and not enough space for all to play. The Sporting Union, major sports organisations and the community are calling for more fields and improved facilities, with the Union also seeking a review of public open space including golf courses to provide more supply.

Northern Beaches Council is now able to plan for the whole of the Northern Beaches and since mid-2016 has been reviewing the options and engaging with the community to identify a forward plan. This draft Strategy sets out the proposed 15 year plan to provide a single approach to the management and long term planning of sporting facilities on the Northern Beaches.

### **Review confirms a shortage of sportsfields and a high supply of golf courses**

The Northern Beaches currently has:

- 122 sports fields supplying a total playing area of 116.5 hectares to over 50,000 playing members across 17 sports, plus thousands of spectators, families and volunteers.
- 13 golf courses covering 453 hectares catering to over 10,000 members, 7 of which are on public land covering 180 hectares catering to over 4,000 members, as well as thousands of rounds of public golf by non-members.

There is a current and growing shortfall of sports fields:

- Grass sportsfields have a 'sustainable capacity' of 35 hours per week and average usage is well above this, with 92 of 122 sportsfields over-used. This equates to bookings of more than 800 hours per week over sustainable capacity.
- There is a current shortfall of 24 hectares of playing area, equivalent to over 24 sportsfields, based on using all fields at sustainable capacity. This increases to 41 hectares by 2031.
- The Northern Beaches has around half or less sportsgrounds supply per capita when compared to some other similar sized Councils e.g. The Hills and Sutherland Shire Councils.

Participation rates are growing, many people are being turned away and forecasts indicate playing numbers will only continue to grow particularly in women's sport and over 35 competitions. Council also has a responsibility to enable people to play sport to help address the rise in obesity.

There is a high supply of golf courses and a slow but clear decline in golf participation:

- Double the courses on the Northern Beaches per capita compared to other areas in Sydney
  - One 18 hole golf course per 49,867 people across Sydney.
  - The equivalent of one per 23,151 people on the Northern Beaches.
- A 16% decline in membership numbers over the past 10 years at public courses.

### **Potential actions explored to address the shortfall in supply**

Council released a Discussion Paper in April 2017 exploring a range of potential actions to address the shortfall, engaging the community to identify its level of support for the potential actions.

Potential actions included:

- Action 1: Make better use of existing sportsgrounds to increase availability and resilience, including; irrigation, drainage, lighting, reconfiguration and re-allocation of fields.
- Action 2: Convert more existing sportsfields to synthetic to increase sustainable capacity.
- Action 3: Acquiring or securing additional private land as part of new housing developments.
- Action 4: Converting existing open space to sportsfields e.g. golf courses.
- Action 5: Acquiring additional land by purchasing Crown, private or other land.

Alternatively we could choose:

- Action 6: Do nothing and accept the shortfall in supply.

Modelling of these actions to 2031 found that even with actions taken to improve the efficiency of existing fields, the commissioning of new fields in new release areas and the increased use of artificial surfacing, there would be a significant shortfall unless some council/government owned land was converted from golf to sportsfields.

### **Community views on what actions Council should take**

Council conducted significant community engagement in April and May 2017 to seek community feedback on these potential actions. Analysis of the more than 5,000 submissions received has been captured in the Community

Engagement Report developed for Council by Parkland Planners. A summary of the responses to each of the six proposed actions to address the current and future shortfall in sportsfields and Options A and Option B is outlined in Table 1. This includes an assessment of the community's preference of two main options:

- Option A - Implement actions 1 to 4. This means we are largely able to meet the shortfall and have enough sportsfields to meet our needs.
- Option B - Implement actions 1 to 3. This means we will have a shortfall of supply, fields will be overused and we may not have enough space for sport.

	<i>Action</i>	<i>Phone survey (402 responses)</i>	<i>Online survey (4,152 responses)</i>	<i>Written submissions (634)</i>
1	Make better use of existing sportsgrounds	92% at least somewhat supportive	96% at least somewhat supportive	Support by approx. 21% of respondents
2	Convert more sportsfields to synthetic	62% at least somewhat supportive	81% at least somewhat supportive	Support by approx. 35% of respondents
3	Acquire and embellish additional private land as part of new housing developments	91% at least somewhat supportive	97% at least somewhat supportive	Support by approx. 7% of respondents
4	Convert existing open space to sportsfields e.g. golf courses	64% at least somewhat supportive	73% at least somewhat supportive	Support by approx. 9% of respondents but opposed by approx. 35% of respondents
5	Acquire and embellish additional land	27% at least somewhat supportive	71% at least somewhat supportive	Support by approx. 3% of respondents
6	Do nothing and accept the shortfall	6% at least somewhat supportive	1% at least somewhat supportive	Support by < 1% of respondents
Option A	Actions 1, 2, 3, 4	58% prefer Option A	73% prefer Option A	
Option B	Actions 1, 2, 3	36% prefer Option B	26% prefer Option B	

Table 1: Summary of the community engagement on the Northern Beaches Sportsgrounds and Golf Courses Discussion Paper, Community Engagement Report, Parkland Planners, May 2017

In addition, Council received a petition from the Warringah Golf Club to not convert Warringah Golf Course that was signed by 10,373 people.

The majority of submissions support the need for more sportsfields on the Northern Beaches to meet an increasing demand for fields.

As can be seen above, the majority from phone and on-line surveys also are at least somewhat supportive of the conversion of golf course land as necessary. However many submissions argue strongly against any loss of golf

course land, and particularly against the loss of all or part of Warringah Golf Course, suggesting there are many alternative options available such as schools or that there is no need because current fields are not fully utilised.

Overall it is accepted that the shortfall and over-use is real and that while other measures will reduce the shortfall, these will not be sufficient to close the gap forecast over the next 15 years. If the growing gap between the supply and demand for playing fields is to be substantially reduced conversion of some land currently used for golf should not be ruled out.



### **Strategic approach to addressing community demand for sportsfields**

Council has developed a draft 15 year Strategy to address the current and future needs for sportsfields.

The strategy is focussed on the following priority actions identified through the community engagement:

- A. Allocate sportsfields based on a needs and participation growth basis.
- B. Improve the capacity and resilience of existing sportsfields.
- C. Build new sportsfields in new housing development areas (Warriewood and Ingleside).
- D. Partner with schools to provide additional sportsfields for the community.
- E. Install synthetic surfaces on some existing sportsfields to enable greater use
- F. Convert suitable open space to sportsgrounds including some golf course land as needed.

The focus in the first 5 years to 2022 is implementing actions that increase capacity of existing fields and providing additional supply where most supported by the community. Actions such as:

- A. Re-allocating grounds to maximise use.
- B. Installing, drainage, lighting and reconfiguring grounds.
- C. Building new fields in Warriewood Valley and planning for Ingleside.
- D. Working with schools to seek to provide use of school fields for community sports.
- E. Installing synthetic surfaces at Lionel Watts and Cromer 2, and investigating options for further synthetic fields including synthetic hockey fields.

During this first five year period Council will also plan for future potential conversion of suitable public land to sportsfields so that this can be implemented as required from 2022. This includes:

- F. Developing a masterplan for the conversion of the northern half of Warringah Golf Course to a Centennial Park style sporting area incorporating fields, playgrounds and passive open space and undertaking a feasibility study regarding Balgowlah Golf Course.

The Strategic Implementation Plan (page 22) provides an overview of the Strategy to 2031.

### **Planning for conversion of public open space including golf course land**

As the shortfall is not able to be addressed by actions A-E alone, Council reviewed potential suitable open space for sportsgrounds on public golf course land, crown land and at schools. For details of the review see section 6 of this report.

This review identified that:

- There are three potential crown land sites that could be used for sportsfields (page 20).
- There are a number of school sites that could be used for community purposes and Council will as a priority begin negotiations about partnership arrangements, however this will be challenging due to concerns from schools and there are limitations as to how much this will contribute as several facilities are already being used by sporting groups (page 20).
- The most suitable public golf course land for sportsfields is Warringah Golf Course followed by Balgowlah Golf Course (page 18).

Much attention during the community engagement period focussed on Warringah Golf Course and Council's review confirms it is the most appropriate for conversion to sportsfields. Key factors are that the land is relatively flat land suitable for conversion, its lease is expiring, and it is in a central location and close to the B-line public transport. Most of the others rule themselves out of consideration for a range of lease, topographical, environmental or transport related reasons. For example Wakehurst and Avalon are too hilly, Mona Vale is in an iconic location, Palm Beach is difficult to get to and initial assessment suggests Balgowlah would result in a low sports field yield.

An assessment purely based on empirical data supports the conversion of the full 18 holes of Warringah Golf Course to a mixture of playing fields and parklands connected by a network of walking tracks and cycle ways.

Notwithstanding the above, conversion would see the end of a long-standing club with an active and passionate membership. It would also see the loss of the most topographically suitable course for older golfers who enjoy walking the relatively flat layout.

This Strategy recommends a balanced solution that provides more sportsfields to address the shortage and also retains Warringah Golf Course as a nine-hole course. All alternatives to increase supply and improve capacity are to be explored and implemented where feasible, prior to proceeding with such a conversion.

The strategy for potential conversion of golf course land would include:

- Seeking tenders for:
  - a new 20-year lease for the southern half of Warringah Golf Course, together with the Warringah Recreation Centre and North Manly Bowling Club (District Park)
  - a new separate but linked lease to 2022 over the northern 9 holes, with 3 x 5 yearly extension options at the discretion of Council. This would maintain the current course configuration over the short to medium term to allow the Council and community to evaluate progress on closing the demand/supply gap for playing fields.
- Developing a masterplan by 2021 for the conversion of the northern half of Warringah Golf Course to a Centennial Park style sporting area incorporating fields, playgrounds and passive open space, with conversion to sportsfields from 2022 as required.
- Undertaking a feasibility study for the conversion of Balgowlah Golf Course to a sporting area incorporating fields and passive open space, with an extension of the Balgowlah Golf Club lease to 2022 while the feasibility study is conducted.

**Implementation and impact of the Strategy on supply and demand to 2031**

If all strategy actions and recommendations are implemented, including conversion of golf course land, the shortfall will be substantially reduced from 41 hectares to 5.1 hectares by 2031.

Council will seek to fund and deliver these recommendations in partnership with other tiers of government and local, state and national sporting bodies and other groups as opportunities arise.

The strategy and outcomes of the implementation of recommendations will be reviewed every 5 years.

**Have Your Say**

Council is seeking feedback on the Strategic Implementation Plan proposed in this Sportsground Strategy Paper and the Sportsgrounds Strategic Directions Analysis Report. To find out about how to provide feedback, visit our online project page at [yoursay.northernbeaches.nsw.gov.au](http://yoursay.northernbeaches.nsw.gov.au). Following this community engagement a Final Draft Sportsgrounds Strategy report is planned to be presented to the July 2017 Council meeting.



Northern Beaches Sportsgrounds Strategy (Draft) May 2017 | 7



# 1 INTRODUCTION

Sport and recreation is a central part of the lives of Northern Beaches' residents.

Major sporting organisations have been calling for many years for more sportsfields and new and improved facilities, particularly now with changing and ever increasing participation rates. These organisations, which represent more than 50,000 members and players, advocate that there is a serious overall shortage of playing fields, resulting in thousands of would-be participants being turned away, most fields experiencing serious degradation from 'overuse' and many teams unable to train as needed.

In discussing options the groups also advocated for a review of whether some Council-owned golf course lands could be more equitably used for sport with unmet growing demand.

The creation of the Northern Beaches Council one year ago provided the opportunity for a single approach to the management and long term planning of these sportsfields and facilities. Council in August 2016 announced a review and commenced work on the Northern Beaches Sportsground Strategy - a long term sports facility plan to guide the development of sportsfields and facilities for the next 15 years.

## 2. DEVELOPMENT OF THIS SPORTSGROUNDS STRATEGY

To inform this Strategy, Council engaged experts in the fields of sports planning and golf course feasibility to conduct independent analyses of the extent of any current and future shortfall in sportsgrounds and a market assessment of golf courses on the Northern Beaches.

This included an extensive review of relevant research and planning documents and budgets, population analysis, consultation with representatives of sporting associations, golf clubs, schools, state sporting organisations and modelling of future demand and supply.

These reviews were presented to the community in a Discussion Paper titled the Northern Beaches Sportsgrounds and Golf Courses Discussion Paper, a summary of which is outlined in the following pages. The Discussion Paper identified a shortfall of sportsfields and outlined proposed strategic directions for addressing the shortfall, measures such as maximising the use of existing fields, converting fields to synthetic surfaces and the potential for converting golf courses to provide for additional sportsgrounds and feature parkland.

Council commenced engagement with the Northern Beaches community in April 2017 to discuss these options and provided the community with the opportunity to have their say. Findings of this community feedback are detailed in the Community Engagement report prepared by Parkland Planners. Council's independent expert sports planners Otium Planning Group then developed recommendations for Council in the Sportsground Strategic Directions Analysis report based on this feedback from the community.

This strategy has been informed by these reports and is intended to inform Council's capital works program, potential projects for external funding and long term management and planning for sportsgrounds and associated facilities.

### 3. CURRENT SITUATION AND FUTURE NEEDS

The Northern Beaches currently has:

- 122 sports fields supplying a total playing area of 116.5 hectares to over 50,000 playing members across 17 sports, plus thousands of spectators, families and volunteers.
- 13 golf courses covering 453 hectares catering to over 10,000 members, 7 of which are on public land covering 180 hectares catering to over 4,000 members, as well as thousands of rounds of public golf by non-members.

#### What is the current state of our sportsfields?

There is a current and growing shortfall of sports fields. Council's external sports planners Otium Planning Group in their Sportsgrounds Needs Analysis (December 2016) identified that:

- Sportsfields have a 'sustainable capacity' of 35 hours per week. This benchmark is high to support as much use as possible and when exceeded playing surfaces deteriorate, leading to dead grass and muddy or dusty conditions.
- Average usage is well above sustainable capacity, with 92 of 122 sportsfields over-used. This equates to bookings of more than 800 hours per week over sustainable capacity.
- There is a current shortfall of 24 hectares of playing area, equivalent to over 24 sportsfields, based on using all fields at sustainable capacity. This increases to 41 hectares by 2031.
- Without an increase in playing areas, sports will not be able to cater for demand and will need to continue current practices such as capping membership.

The Northern Beaches has around half or less sportsgrounds supply per capita when compared to some other similar sized Councils e.g. The Hills Council and Sutherland Shire Council.

Local Government	Population	Hectares (ha) of sportsgrounds	Population/ha
Northern Beaches Council	266,247	116.5	2,285
Sutherland Shire Council	226,220	193.9	1,167
Hills Council	160,339	174	921

Table 2: Source: Northern Beaches Sportsgrounds and Golf Courses Discussion Paper, April 2017

#### Increasing participation rates and the need to increase activity to help address obesity

Northern Beaches sport is experiencing high growth in sports participation and cannot meet demand, with increased participation especially by women, juniors and over 35 competitions. For example:

- Touch football membership has increased by over 32% in the last three years and has over 6,500 members. Touch cannot meet demand, caps the number of teams, and recently turned away 20 teams due to the shortage in sports fields.
- Australian Football League (AFL) has increased by over 26% in the last three years and has over 1,300 members. AFL has stated its growth is limited due to access to sports fields.
- Football (soccer) has increased by over 8.5% in the last three years and has over 17,600 members. Some groups cap the number of teams due to the lack of sports fields.
- Six-a-side football (soccer) has grown by over 50% in the last three years and has over 3,700 members. In 2016 over 1,000 players were turned away due to the shortage of sports fields.
- Cricket has increased by over 6% in the last three years and has over 2,200 current members, with growth limited by the shortage of sports fields.
- Hockey is at capacity and there is no growth potential without more sports fields.

Participation rates and community needs for sport and exercise are changing. The recent increase in media coverage of women's sport and increase in the opportunities for women of all ages at all levels to participate in sport, from cricket, to AFL, football (soccer) and rugby is impacting on sports participation with forecasts indicating playing numbers will only continue to grow.

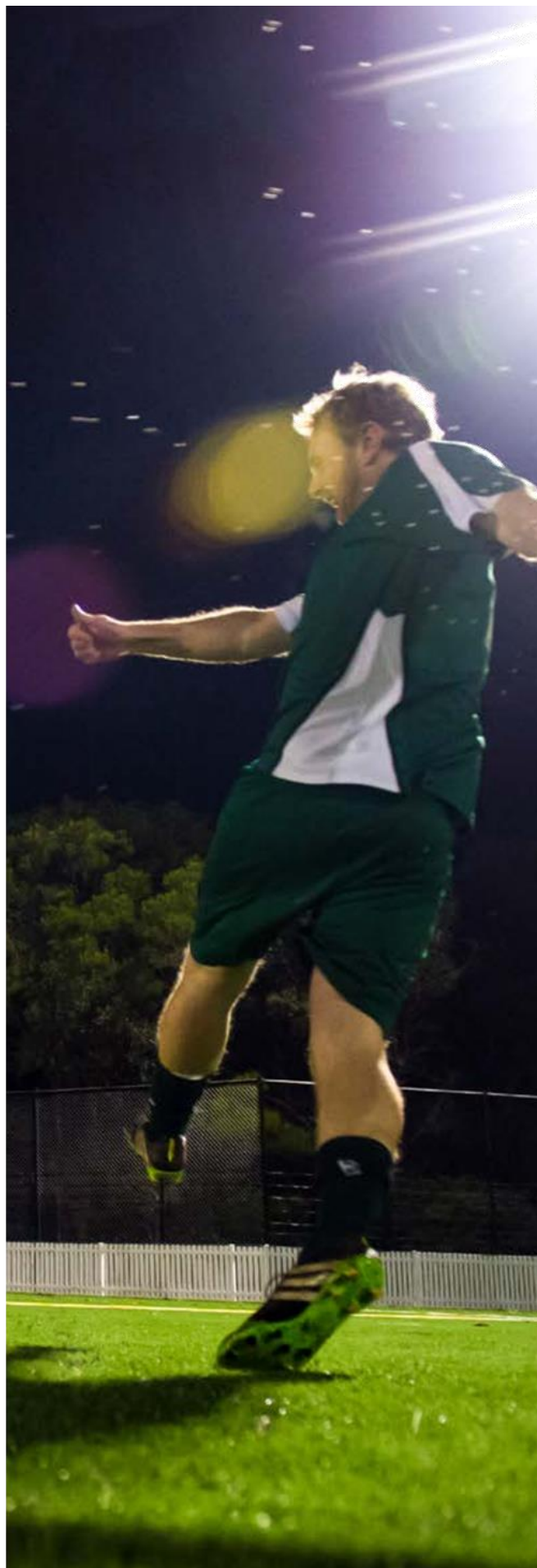
Council also has an important role in addressing the rise in childhood obesity by providing enough facilities and encouraging active sport participation. Tackling childhood obesity is one of the NSW Premier's top 12 challenges with the NSW Department of Health reporting that one in five (23.6%) children (24% of boys and 23.1% of girls) being overweight or obese, NSW Schools Physical Activity and Nutrition Survey 2010.

#### What is the current situation with our Golf Courses?

Council's external golf planners Golf Business Advisory Services (GBAS) in their Northern Beaches Golf Market

Assessment (November 2016) identified that:

- There are double the courses on the Northern Beaches per head of population compared to other areas in Sydney:
  - One 18 hole golf course per 49,867 people across Sydney.
  - The equivalent of one per 23,151 people on the Northern Beaches.
- Member demand levels are slowly declining with a 16% decline in membership numbers over the past 10 years at public courses.
- Demand is being fragmented across a number of Northern Beaches' golf courses.
- Whilst profits are currently being achieved, they are not at a level that allows for sustained re investment in facility infrastructure.
- A reduction in supply may further assist the market to achieve greater sustainability.



## 4. POTENTIAL ACTIONS EXPLORED TO ADDRESS THE SHORTFALL IN SUPPLY

### What are our options?

Council has explored a range of potential actions to address the need for more sportsgrounds and new and improved facilities. These potential actions were outlined in the Northern Beaches Sportsgrounds and Golf Courses Discussion Paper, April 2017, and the community was engaged to identify its level of support for the various potential actions.

**Action 1:** Make better use of existing sportsgrounds to increase availability and resilience.

Actions include:

Improving capacity by installing and upgrading lighting, upgrading drainage, improving playing surface quality, reconfiguring sportsgrounds for multiuse and improving resource management.

Re-allocating fields to sports with highest growth and need for space and full allocation of all available sportsfield hours and working with schools or other institutions.

**Action 2:** Convert more existing sportsfields to synthetic to increase sustainable capacity.

This action increases sustainable capacity of sportsfields from 35 to 54 hours a week as they can be used for longer hours and in wet weather without negatively impacting on surface quality.

We could also create more sportsfields by:

**Action 3:** Acquiring or securing additional private land as part of new housing developments.

**Action 4:** Converting existing open space to sports fields e.g. golf courses.

**Action 5:** Acquiring additional land by purchasing Crown, private or other land.

Alternatively we could choose:

**Action 6:** Do nothing and accept the shortfall in supply.

A comparison of these actions is outlined in the following table 3 and graph 1.

### The need to implement all actions to address the shortfall in supply

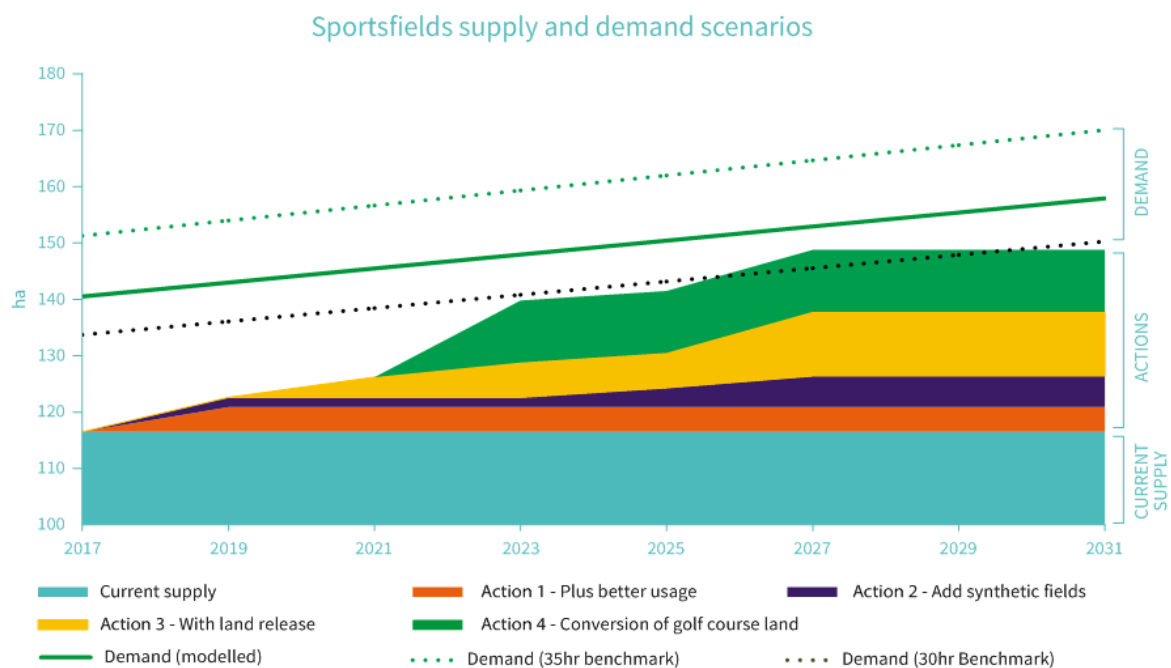
The potential actions have been modelled over time to assess the impact on the shortfall of supply. As can be seen from graph 1 below, the gap between supply and demand increases from 24ha to 41ha by 2031 with no action.

The modelling shows that even with actions taken to improve the efficiency of existing fields, the commissioning of new fields in new release areas and the increased use of artificial surfacing, there would be a significant shortfall unless some council owned land was converted from golf to sportsfields.



Action	Impact on shortfall (playing area)	Funding per hectare (estimate)	Cost to rates per household over 15 years (estimate)
1. Make better use of existing sportsgrounds	4.4 hectares	\$270 thousand	\$49 (\$3.25 pa)
2. Convert more sportsfields to synthetic	5.5 hectares	\$2.7-\$3 million	\$239 (\$15.93 pa)
3. Acquire and embellish additional private land as part of new housing developments	3.6 hectares (Warriewood)	\$4.75-\$5.25 million	\$0 (funded by new housing development)
	7.8 hectares (Ingleside)	\$6.5-\$7 million	\$0 (funded by new housing development)
4. Convert existing open space to sportsfields e.g. golf courses	11 hectares (example)	\$1.4-\$1.8 million	\$231 (\$15.40 pa)
5. Acquire and embellish additional land	11 hectares (example)	\$6.5-\$7 million	\$1,059 (\$70.60 pa)
6. Do nothing and accept the shortfall	Nil	Nil	Nil

Table 3: Northern Beaches Sportsgrounds and Golf Courses Discussion Paper, April 2017



Graph 1: Northern Beaches Sportsgrounds and Golf Courses Discussion Paper, April 2017

## 5. COMMUNITY VIEWS ON WHAT ACTIONS COUNCIL SHOULD TAKE

Council conducted significant community engagement in April and May 2017 to seek community feedback on the potential actions outlined in the Discussion Paper and the Sportsground Needs Analysis and Golf Market Assessment reports for community input.

Feedback was sought on the strategic directions and each of the six actions proposed for addressing the shortfall in sportsfields including the potential for converting some golf course land to sportsfields, parkland and passive open space:

- 1 Make better use of existing sportsgrounds.
- 2 Convert more sportsfields to synthetic.
- 3 Acquire and embellish additional private land as part of new housing developments.
- 4 Convert existing open space to sportsfields e.g. golf courses.
- 5 Acquire and embellish additional land.
- 6 Do nothing and accept the shortfall.

To gauge community preference, two options for the future were proposed:

Option A - Implement actions 1 to 4. This means we are largely able to meet the shortfall and have enough sportsfields to meet our needs.

Option B - Implement actions 1 to 3. This means we will have a shortfall of supply, fields will be overused and we may not have enough space for sport.

Council's community engagement on the Discussion Paper involved:

- Telephone and online surveys conducted by an independent consultant.
- The opportunity to complete an online feedback form available on Council's website.
- Six community drop-in sessions.
- Briefings for sports and golf representatives.
- A Sports Forum for relevant sports associations, clubs and State Sports Organisations.

-Written submissions to Council.

The Discussion Paper, research reports and a project overview were all made available on Council's website and the community engagement opportunities were publicised on Council's website and social media and widely promoted through local media. E-mails were also sent to;

key sport and golf stakeholders, 384 people who registered an interest and to 60,000 Northern Beaches What's On registered members.

Analysis of the feedback received has been captured in the Community Engagement Report developed by Parkland Planners for Council. A summary of the responses to each of the six proposed actions to address the current and future shortfall in sportsfields and Options A and Option B is outlined in Table 4.

The Community Engagement Report indicates that more than 5,000 submissions were received during the community engagement period across all methods and that addressing the shortfall in sportsfields was supported by the majority of respondents.

In addition, Council received a petition from the Warringah Golf Club to not convert Warringah Golf Course that was signed by 10,373 people.

In analysing and reporting on the community feedback Parkland Planners advise that the random telephone survey is most reflective of the demographic profile of the Northern Beaches, followed in descending order by the online survey, the written submissions and the Sports Forum.

	<i>Action</i>	<i>Phone survey (402 responses)</i>	<i>Online survey (4,152 responses)</i>	<i>Written submissions (634)</i>	<i>Sports Forum (40 attendees)</i>
1	Make better use of existing sportsgrounds	92% at least somewhat supportive Mean=4.09/5 Rank =1	96% at least somewhat supportive Mean=4.66/5 Rank =1	Support by approx. 21% of respondents Rank 2	Strong support
2	Convert more sportsfields to synthetic	62% at least somewhat supportive Mean=3.01/5 Rank 4	81% at least somewhat supportive Mean=3.71/5 Rank 3	Support by approx. 35% of respondents Rank 1	Strong support
3	Acquire and embellish additional private land as part of new housing developments	91% at least somewhat supportive Mean=4.13/5 Rank =1	97% at least somewhat supportive Mean=4.68/5 Rank =1	Support by approx. 7% of respondents Rank 4	Support
4	Convert existing open space to sportsfields e.g. golf courses	64% at least somewhat supportive Mean=3.08/5 Rank 3	73% at least somewhat supportive Mean=3.84/5 Rank 4	Support by approx. 9% of respondents but opposed by approx. 35% of respondents Rank 3	Support
5	Acquire and embellish additional land	27% at least somewhat supportive Mean=2.05/5 Rank 5	71% at least somewhat supportive Mean=3.72/5 Rank 5	Support by approx. 3% of respondents Rank 5	n/a
6	Do nothing and accept the shortfall	6% at least somewhat supportive Rank 6	1% at least somewhat supportive Rank 6	Support by < 1% of respondents Rank 6	n/a
Option A	Actions 1, 2, 3, 4	58% prefer Option A	73% prefer Option A	-	-
Option B	Actions 1, 2, 3	36% prefer Option B	26% prefer Option B	-	-

Table 4: Overview of the community engagement on the Northern Beaches Sportsgrounds and Golf Courses Discussion Paper, Community Engagement Report, Parkland Planners, May 2017



#### **A summary of the community feedback**

The majority of people and organisations support the need for more sportsfields on the Northern Beaches to meet an increasing demand for fields. 79% of residents surveyed by phone were supportive or very supportive of Council addressing the issue of shortfall in sportsfield availability, 93% at least 'somewhat supportive'.

Ultimately residents see this as an important issue and support Council actively planning to address the current and future needs of the whole community, and not just one sporting group.

The Community Engagement Report (Parkland Planners) identifies that support for potential actions is as follows:

The equal number 1 ranked actions from the phone and online surveys were Action 1 make better use of existing sportsgrounds (including use of school sportsgrounds) and Action 3 to acquire and embellish additional private land as part of new housing developments.

Action 2 to convert more sportsfields to synthetic (particularly for hockey, football (soccer) and multi-purpose sport) was ranked number 1 in written submissions and ranked 3 and 4 from the online and phone surveys respectively.

Action 4 to convert existing open space to sportsfields was ranked number 3 for the phone survey and written submissions and ranked number 4 for online surveys.

Action 5 Acquire and embellish additional land was generally more supported by members of golf clubs and sporting groups was ranked number 5 across all methods of engagement. Action 6 to do nothing and accept the shortfall ranked number 6 across all methods of engagement.

The Community Engagement Report (Parkland Planners) also shows that the community preference is for Option A, implementation of actions 1 to 4 including the conversion of all or part of a golf course to sportsfields:

Both online and phone survey participants indicated their preference for Option A, which will result in meeting the majority of the shortfall in sportsfields, 73% online, 58% by phone.

Reasons for online and phone survey participants preferring Option A included that they felt this was the best combination of actions to take to address the shortfall. Option A included converting golf courses, which many residents felt were dedicated to too few golfers using large parcels of land, while players of other sports are crammed onto existing sportsfields.

Option B, which included implementing all of actions 1 to 3 resulting in the shortfall in sportsfields not being met received significantly less support (26% online, 36% by phone), with those preferring this option indicating it was mainly because they were 'against the conversion of golf courses'.



## 6. STRATEGIC APPROACH TO ADDRESSING COMMUNITY DEMAND FOR SPORTSFIELDS

Council has developed a Draft 15 year Strategy to address the current and future needs for sportsfields.

The Strategy is focussed on the following priority actions identified through the community engagement:

- A. Allocate sportsfields based on a needs and participation growth basis.
- B. Improve the capacity and resilience of existing sportsfields.
- C. Build new sportsfields in new housing development areas (Warriewood and Ingleside).
- D. Partner with schools to provide additional sportsfields for the community.
- E. Install synthetic surfaces on some existing sportsfields to enable greater use
- F. Convert suitable open space to sportsgrounds including some golf course land.

The focus in the first 5 years to 2022 is implementing actions that increase capacity of existing fields and providing additional supply where most supported by the community. Actions such as:

- A. Re-allocating grounds to maximise use.
- B. Installing, drainage, lighting and reconfiguring grounds.
- C. Building new fields in Warriewood Valley and planning for Ingleside.
- D. Working with schools to seek to provide use of school fields for community sports.
- E. Installing synthetic surfaces at Lionel Watts and Cromer 2, and investigating options for further synthetic fields including synthetic hockey fields.

During this first five year period Council will also plan for future conversion of suitable public land to sportsfields so that this can be implemented as required from 2022. This includes:

- F. Developing a masterplan for the conversion of the northern half of Warringah Golf Course to a Centennial Park style sporting area incorporating fields, playgrounds and passive open space and undertaking a feasibility study regarding Balgowlah Golf Course.

The Strategic Implementation Plan (page 22) provides an overview of the Strategy to 2031.

### Strategies and actions to improve capacity and supply

The Strategy is based on and adopts the recommendations

detailed in the Sportsgrounds Strategic Directions Analysis Report (Otium Planning Group). Council reviewed all potential actions recommended in the Analysis Report based on a range of factors including; community feedback, budget and timing.

The Analysis Report also provides a framework for addressing the identified shortfall in sportsfields, and current and future facility needs as well as key recommendations and prioritised over the next 15 years to 2031. This report details specific actions recommended to Council categorised as follows:

'Planning and/or management' actions required to investigate and/ or facilitate further opportunities to increase capacity or quality of facilities.

Actions that 'Increase Capacity' and reduce the need for additional land through a range of improvements and upgrades.

'Service level' actions which address ground/ facility quality issues to ensure sustainability and optimum use.

A full list of recommendations is available in the Analysis Report

### Review of potential open space including golf course, Crown and school land

Council has also reviewed potential suitable open space for sportsgrounds on public golf course land, crown land and at schools based on a number of factors including; potential useable land area, topography, accessibility, traffic considerations, environmental considerations, neighbouring resident considerations, planning and development constraints and capital and operational cost considerations.

### Public Golf Course Land

In response to the community engagement Council has undertaken preliminary investigation of public golf course land that could potentially be used for sportsfields. The investigation was based on topography, natural environmental impact, community impact, tenure and accessibility of location. An overview of the assessment of public golf course land is outlined in the table on page 19



Table 5: Assessment of public golf course land

<i>Site</i>	<i>Topography</i>	<i>Natural Environmental Impact</i>	<i>Community Impact</i>	<i>Tenure</i>	<i>Accessibility of Location</i>	<i>Total</i>
Avalon	1	3	3	5	3	15
Balgowlah	3	4	3	5	3	18
Long Reef	2	2	1	3	3	11
Mona Vale	4	3	2	4	5	18
Palm Beach	5	4	2	5	1	17
Wakehurst	1	2	3	1	2	9
Warringah	5	3	3	5	4	20

Scoring definitions are presented in the following tables.

<i>Score</i>	<i>Topography variance of the site</i>	<i>Natural Environmental impact</i>
1	Not suitable (20 metres plus)	Very High
2	Site would need substantial physical alteration (15-19 metres)	High
3	Gentle slope with retaining structures required (10-14 metres)	Moderate
4	Largely flat with some major earthworks required (5-9 metres)	Minor
5	Flat site with minimal earthworks required (less than 5 metres)	Minimal

Table 6: Scoring definitions for the assessment of public golf course land

<i>Score</i>	<i>Community Impact</i>	<i>Tenure</i>	<i>Accessibility of Location</i>
1	Very high - very significant impact on visual amenity, congestion and usability of surrounding area	12 years plus	Isolated location, very limited access to public transport
2	High - significant impact on visual amenity, congestion and usability of surrounding area	9-12 years	Minor centre, limited access to public transport
3	Moderate - impacts on visual amenity, congestion and usability of surrounding area	6-9 years	Urban centre, moderate access to public transport
4	Minor - minor impact on visual amenity, congestion and usability of surrounding area	3-6 years	Key urban centre, good access to public transport
5	Minimal - minimal impact on visual amenity, congestion and usability of surrounding area	0-3 years	Major population centre, good access to public transport

Table 7: Scoring definitions for the assessment of public golf course land

Based on this preliminary investigation, it is considered that the most suitable public golf course land for conversion sportsfields is Warringah Golf Course followed by the Balgowlah and Mona Vale Golf Courses. However, it is considered that the iconic location of Mona Vale Golf Course overlooking Mona Vale Beach suggests that this should be a significantly less preferred option.

As indicated in the Discussion Paper another option may also be for Council to support the merger of nearby golf courses. Options may include for example Warringah and Balgowlah Golf Clubs or Mona Vale and Bayview Golf Clubs which are close and a merger may enable stronger and more successful clubs in the long term.

An assessment purely based on empirical data supports the conversion of the full 18 holes of Warringah Golf Course to a mixture of playing fields and parklands connected by a network of walking tracks and cycle ways. This new area could be developed in such a way as to preserve many of the established trees while at the same time giving the public much greater access to picnic areas, playgrounds and open space as all the perimeter fences came down.

Of all the council owned golf courses Warringah is also the most suitable for conversion given its location on major roads and serviced by regular public transport. The B Line commencement will further improve weekend access.

However, a large proportion of the written submissions received during the community engagement indicated a preference for golf course land not being converted to sportsfields before other options are explored and implemented. This included a petition submitted by Warringah Golf Club.

This Strategy recommends a balanced solution that provides more sportsfields to address the shortage and also retains Warringah Golf Club as a nine-hole course. All alternatives to increase supply and improve capacity are to be explored and implemented where feasible, prior to proceeding with such a conversion. The Strategy for potential conversion of golf course land would include:

- Seeking tenders for:
- a new 20-year lease for the southern half of Warringah Golf Course, together with the Warringah Recreation Centre and North Manly Bowling Club (District Park)
- a new separate but linked lease to 2022 over the northern 9 holes, with 3 x 5 yearly extension options for the Council. This would maintain the current course configuration over the short to medium term to allow the Council and community to evaluate progress on closing the demand/supply gap for playing fields.

- Developing a masterplan by 2021 for the conversion of the northern half of Warringah Golf Course to a Centennial Park style sporting area incorporating fields, playgrounds and passive open space, with conversion to sportsfields from 2022 as required.
- Undertaking a feasibility study for the conversion of Balgowlah Golf Course to a sporting area incorporating fields and passive open space, with an extension of the Balgowlah Golf Club lease to 2022 while the feasibility study is conducted.

Council would then consider implementation of the masterplan for conversion of golf course land to sportsfields from 2022.

Should the conversion of golf course land to sportsfields be implemented in the future, Council would need to support effected members, for example through a merger of memberships and could for example adjust tee times to provide greater use of courses by members.

#### **Crown Land**

Council has undertaken preliminary investigation of crown land on the Northern Beaches and opportunities for sports use. Some sixty sites with a land area greater than one hectare (one sportsfield) were identified. Based on topography, natural environmental impact, community impact and accessibility of location, three of these sites have so far been identified for further investigation:

- One site could accommodate mini fields.
- One site could accommodate one full size field.
- One site currently serves another recreation purpose and could accommodate one full size field.

Council will as a priority continue its investigation into suitable crown land and begin negotiations with the State Government about partnership arrangements for community and Council access.

#### **School Land**

Council has undertaken preliminary investigation of Northern Beaches schools and the following opportunities have been identified:

- 13 full size fields, 9 in government schools and 4 in non-government schools.
- 13 three quarter size fields, 10 in government schools and 3 in non-government schools.
- 18 mini fields, 9 in government schools and 9 in non-government schools.
- 14 cricket facilities, 12 in government schools and 2 in non-government schools.

There may be limited access or no net gain to some of these school facilities as several facilities are already being used by sporting groups. Council will as a priority begin negotiations with the Department of Education and relevant schools about partnership arrangements for community and Council access to school facilities.





### The Strategic Implementation Plan

The table below provides an overview of the Draft 15 year Strategy to address the current and future needs for sportsfields. The full list of recommendations is detailed in the Sportsgrounds Strategic Directions Analysis Report prepared by Otium Planning Group.

Priorities	Short-term strategies (2017 to 2021)	Medium-term strategies (2022 to 2026)	Longer-term strategies (2027 to 2031)	Discussion Paper Actions
A: Allocate sportsfields based on needs and growth.	Review and update the sportsground allocation processes, consider demand management measures, review agreements and undertake regular monitoring of actual use and impacts.	Ongoing review and action as appropriate	Ongoing review and action as appropriate	Action 1: Make better use of existing sportsgrounds.
B: Improve capacity and resilience of existing sportsfields.	Improvements including irrigation, drainage, lighting, reconfiguring fields, upgrade amenities and car parking to improve capacity of fields. Example locations: Allambie Heights, John Fisher Park	Improvements including irrigation, drainage, lighting, reconfiguring fields, upgrade amenities and car parking to improve capacity of fields. Example locations: Balgowlah Oval	Improvements including irrigation, drainage, lighting, reconfiguring fields, upgrade amenities and car parking to improve capacity of fields. Example locations: Boondah Reserve	Action 1: Make better use of existing sportsgrounds.
C: Build new sportsfields in new housing development areas (Warriewood and Ingleside)	Continue with action to acquire land through s94 plan and convert to sportsfields - Warriewood Valley Land Release	Develop stage 1 fields in Ingleside in accordance with proposed timing for provision and development of land (South)	Develop stage 2 fields in Ingleside in accordance with proposed timing for provision and development of land (North)	Action 3: Acquire and embellish additional private land as part of new housing developments
D: Partner with schools to provide additional sportsfields for the community.	Investigate opportunities for joint use/development, or greater use, of school grounds for community and school use. In the first instance, focus on schools with larger fields.	Upgrade identified school facilities to cater for training and competition as agreed with schools and Department of Education.	Upgrade identified school facilities to cater for training and competition as agreed with schools and Department of Education.	Action 1: Make better use of existing sportsgrounds.
E: Install synthetic surfaces on some existing sportsfields to enable greater use.	Proceed with installation of synthetic surfaces at Lionel Watts and Cromer 2.  Undertake a feasibility study into the potential funding, location, management and viability of developing dedicated wet surface synthetic hockey fields.	Review feasibility of potential sites for synthetic surfaces and install where feasible and budget allows.  Develop new synthetic hockey facilities subject to the outcome of feasibility studies	Review feasibility of potential sites for synthetic surfaces and install where feasible and budget allows	Action 2: Convert more sportsfields to synthetic
F: Convert suitable open space to sportsgrounds including golf course land.	Develop a masterplan for the conversion of the northern half of Warringah Golf Course to a Centennial Park style sporting area incorporating fields, playgrounds and passive open space and link with the proposal for a sports and community facility in District Park.  Continue to review other potential opportunities for the conversion of suitable open space to sportsfields.  Undertake a feasibility study for the conversion of Balgowlah Golf Course to a sporting area incorporating fields and passive open space.	Convert the northern half of Warringah Golf Course to a Centennial Park style sporting area incorporating fields, playgrounds and passive open space to provide 5 Ha of additional sportsfields.	Based on the outcomes of a feasibility study (and if required) convert Balgowlah Golf Course to a sporting area incorporating fields and passive open space to provide 3 Ha of additional sportsfields.	Action 4: Convert existing open space to sportsfields e.g. golf courses





## 7. POTENTIAL LAYOUT FOR GOLF COURSE CONVERSION







### Play

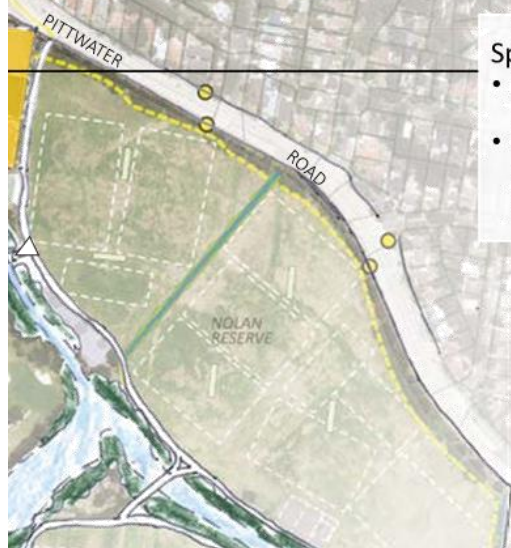
- Create a diverse active recreation hub with playspace for all ages.
- Create a shared path network with a range of fitness stations for all ages.
- Create a widened buffer of wetland planting to Brookvale Creek.

### Sport

- 5 sports fields proposed.

### Sports Community Club Facility

- Investigate and develop a combined sports, recreation and community facility to support golf, sport, play and recreation centre.
- New bridge crossing over creek and path connecting the Sports Community Club Facility and golf course to sport and recreation areas and Nolan Reserve.



## 8. IMPACT OF THE STRATEGY ON SUPPLY OF SPORTSFIELDS TO 2031

In order to model the impact of the Strategy on the supply of sportsfields to 2031, an analysis has been conducted of each of the actions proposed. If nothing is done there will be a shortfall of 41 Ha by 2031. If all Strategy actions and recommendations are implemented, including conversion of golf course land, the shortfall will be substantially reduced to 5.1Ha by 2031 (see table 8).

<i>Shortfall and Supply of Sportsfields</i>	<i>2016</i>	<i>2021</i>	<i>2026</i>	<i>2031</i>
Cumulative shortfall in sportsfields if do nothing (Ha)	24.0	29.3	35.2	41.4
Impact on shortfall by implementing all actions and recommendations(Ha)	n/a	16.6	10.2	9.5
Cumulative additional supply (Ha)	n/a	16.6	26.8	36.3
Shortfall in sportsfields (Ha)	(24.0)	(12.7)	(8.4)	(5.1)

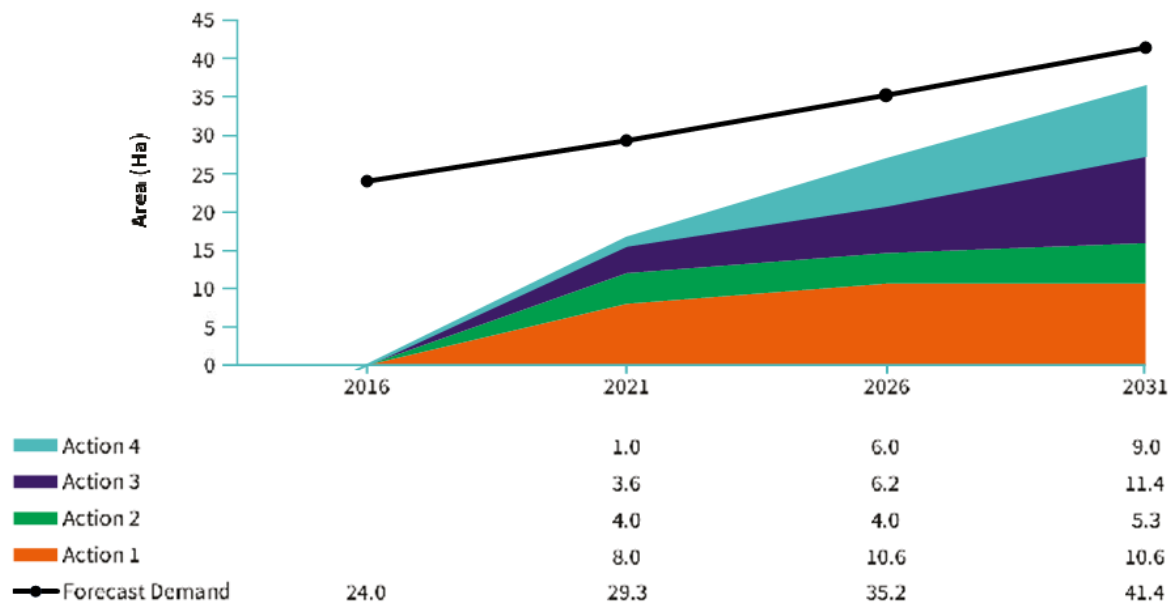
Table 8: Impact of the Strategy on supply of sportsfields over 15 years to 2031

The impact of each action is outlined in table 9. Including land identified through the community engagement, such as school land, has significantly increased the impact of action 1 from 4.4Ha to 10.6Ha.

<i>Priorities</i>	<i>2017- 2021 Short term (Ha)</i>	<i>2022-2026 Medium term (Ha)</i>	<i>2027-2031 Longer term (Ha)</i>	<i>Strategy Impact 15 yrs (Ha)</i>	<i>Discussion Paper Impact 15 yrs (Ha)</i>	<i>Discussion Paper Actions</i>
A, B, D: Make better use of existing grounds including: allocate fields based on needs & growth, improve capacity & resilience of existing fields, schools access.	8.0	2.6	0.0	<b>10.6</b>	4.4	Action 1: Make better use of existing grounds.
C. Build new fields in new housing development areas (Warriewood & Ingleside).	3.6	2.6	5.2	<b>11.4</b>	11.4	Action 3: Acquire & embellish additional private land as part of new housing development
E. Additional synthetic surfaces on some existing fields to enable greater use.	4.0	0.0	1.3	<b>5.3</b>	5.5	Action 2: Convert more fields to synthetic
F. Convert suitable open space to grounds including some golf course land.	1.0	5.0	3.0	<b>9.0</b>	11.0	Action 4: Convert existing open space to fields e.g. golf courses.
Impact on shortfall (Ha)	16.6	10.2	9.5	36.3	32.3	

Table 9: Impact of the Strategy on supply of sportsfields over 15 years to 2031, by Action.

Graph 2 below demonstrates the substantial impact on the supply of sportsfields by implementing all the actions and recommendations of the Strategy over 15 years to 2031.



Graph 2: Impact of the Strategy on supply of sportsfields the three 5 year periods to 2031.

Council will seek to fund and deliver these recommendations in partnership with other tiers of government and local, state and national sporting bodies and other groups as opportunities arise.

The Strategy and the outcomes of the implementation of recommendations will be reviewed every 5 years.

## **9. HAVE YOUR SAY**

Council is seeking feedback on the Strategic Implementation Plan proposed in this Sportsground Strategy Paper and the Sportsgrounds Strategic Directions Analysis Report. To find out about how to provide feedback, visit our online project page at [yoursay.northernbeaches.nsw.gov.au](http://yoursay.northernbeaches.nsw.gov.au).

On the project page you can:

- Read the Sportsground Strategy Paper, Community Engagement and Sportsgrounds Strategic Analysis reports and other research material.
- Read the Frequently Asked Questions.
- Complete an online submission form.
- Find out about other community engagement activities.

Following this community engagement a Final Draft Sportsgrounds Strategy report is planned to be presented to the July 2017 Council Meeting

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## Northern Beaches Council

# SPORTSGROUNDS STRATEGIC DIRECTIONS ANALYSIS (DRAFT)

MAY 2017

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## TABLE OF CONTENTS

<b>1. INTRODUCTION .....</b>	<b>1</b>
<b>2. STUDY PURPOSE AND APPROACH .....</b>	<b>2</b>
2.1 STUDY SCOPE AND OBJECTIVES .....	2
2.2 STUDY APPROACH .....	2
<b>3. KEY FINDINGS OF NEEDS ANALYSIS .....</b>	<b>4</b>
3.1 SPORT PARTICIPATION IN NORTHERN BEACHES .....	4
3.2 BACKGROUND RESEARCH .....	4
3.3 CURRENT PROVISION .....	4
3.4 BENCHMARKING OF CAPACITY .....	5
3.5 MODELLING OF FUTURE SPORTSGROUND AREA DEMANDS .....	5
3.6 ISSUES AND NEEDS EXPRESSED BY SPORTS .....	5
3.7 GOLF MARKET ASSESSMENT .....	7
<b>4. OPTIONS TO ADDRESS CURRENT AND PROJECTED NEEDS .....</b>	<b>9</b>
<b>5. FEEDBACK ON DISCUSSION PAPER .....</b>	<b>10</b>
<b>6. STRATEGY DEVELOPMENT .....</b>	<b>12</b>
6.1 INPUTS FOR STRATEGY DEVELOPMENT .....	12
6.2 PRIORITY FRAMEWORK .....	12
6.3 PROCESS FOR DEVELOPING RECOMMENDATIONS .....	13
<b>7. RECOMMENDATIONS AND SUPPLY MODELLING .....</b>	<b>14</b>
7.1 GUIDING PRINCIPLES .....	14
7.2 SHORT TERM RECOMMENDATIONS (2017 - 2021) .....	16
7.2.1 <i>Planning and Management Recommendations</i> .....	16
7.2.2 <i>Recommendations to Increase Capacity</i> .....	20
7.2.3 <i>Service Level Recommendations</i> .....	21
7.3 MEDIUM TERM RECOMMENDATIONS (2022 - 2026) .....	23
7.3.1 <i>Planning and Management Recommendations</i> .....	23
7.3.2 <i>Recommendations to Increase Capacity</i> .....	23
7.3.3 <i>Service Level Recommendations</i> .....	24
7.4 LONG TERM RECOMMENDATIONS (2027 - 2031) .....	25
7.4.1 <i>Planning and Management Recommendations</i> .....	25
7.4.2 <i>Recommendations to Increase Capacity</i> .....	25
7.4.3 <i>Service Level Recommendations</i> .....	25
7.5 SUPPLY AND DEMAND MODEL .....	27
<b>8. APPENDIX 1: SUMMARY OF FEEDBACK ON DISCUSSION PAPER .....</b>	<b>30</b>
8.1 SURVEY RESPONSES .....	30
8.1.1 <i>Telephone Survey</i> .....	30
8.1.2 <i>On-Line Survey</i> .....	32
8.2 WRITTEN SUBMISSIONS .....	35
8.2.1 <i>Individuals and Organisations</i> .....	35
8.2.2 <i>State Sporting Organisations</i> .....	40
8.2.3 <i>Manly Warringah Pittwater Sporting Union (MWPSU)</i> .....	41
8.2.4 <i>Submissions Prior to Release of Discussion Paper</i> .....	41
8.3 WARRINGAH GOLF CLUB .....	41
8.3.1 <i>Warringah Golf Club - Formal Submission</i> .....	41
8.3.2 <i>Warringah Golf Club - Petition</i> .....	42
8.4 SPORTS FORUM .....	42
<b>9. APPENDIX 2: PROPOSED SPORTSGROUND HIERARCHY .....</b>	<b>44</b>
<b>10. APPENDIX 3: PROPOSED HIERARCHY RATING OF RESERVES .....</b>	<b>45</b>



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## **1. Introduction**

In response to demands expressed by sporting organisations about a severe shortage of sportsgrounds and the need for new and improved facilities on the Northern Beaches, the Council engaged Otium Planning Group in October 2016 to undertake an independent analysis of current and projected needs to 2031. At the same time it commissioned consultants, Golf Business Advisory Services (GBAS) to conduct a golf market assessment in order to assist Council in reviewing the equitable use of its public golf course land.

The Sportsgrounds Needs Analysis report and Golf Market Assessment report are available as Supporting Resources Documents 1 and 2 respectively). The Sportsgrounds Needs Analysis outlined the findings of the research, current and projected sportsground needs, and a range of measures to address assessed shortfalls. Subsequently, in April 2017, Council prepared a Northern Beaches Sportsgrounds and Golf Courses Discussion Paper which summarised the scope and key findings of both the Sportsground Needs Analysis and Golf Market Assessment and put forward a number of actions to address sportsground needs. Council invited public feedback on the Discussion Paper in April 2017 via submissions, telephone and on-line surveys, community drop-in sessions and a Sports Forum.

Community submissions on the Discussion Paper closed on 7<sup>th</sup> May 2017 and have informed the preparation of this report.

Otium Planning Group has prepared this Sportsground Strategic Directions Report to assist Northern Beaches Council in preparing the Draft Sportsground Strategy. It will provide a framework for addressing current and future needs, key recommendations, and priorities between now and 2031.



## 2. Study Purpose and Approach

### 2.1 Study Scope and Objectives

The overall aim of the Sportsground Strategy is to:

*Determine the adequacy of supply of sportsground facilities in the Northern Beaches LGA and identify and prioritise current and projected needs and actions over the next 15 years.*

The Strategy is intended to inform Council's capital works program, identify potential projects for external funding, and long term planning for sportsgrounds and associated facilities.

The following sports are covered in the scope of the study:

- |                       |                |                     |
|-----------------------|----------------|---------------------|
| • Archery             | • Gridiron     | • Rugby Union       |
| • Athletics           | • Hockey       | • Soccer (Football) |
| • Australian Football | • Netball      | • Softball          |
| • Baseball            | • Oztag        | • Touch Football    |
| • Cricket             | • Rugby League | • Ultimate Frisbee  |

Specific objectives of the Sportsgrounds Strategy, many of which have already been addressed in the Sportsgrounds Needs Analysis, include to:

- Identify the extent of any current and future (2031) shortfall in sportsgrounds and facilities
- Clearly articulate the rationale for determining current and future sportsground needs
- Identify potential locations for future sportsgrounds
- Identify opportunities to improve the functionality and usage of existing sportsgrounds
- Investigate opportunities for partnerships in meeting current and future sportsground needs
- Identify policy changes that would improve the capacity to address demands
- Prepare a Sportsgrounds Needs Analysis report to facilitate the preparation of a Discussion Paper
- Seek comprehensive stakeholder and community input on the Discussion Paper to inform the preparation of the Draft Sportsground Strategy
- Prepare a Draft Sportsground Strategy which:
  - Provides a framework for addressing current and future needs in Northern Beaches Council
  - Outlines the study objectives and approach
  - Summarises identified needs
  - Identifies and prioritises improvements to existing sportsgrounds and ancillary facilities, including specific locations
  - Identifies the quantum of additional land required to meet projected sportsground needs to 2031 and realistic opportunities to secure that land
  - Incorporates, where possible, capital cost estimates to inform Council's 4-year capital works program and long term financial projections
  - Recommends management or policy changes necessary to improve access to, or functionality of, sportsgrounds
- Review, in conjunction with Council officers, community and stakeholder feedback on the Draft Strategy
- Prepare a final Sportsground Strategy

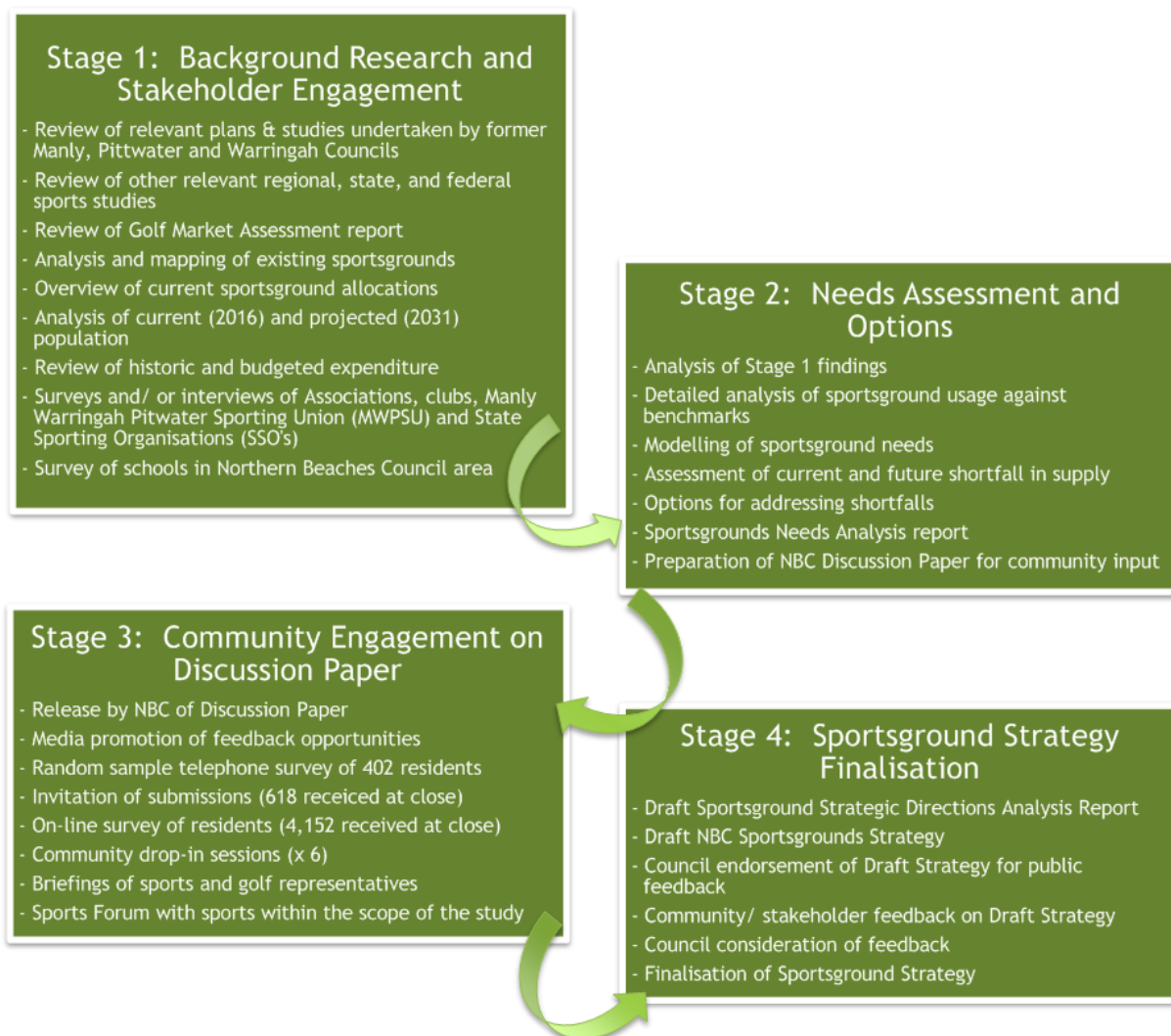
### 2.2 Study Approach

A 4-Stage approach was undertaken to prepare this Sportsgrounds Strategic Directions Report as illustrated at Figure 1. It should be noted that the development of the report was a collaborative process between Otium Planning Group and officers of Northern Beaches Council. Some tasks were undertaken by Council and others by the consultants.





Figure 1: Sportsground Strategic Directions Analysis Methodology





### 3. Key Findings of Needs Analysis

Detailed findings are contained in the Sportsground Needs Analysis report and the Discussion Paper. Key findings are summarised below.

#### 3.1 Sport Participation in Northern Beaches

From information provided by local, regional and/or state sporting organisations, there are around 50,000 active playing members of sports within the scope of this study on the Northern Beaches. Some of these may be participants in more than one sport, or may play in fixtures outside of the Northern Beaches LGA. By far the highest participation numbers are in football (soccer). Active playing members in each sport are summarised in descending order in Table 1 below:

Table 1: Active playing members in sports with study scope

SPORT	ACTIVE MEMBERS
Football (Soccer)	17,648
Touch Football	6,526
Netball	5,633
Rugby Union	3,824
Six-A-Side Soccer	3,775
Rugby League	2,500
Cricket	2,249
Softball	2,213
Australian Football	1,346
Baseball	1,318
Hockey	1,265
Athletics	1,189
Oztag	700
Ultimate Frisbee	160
Touch Rugby League	150
Archery	78
Gridiron	75

The sports experiencing highest growth are Australian football, football (soccer), six-a-side soccer, junior cricket and touch football. Some sports on the Northern Beaches have had fairly static membership in recent years (i.e. rugby league, archery, baseball, netball, softball and hockey) however the absence of suitable facilities has inhibited membership growth in softball and hockey.

#### 3.2 Background Research

As indicated in the Sportsground Needs Analysis Report (Feb 2017), a 2007 Inquiry into Sportsground Management in NSW recognised that there is a 'chronic shortage' of sporting venues in many local government areas and existing facilities are subjected to increasing user pressures. Previous research for the former Pittwater Council identified a shortage of playing fields to meet the needs of the existing community, but noted that there is limited potential to increase the number of playing fields. A report for the former Warringah Council found that despite the good supply of sportsgrounds, there are constant requests from sporting associations for additional fields (particularly for soccer, hockey, softball and cricket).

#### 3.3 Current Provision

Council's inventory of booked sportsgrounds is distributed across 62 sites supplying a total playing area of 116.5Ha (actual field space) within a total land area of 203.3Ha. The current supply of sportsgrounds is constrained by a number of factors that impact on their functionality for sport, namely:

- A number of grounds are small, with no expansion capacity, and are suitable only for junior sport.





- While lighting is installed on many grounds, the level and/ or coverage of lighting is limited in some cases
- Some grounds are subject to flooding and/ or poor drainage and take longer periods to recover after rain events
- A number of grounds are situated on ex-landfill sites and are subject to subsidence and/ or have poor surfaces
- Some grounds are situated on sandy soil profiles with low nutrient and poor water holding capacity

Over the five financial years from 2010/ 11 to 2015/ 16 approximately \$17.7m of Council expenditure has been undertaken on improvements such as lighting, irrigation/ drainage, synthetic surfaces, field redevelopments, playing surface upgrades, car parking and amenities.

### 3.4 Benchmarking of Capacity

It is generally accepted that sportsground utilisation and facility condition have a direct and inseparable relationship. A number of turf management experts suggest that usage of more than 25 hours a week will contribute to a deterioration of playing surfaces. It is very common for playing fields in metropolitan Sydney to exceed 25 hours' usage per week and is recognised that not all use is equal. For example higher impact sports (greater numbers, game play and footwear), user types (adults v children) may result in higher or lower surface deterioration. Moreover it may be reasonable to accept some deterioration in surface condition over a season, so long as it can recover. Maintenance regimes play an important role in this context.

For these reasons, and to combat any possible overstatement of utilisation based on booking data, more conservative capacity benchmarks of 30 hours per week and 35 hours per week were adopted against which the current usage of grounds in Northern Beaches Council was measured.

As a whole, Council playing fields (based on booking data) are over booked in the winter season compared to the adopted benchmarks (78.7% are above in the 30-hour scenario and 75.4% are above the 35-hour scenario). Under the more conservative 35-hour scenario, 92 of the 122 fields are booked beyond the capacity benchmarks utilised for this research and 49 of these are booked more than 10 hours above the benchmark. Total booking hours are much lower in the summer season (3,584) than in winter (5,059).

### 3.5 Modelling of Future Sportsground Area Demands

Otium Planning Group utilised two models for estimating the current and future demand for sportsgrounds in the Northern Beaches - a 'participation based demand model' and an 'allocation based demand model'. Descriptions and workings of these models are outlined at Section 7 of the Sportsground Needs Analysis report attached at Supporting Resources Document 1).

In summary, the modelling identified a current (2016) **shortfall in actual playing area of approximately 24Ha**. In addition to the playing area, an allowance for ancillary space needs to be made (estimated at 70%) which results in a total land area required of approximately 40.9Ha.

By 2031 the population of Northern Beaches Council is projected to increase by an estimated 32,375 persons to a total of 294,907.<sup>1</sup> Modelling of demand to 2031 sees the shortfall in playing space increase to **41.4Ha** and the total land area required reaching approximately 70.3Ha.

### 3.6 Issues and Needs Expressed by Sports

The most common issues and concerns expressed by sports within the scope of the study were:

- Insufficient playing areas to meet competition and training needs
- Sports are turning away participants or modifying rules, playing times or access to fields to accommodate demand (these sports include football (soccer), touch football, cricket, Australian football, and six-a-side football (soccer))

<sup>1</sup> <http://forecast.id.com.au/northern-beaches>



- Unlit or inadequately lit playing areas restricting their availability or suitability for evening use
- Demand for additional or upgraded facilities requiring specialist surfaces
- Small grounds or single field only grounds are unsuitable for senior use and/ or unable to be expanded
- Fields not at size or standard that complies with sport requirements
- Poor playing surfaces from over use, subsidence, or poor drainage
- Cricket pitches intruding on playing fields during winter causing uneven surface levels
- Substantial growth in women's participation
- Inadequate provision of, or poor standard of, amenities/ change rooms (especially in those sports with high numbers of female participants or experiencing growth in female participation)
- Ground allocation process is not maximising usage
- Lack of storage areas (with some having to store equipment off site)
- Lack of car parking

In summary, the main issues and demands expressed by individual sports were as follows:

**Table 2: Main issues and needs expressed by sports**

SPORT	KEY ISSUES AND NEEDS EXPRESSED BY INDIVIDUAL SPORTS
Australian Football	Substantial growth in last 3 years with major increase in female participation. Insufficient grounds to meet demands and inadequate lighting. Demand for new ovals, reconfigure/ expand grounds (e.g. Balgowlah Oval), install lighting to some grounds especially for training (e.g. Frank Gray Oval, Mike Pawley Oval), upgrade lights (e.g. North Narrabeen Reserve, Balgowlah Oval), conversion of high use grounds to synthetic surface (e.g. Lionel Watts Reserve), and better amenities especially for female players.
Archery	Seeking security of tenure for playing venue.
Athletics	Competitions are held at Sydney Academy of Sport, Narrabeen which is heavily booked. Groups consider the track and throws area is in need of upgrading or an alternative synthetics athletics track provided elsewhere. Club grounds used for training have insufficient storage.
Baseball	Some grounds are small and/ or suffer damage from winter season use. Demand for upgraded lighting (e.g. North Narrabeen & Aquatic Reserve) and new or upgraded amenities facilities (e.g. North Narrabeen & Aquatic Reserve), batting cages and fences.
Cricket	Demand for additional grounds as existing supply is insufficient to cater for current number of teams and future growth. Only 48 grounds available for 68 junior games on weekends. Game times have been modified and undersized fields accessed to accommodate teams. Poor surface quality on some grounds. Inadequate number of turf practice nets and enclosed synthetic practice nets. Some nets poorly positioned or in poor condition. High growth in women's participation. Demand for improved amenities. Cricket NSW seeking to establish a Centre of Excellence (1 of 11 proposed for metropolitan Sydney).
Gridiron	No demands expressed.
Hockey	Poor grass cover or undersized fields (e.g. turf cricket pitch at Frank Gray Oval means field has to be narrower). Demand for a dedicated synthetic hockey surface on the northern beaches. This is a high priority for the state body which advised that, of the estimated 3,000 players in the wider North Sydney Beaches Hockey Association, less than one third play locally (on grass or multi-sport fields) while the balance travel in excess of 45 minutes across Sydney to train and compete on suitable synthetic surface facilities.
Netball	Abbott Road headquarters is the only competition venue in Northern Beaches. No expansion capacity at this venue. Street parking is very limited and the adjacent school is understood to have recently withdrawn access to the school grounds for parking. Three (3) of the 48 courts provided are unusable at present due to inadequate size or drainage issues. Training courts at other locations are mostly grass with no, or inadequate, lighting. Some courts were lost due to new busway at North Narrabeen. Demand for conversion of grass courts to hard surface and new/ upgraded lighting (e.g. Lionel Watts Reserve, Boondah Reserve, Forestville War Memorial Playing Fields).



SPORT	KEY ISSUES AND NEEDS EXPRESSED BY INDIVIDUAL SPORTS
Oztag	Main issues are related to costs and past difficulties with field lighting system resulting games being delayed or cancelled.
Rugby League	Grounds are overused and grass surfaces unable to cope with levels of use. Fields have been modified to accommodate juniors. While current playing fields accommodate current needs it is important to retain existing allocation to rugby league. Demand for suitable amenities blocks (Nolan & Beacon Hill Reserve) and upgraded amenities (Denzil Joyce field).
Rugby Union	Undulating playing fields, poor surface quality, inadequate lighting, and amenities blocks undersized and in poor condition (Denzil Joyce and Reub Hudson fields). Changerooms/ amenities/ public toilets in poor condition and need for upgraded lighting (North Narrabeen Reserve). Demand for additional field for Newport Rugby.
Six-a-Side Football (Soccer)	Major growth in participation but unable to get sufficient ground allocation to meet demands. Players are being turned away. Currently use North Narrabeen Reserve and Brookvale Oval. Play in summer, mostly mid-week afternoons and evenings, but would like to play year round. 60% of members play six-a-side exclusively and no other form of soccer. Prefer natural grass rather than synthetic. Demand for additional fields, better lit grounds, and improved maintenance and irrigation of grounds.
Football (Soccer)	Second largest Association in NSW. Have modified competitions and restricted access to playing fields for training in order to meet demands. Demand for additional fields including synthetic fields (geographically dispersed) to take pressure off grass fields (e.g. Lionel Watts Reserve and Seaforth Oval). Synthetic surface at Cromer Park resulted in major increase in usage. Demand for improved playing surfaces, drainage/ irrigation of some grounds. Cricket pitches intrude on playing fields in some areas which creates a potential safety issue. Demand for installation of new lighting or upgraded lighting (e.g. Passmore Reserve, Nolan Reserve, Lionel Watts Reserve, Kitchener Reserve, LM Graham Reserve, and Tania Park). High women's participation. Some grounds have no amenities, and others have no female/ unisex change rooms.
Softball	Largest Association in NSW but cannot host state championships for over 15's as there are no full size fields in Northern Beaches. Grounds at softball's Abbott Road headquarters have overlapping diamonds which are 40% undersized, and also has inadequate lighting (only 2 poles for 2 diamonds). Softball has modified length of games to meet competition needs. Demand for additional full size playing fields. Inadequate amenities (especially for female sport), uneven playing surface, diamonds not enclosed at Abbott Road.
Touch Football	Unable to get sufficient ground allocation to meet demands for evening competitions. Turning away 20 teams at North Narrabeen Reserve and 30 teams at Nolan Reserve. Lost access to spillover fields at North Narrabeen Reserve to parking. Demand for access to additional fields. Would like to install lighting at Passmore Reserve. Nolan Reserve is subjected to flooding and residual water after rain events - need to improve drainage. Insufficient amenities at Nolan Reserve for number of players. Poorly located cricket pitches on some reserves which creates a potential safety issue.
Touch Rugby League	No demands expressed
Ultimate Frisbee	No demands expressed other than need for permanent line marking.

### 3.7 Golf Market Assessment

A market assessment of public and private golf course provision in the Northern Beaches was undertaken for Council by GBAS. Detailed findings are contained in the Golf Market Assessment report at Supporting Resources Document 2. A snapshot of the findings of this study is as follows:

- The Northern Beaches has a total of 13 golf courses, 8 of which allow public access on multiple days of the week. The remainder are accessible to members and their guests only.
- Seven (7) of the 13 clubs within the Northern Beaches Council area are situated on public land.
- Over the last decade there has been an overall decline in golf club membership of 13.2% across the wider Sydney metropolitan area. This equates to an average annual decline of 1.6%.
- Of the clubs in the Northern Beaches there has been an overall decline in membership over the last decade of 10%, representing an annual average decline of 1.2%.
- The 8 facilities that have a public element to them have experienced a 16% decline over the last decade representing an average annual decline of 1.9%.



- In lieu of insufficient member demand, this 'space' is being filled by public green fee demand. In recent times demand in this area has generally been flat, with no growth evident in rounds played or average green fee achieved.
- The market assessment concluded that:
  - The Northern Beaches has a high number of golf courses in total as well as a high number when assessed on a per head of population basis compared to other Sydney Local Government Areas and Sydney Planning Districts.
  - Whilst population has been growing, net club market member demand levels are slowly declining and demand is being fragmented across a number of golf courses on the Northern Beaches.
  - Whilst profits are currently being achieved at the clubs within the area of focus, they are not at a level that allows for sustained re-investment in facility infrastructure. For this to be achieved, most facilities firstly require more demand, then price growth, to materially grow profitability.
  - On the assumption that there is a sufficient mix of product to satisfy the level of golf demand that exists, and that this demand would and could be accommodated within a reduced supply pool, a reduction in supply may further assist the market to achieve greater sustainability.





## 4. Options to Address Current and Projected Needs

Northern Beaches Council's Discussion Paper (April 2017) put forward a number of actions and indicative costings to address the current and projected shortfall in sportsfields. These comprised:

**Action 1:** Make better use of existing sportsgrounds to increase availability and resilience. Actions include:

- Improving capacity by installing and upgrading lighting, upgrading drainage, improving playing surface quality, reconfiguring sportsgrounds for multiuse, improving resource management
- Re-allocate fields to sports with highest growth and need for space and full allocation of all available sportsfield hours and working with schools or other institutions.

**Action 2:** Convert more existing sportsfields to synthetic to increase sustainable capacity.

- This action increases sustainable capacity of fields from 35 to 54 hours a week as they can be used for longer hours and in wet weather without negatively impacting on surface quality.

*Create more sportsfields by:*

**Action 3:** Acquiring or securing additional private land as part of new housing developments.

**Action 4:** Converting existing open space to sportsfields e.g. golf courses.

**Action 5:** Acquiring additional land by purchasing Crown, private or other land.

*Alternatively, Council could choose:*

**Action 6:** Do nothing and accept the shortfall in supply.

Section 3 of the Discussion Paper noted Council's current capital works budget for sportsfields is approximately \$2 million per annum and elaborated on the rationale, implications and funding needs of each of the options.

Section 6 of the Discussion Paper outlined the indicative cost of the action options and proposed order of priority for investment to address the projected shortfall in sportsfields (refer Table 3).<sup>2</sup>

**Table 3: Impact on shortfall, funding and cost implications of Actions**

ACTION	IMPACT ON SHORTFALL (PLAYING AREA)	FUNDING PER HECTARE (ESTIMATE)	COST TO RATES PER HOUSEHOLD OVER 15 YEARS (ESTIMATE)
1. Make better use of existing sportsgrounds	4.4 hectares	\$270 thousand	\$49 (\$3.25 pa)
2. Convert more sportsfields to synthetic	5.5 hectares	\$2.7 - \$3 million	\$239 (\$15.93 pa)
3. Acquire and embellish additional private land as part of new housing developments	3.6 hectares (Warriewood)	\$4.75 - \$5.25 million	\$0 (funded by new housing development)
	7.8 hectares (Ingleside)	\$6.5 - \$7 million	\$0 (funded by new housing development)
4. Convert existing open space to sportsfields e.g. golf courses	11 hectares (example)	\$1.4 - \$1.8 million	\$231 (\$15.40 pa)
5. Acquire and embellish additional land	11 hectares (example)	\$6.5 - \$7 million	\$1,059 (\$70.60 pa)
6. Do nothing and accept the shortfall	Nil	Nil	Nil

<sup>2</sup> Further analysis of the shortfall and potential measures to address has been undertaken at Section 7



## 5. Feedback on Discussion Paper

In early April, Northern Beaches Council undertook a comprehensive community engagement exercise to seek community and stakeholder feedback on the Discussion Paper. This comprised:

- Media promotion of feedback opportunities
- Telephone survey of 402 residents (Micromex Research)
- Invitation of submissions (634 received at close)
- On-line survey of residents (4,152 received at close)
- Community drop-in sessions (x6)
- Briefings of sports and golf representatives
- Sports Forum with sports within the scope of the study

In addition, a petition urging the retention of Warringah Golf Course as an 18 hole facility signed by 10,353 people was received after the closing date for submissions of 7<sup>th</sup> May 2017. This is a very high level of community involvement and indicates a great deal of interest in the outcome of the project. Micromex Research, together with Northern Beaches Council, developed the telephone and on-line questionnaires. **A broader summary of the findings of the various feedback mechanisms is contained at Appendix 1. Detailed analysis of community feedback from telephone surveys, on-line surveys, and written submissions is contained at Supporting Resources Documents 3, 4 and 5.**

The protocols of the telephone survey of 402 residents undertaken by Micromex Research delivers a high level of confidence that responses would reflect the wider views of NBC residents.

Community feedback across the board indicates that residents are in favour of Council addressing the shortfall in sportsfields. Residents are most supportive of Action 1 (Make better use of existing sportsgrounds to increase availability and resilience) and Action 3 (Acquiring or securing additional private land as part of new housing developments).

Acquiring and embellishing additional land (Action 5) was by far the least favoured action among telephone survey respondents, with 73% not very supportive or not supportive at all. The Warringah Golf Club submission however was supportive of Council identifying suitable crown land and did not consider that the cost of its conversion to sportsgrounds was an undue imposition on current and future ratepayers.

Golfers and older adults in both the telephone survey and on-line survey were generally less supportive of converting a golf course to sportsfields and the general thread of written submissions was that golf course land should not be used before other actions/ options are explored and implemented, and then decide if golf course land is needed.

Telephone and on-line survey respondents were asked to indicate their preference for one of two options they would prefer Council to implement. The wording of these options was as follows:

### Option A - Implementing Actions 1 - 4

Includes make better use of existing sportsfields, new synthetic fields, new fields in land release areas, and converting all or part of a golf course to sporting fields. This means we are largely able to meet the shortfall and have enough sportsfields for our needs.

OR...

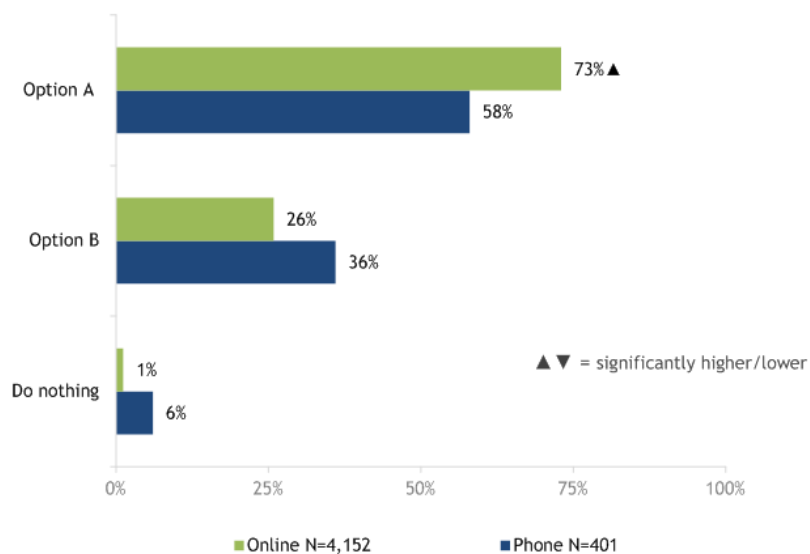
### Option B - Implementing Actions 1 - 3 only

Makes better use of our existing sportsfields and new synthetics, but does not include converting any golf course land to sportsfields. This means we will have a shortfall of supply, fields will be overused and we may not have enough space for everyone to play sport.



The preference of the majority of telephone and on-line survey respondents for Council to implement was Option A. A graphic comparison of telephone vs on-line survey vs telephone respondents' preference option for Council to implement is illustrated at Figure 2.

Figure 2: Preferred implementation option (telephone vs online survey respondents)





## 6. Strategy Development

This section outlines the overall approach to preparing the recommendations of the Strategic Directions Analysis. This includes the consideration of an array of research and analysis information, development of a priority framework and the process of developing specific recommendations.

### 6.1 Inputs for Strategy Development

In formulating the strategy for Northern Beaches Council sportsgrounds, a comprehensive range of research and analysis inputs have been considered. These include:

- *Sportsgrounds Needs Analysis Report*, Otium Planning Group (2016)
- *Golf Market Assessment Report*, Golf Business Advisory Services (2016)
- *Northern Beaches Sportsgrounds and Golf Courses Discussion Paper*, Northern Beaches Council (2017)
- Consultation from the Discussion Paper Exhibition
  - Community/ organisation feedback on the Discussion Paper
  - Sports Forum outcomes
  - Input from Council officers

Analysis of community submissions, telephone surveys, and on-line surveys in response to the Discussion Paper was undertaken by separate consultants commissioned by Council. Community and sports organisations' overall attitudes toward the proposed actions contained in the NBC Discussion Paper have been taken into account in framing recommendations. Detailed analysis and/ or testing of the accuracy of the numerous assertions or suggestions contained in the various community feedback modes has not been undertaken.

### 6.2 Priority Framework

The Sportsgrounds Needs Analysis Report and the Northern Beaches Sportsgrounds and Golf Courses Discussion Paper, identified a range of possible options to address the capacity and quality of sportsgrounds within the LGA. In order to formulate specific recommendations related to these options, a priority framework was developed in consultation with Council officers. The major components of this framework are outlined below:

1. General Guiding Factors
  - Timing factors which included
    - Council budgeting processes and current forward works programs
    - Approval and construction timeframes for land to be secured through development
    - Planning timeframes required to investigate, justify and negotiate outcomes
    - 5 year timeframe cohorts linked to population projections and short, medium and long term supply targets
  - Measures and options identified in the Needs Analysis and Discussion Paper
  - Overall attitudes toward the proposed actions contained in the NBC Discussion Paper
    - Based on external summaries of telephone surveys, on-line surveys and community submissions.
  - Key themes from Sports Forum
2. Proposed Facility Hierarchy (refer Appendix 2)
  - A facility hierarchy was developed to categorise Council's sportsgrounds in order to assess the appropriateness of specific recommendations
  - The hierarchy categories comprise:





- Local Facilities (A & B) - which are typically single field sportsgrounds
  - District Facilities - which are typically multi-field sportsgrounds servicing a number of sports
  - Regional Facilities (A & B) - which are either multi-field sportsgrounds servicing a regional catchment or high profile/ elite facilities
  - A description of the proposed draft hierarchy is attached at Appendix 2 and the application of the hierarchy to existing and future sportsgrounds is shown at Appendix 3.
3. Priority Criteria
- In assigning time frames to recommendations for existing grounds, discussions with Council officers took into account:
    - The extent to which additional usage capacity is generated
    - Unsatisfactory quality of grounds/ facilities
    - Budget capacity

### 6.3 Process for Developing Recommendations

In compiling the Strategy recommendations, the impact on the shortfall of sportsfields identified in the Sportsground Needs Analysis and NBC Discussion Paper was estimated (refer Section 7.5 for further detail). This enabled an ongoing assessment of forecast supply against demand as recommendations were developed to determine the net impact on the shortfall. The process used to formulate Strategy recommendations incorporated the range of research and analysis outlined at Section 6.1 and applied the priority framework outlined at Section 6.2.

The approach and structure taken to this task was based on the actions outlined in Council's Discussion Paper and informed by findings of the community consultation process.

#### **ACTION 1 (MAKE BETTER USE OF EXISTING SPORTSGROUNDS) AND ACTION 3 (ACQUIRE ADDITIONAL LAND AS PART OF NEW LAND RELEASES)**

- These actions were the most strongly supported in surveys and written submissions and accordingly are a key focus of the Strategy development. This involved an extensive site by site assessment of all NBC sportsgrounds and several recommendations for improvement are included in the recommendations of this Strategic Directions Analysis. The Strategy incorporates the provision of sportsfield land from new developments as part of Council's S94 Plan, however the timing of these developments is subject to other factors.

#### **ACTION 4 (CONVERT EXISTING GOVERNMENT OWNED OPEN SPACE TO SPORTSFIELDS, E.G ALL OR PART OF A GOLF COURSE)**

- While not supported by golfers (and older adults), it is evident that Actions 1, 2 and 3 alone will not be sufficient to address the projected shortfall in sportsgrounds. The Strategic Directions Analysis proposes that in the first 5-year cohort of recommendations, planning be undertaken to investigate the most appropriate golf course location to convert to sportsgrounds, and that redevelopment occur in the second 5-year cohort.

#### **ACTION 2 (CONVERT EXISTING SPORTSFIELDS TO A SYNTHETIC SURFACE)**

- Opinion was somewhat divided in relation to this Action. The proposed conversion of playing fields to synthetic surfaces contained in Council's existing capital works program has been factored into recommendations together with their estimated contribution to addressing the projected sportsground shortfall. Consideration of an additional surface in the third 5-year cohort of recommendations has been proposed.

#### **ACTION 5 (ACQUIRE AND EMBELLISH ADDITIONAL LAND FOR SPORTSFIELDS)**

- This action was poorly supported in the stratified sample of telephone survey respondents (72% opposed). Although more strongly supported in the 'opt-in' on line survey it was nevertheless ranked the second lowest of all options by on-line survey respondents. Accordingly, given this feedback and the high cost of implementing Action 5 as calculated by Council, no consideration was given in the Strategy to purchasing land for sportsfields.



## 7. Recommendations and Supply Modelling

The following sections detail all recommendations developed through preparation of the strategy and the cumulative impact on the supply and demand position. Draft Strategy recommendations have been categorised as follows:

1. 'Planning and/or management' actions required to investigate and/ or facilitate further opportunities to increase capacity or quality of facilities
2. Actions that 'Increase Capacity' and reduce the need for additional land through a range of improvements and upgrades
3. 'Service level' actions which address ground/ facility quality issues to ensure sustainability and optimum use, and are in accordance with the hierarchy ranking of the ground

Recommendations have been assigned the following time frames:

- Short Term 2017 - 2021
- Medium Term 2022 - 2026
- Long Term 2027 - 2031

This report does not suggest that Council should be responsible for the implementation and funding of all recommendations in this Strategy. External funding such as state/ federal government grants, available mechanisms for developer contributions, and/ or partnerships with education and/ or sporting bodies should be sought where possible. Further, priorities may change over time subject to changes in demand or funding opportunities.

### 7.1 Guiding Principles

In order to guide the implementation of recommendations, the following guiding principles are suggested:

1. Priority Principles - prioritise initiatives that represent best value, that is, initiatives which:
  - o Provide a strong cost benefit ratio
  - o Involve low or no capital costs whilst increasing access/ use (e.g. planning and management changes)
  - o Increase sportsground capacity, and enhance viability of existing facilities through improved surfaces, lighting, drainage and design
  - o Maximise carrying capacity at existing sportsgrounds which optimises investment
  - o Match uses/ activities with the characteristics of sportsgrounds and other users



## 2. Funding Principles

- Seek external funding contributions where possible (government and/ or sport)
- Focus funding priorities on improving sportsground facilities for conducting sport, as opposed to contributing towards club based social facilities
- Plan collaboratively for turf and synthetic ground replacements and whole of life costs
- Should users wish to have higher quality of facility than Council can afford, or is considered a low priority, they may contribute to the capital cost of the upgrade works

## 3. Equity Principles

- Ensure infrastructure is more female-friendly and family orientated, consisting of factors and attributes such as:
  - Buildings and surrounding areas that offer supporting amenities and resources
    - Unisex change facilities that cater for the needs of both males and females
    - Inviting community spaces
    - Safety (Crime Prevention Through Environmental Design - CPTED)
    - Easily accessible facilities
    - Adequate lighting in and around the facility
  - Ensure the following principles from Council's Disability Inclusion Action Plan are reflected in planning:
    - Everyone can participate
    - Access and inclusion is everyone's business
    - Social Justice Principles inform decision making - Access, Equity, Rights and Participation
- Provide for diverse populations and lifestyles: age, ability, cultural backgrounds and demand for new sport formats and schedules
- Prioritise access to sportsgrounds for community based sport



## 7.2 Short Term Recommendations (2017 - 2021)

### 7.2.1 Planning and Management Recommendations

RESERVE NAME/ LOCATION	FIELD/ FACILITY DESCRIPTION	RECOMMENDATION
1. Aquatic Reserve	All Fields	Audit booked hours versus actual hours of use to assess opportunities for increased use/ capacity
	Field 1	Keeping in mind the constraints of the site as a former landfill, investigate the potential to improve drainage and surface quality.
2. Ararat Reserve	All	Revisit the Sunday booking agreement with Eurofest in order to potentially extend usage and determine if drainage and surface improvement works are required.
3. Balgowlah Oval	All	Investigate either (1) Potential for reconfiguration/ reshaping of field and realignment of golf hole(s) to expand area/ capacity or (2) Incorporation of expanded playing fields into potential conversion of Balgowlah Golf Course to playing fields (refer recommendation 15, 7.2.1).
4. Bantry Reserve	All	Review and amend current Council agreement that restricts allocation to allow for full allocation. Audit booked hours versus actual hours of use to assess opportunities for increased use/ capacity.
		Assess the condition and functionality of the amenities block and upgrade if considered necessary, including storage.
5. Beverley Job Park	Netball area	Investigate the option of converting the former netball area to multi-use hardcourts.
6. Cromer Park	Fields 2-5	Audit booked hours versus actual hours of use to assess opportunities for increased use/ capacity.
7. JFP Sports Complex	All	Prepare a Master Plan to: <ul style="list-style-type: none"> <li>Investigate best use of all sportsgrounds and facilities particularly in regard to softball and conversion of existing space for other uses</li> <li>Investigate options to address car parking particularly for netball (including potential conversion of existing courts, or decentralisation of netball competitions, or rescheduling of competitions times)</li> <li>Field and lighting reconfigurations and reallocations</li> <li>Upgrade ancillary facilities and amenities</li> <li>Develop field layouts to maximise functionality</li> </ul>
8. JFP (Fields 3, 4 & 5)	3-5, Abbott Rd	Reduce level of use on these fields as soon as practicable. Other development subject to outcome of JFP Sports Complex master plan (refer recommendation 7 above)
9. Killarney Heights Oval	All	Assess the condition and functionality of the amenities block and upgrade if considered necessary.





RESERVE NAME/ LOCATION	FIELD/ FACILITY DESCRIPTION	RECOMMENDATION
10. Lake Park Oval Reserve	All	Audit booked hours versus actual hours of use to assess opportunities for increased use/ capacity.
11. Sydney Academy of Sport	All playing areas	Advocate for upgrading of track and field area as part of master planning to address quality/ safety concerns of athletics groups. Seek potential use of playing fields for training.
12. North Narrabeen Reserve	All fields	Prepare a Master Plan to: <ul style="list-style-type: none"> <li>Review field layouts and lighting plan to maximise opportunities for shared use</li> <li>Investigate installing 90 degree parking along Walsh St.</li> <li>Investigate rectangular playing field on existing market area</li> <li>Upgrading of drainage/ irrigation</li> </ul>
13. Tania Park	All fields	Audit booked hours versus actual hours of use to assess opportunities for increased use/capacity
14. Terrey Hills Oval	Whole area	Audit booked hours versus actual hours of use to assess opportunities for increased use/capacity
		Review existing agreement with rugby union to investigate opportunities for shared use of amenities. Alternatively provide additional amenities/storage to service multiple user groups.
		Investigate reconfiguration of nets and hard courts in order to enhance utilisation of available space.
15. Golf Course Analysis	n/a	Undertake a detailed analysis of public golf courses to assess the most suitable location(s) for conversion to sportsfields. This analysis should incorporate consideration of: <ul style="list-style-type: none"> <li>Potential useable land area</li> <li>Topography</li> <li>Accessibility</li> <li>Traffic and car parking considerations</li> <li>Environmental and engineering considerations</li> <li>Neighbouring resident considerations</li> <li>Planning and development constraints</li> <li>Capital and operational cost considerations</li> </ul>
16. North Narrabeen	Golf Driving Range	Investigate the conversion of the existing golf driving range to sportsfields and identifying a suitable site for the relocation of the driving range (eg existing golf course).
17. School sites	n/a	Investigate opportunities for joint use/ development, or greater use, of school grounds for community and school use. In the first instance, focus on schools with larger playing fields.
18. Synthetic Hockey Surface Feasibility Study	n/a	Liaise with Hockey NSW and local hockey associations to undertake a feasibility study into the potential funding, location, management and viability of developing 1 - 2 dedicated wet surface synthetic hockey fields.



RESERVE NAME/ LOCATION	FIELD/ FACILITY DESCRIPTION	RECOMMENDATION
19. Policy Review	n/a	Review current Jan-March restriction on no 'high impact' activities at some locations to enable pre-season and other sports use.
20. Cricket Fields Reconfiguration	n/a	Liaise with NBC cricket associations to identify opportunities for reconfiguration of grounds to accommodate additional junior cricket facilities (based on Cricket NSW guidelines) without adversely impacting on shared use with other codes.
21. Multi-Use Synthetic Surfaces	n/a	<p>Apply the following criteria to assess potential sites for conversion to, or provision of, additional synthetic surfaces beyond 2021.</p> <p><u>Primary Selection Criteria</u></p> <ol style="list-style-type: none"> <li>1. Size of site <ul style="list-style-type: none"> <li>• Is the site large enough to accommodate required facilities, parking and future expansion?</li> </ul> </li> <li>2. Accessibility <ul style="list-style-type: none"> <li>• Is the site easily accessible by car and public transport?</li> </ul> </li> <li>3. Topography <ul style="list-style-type: none"> <li>• Is the site relatively flat, not flood prone, have stable soil conditions, and not have a previous landfill history?</li> </ul> </li> <li>4. Catchment Population <ul style="list-style-type: none"> <li>• Is the site well located to service the intended catchment population?</li> </ul> </li> <li>5. Land Ownership <ul style="list-style-type: none"> <li>• Is the site owned or controlled by Council or does the site need to be purchased</li> </ul> </li> </ol> <p><u>Secondary Selection Criteria</u></p> <ol style="list-style-type: none"> <li>6. Planning/ Zoning <ul style="list-style-type: none"> <li>• Is the site capable of complying with planning requirements?</li> </ul> </li> <li>7. Site Services <ul style="list-style-type: none"> <li>• Are services on site or nearby? <ul style="list-style-type: none"> <li>○ - Electrical</li> <li>○ - Water</li> <li>○ - Sewer</li> <li>○ - Storm water</li> </ul> </li> </ul> </li> <li>8. Impact on Current Users <ul style="list-style-type: none"> <li>• Will the development impact on or displace current site users?</li> </ul> </li> <li>9. Neighbourhood Impacts <ul style="list-style-type: none"> <li>• Is the site likely to exacerbate neighbourhood impacts i.e. noise, traffic, lighting and amenity.</li> </ul> </li> <li>10. Expansion Capacity <ul style="list-style-type: none"> <li>• Does the site have capacity for future expansion of synthetic fields?</li> </ul> </li> </ol>



RESERVE NAME/ LOCATION	FIELD/ FACILITY DESCRIPTION	RECOMMENDATION
22. Allocation Process	n/a	<p>Review sportsground allocation processes to:</p> <ul style="list-style-type: none"> <li>• Ensure maximum use is effectively balanced against equity of access principles</li> <li>• Establish a range of pricing strategies (e.g. link cost of use to field booking hours)</li> <li>• Establish appropriate summer and winter usage benchmarks for each field</li> <li>• Undertake regular monitoring of actual use and associated impacts</li> </ul>
23. New Technology	n/a	<p>Consider and evaluate new technology options including:</p> <ul style="list-style-type: none"> <li>• Emerging roll out synthetic cricket pitch technology</li> <li>• Booking software to maximise efficiency</li> </ul>
24. Demand Management	n/a	<p>Liaise with the Northern Beaches sports sector to assess the opportunity to manage demand which could mitigate pressure on existing facilities by:</p> <ul style="list-style-type: none"> <li>• Encouraging greater use of small sided fields</li> <li>• Utilising technology such as roll out cricket pitches</li> <li>• Adopting uniform practices for season overlaps</li> <li>• Ceasing blanket/ historic bookings of fields</li> <li>• Introducing an on-line booking system</li> <li>• Investigating alternative fee structures including charging for grounds based on hours booked</li> <li>• Encouraging use of remote training locations where possible</li> <li>• More evenly distributing training and competition times, draws and schedules</li> <li>• Sharing clubhouses among multiple sports</li> </ul>
25. Manly Oval	All	<p>Undertake an engineering analysis to determine the most appropriate approach to upgrading sub-surface drainage and irrigation.</p>
26. Dog Park Strategy	n/a	<p>As part of the forthcoming Dog Park Strategy, review the appropriateness of providing dog parks at sports field locations.</p>
27. Detailed Review of Strategy #1	n/a	<p>By the end of 2021 complete a detailed review of Strategy progress and reassess the appropriateness and priority of unimplemented recommendations to 2026 and 2031.</p>



### 7.2.2 Recommendations to Increase Capacity

RESERVE NAME/ LOCATION	FIELD/ FACILITY DESCRIPTION	RECOMMENDATION
1. Warriewood Valley Land Release	Future Expansion Site (Acquisition)	Continue with action to acquire land through s94 plan and implement development of sportsfields.
2. Careel Bay	Mini Fields	Convert to full size field (incorporating minis) in order to expand the capacity of the area. Include cricket pitch if no impact on playing area.
3. Cromer Park	Cromer 1	At the expiration of the current lease term, renegotiate lease terms with MWFA for Cromer 1 in order to facilitate better access and cost sharing.
4. Forestville Park	Field 1	Pursue discussions with Forestville Junior Rugby League to amend the existing lease to cover the building only and enable greater use of Field 1. Upgrade lighting to 100 lux. Monitor future intensity of use to determine if drainage improvements are necessary.
	Field 2	After the lease is amended, install lighting, irrigation, drainage and ground improvements to Field 2 in order to improve capacity.
5. Forestville War Memorial Playing Fields	Synthetic Fields	Modify the design and/ or management of the cricket practice nets to facilitate greater use of synthetic field. If unsuccessful, investigate the relocation of cricket practice nets.
	MOU	Review existing MOU to ensure facility achieves maximum use.
6. JFP Frank Gray	All fields	Install competition level lighting (100 lux) and monitor impact on surface quality for hockey.
7. JFP Mike Pawley Oval	All fields	Install competition level lighting (100 lux) and monitor impact on surface quality for hockey.
8. Kitchener Park	All	Prepare a Master Plan to address commuter and user group car parking. Include in assessment of potential sites for synthetic surfaces (refer recommendation 21 at 7.2.1)
9. Lionel Watts Reserve	Fields 3 and 4	Proceed with proposed synthetic surface installation as contained in existing capital budget projections.
10. Narrabeen Sports High	Synthetic field	Review the allocation and booking process and current fee structure to ensure full utilisation during peak periods.
11. North Narrabeen Reserve	Overflow car park area	Subject to outcome of the Master Plan (refer recommendation 12 at 7.2.1) provide rectangular playing field on existing market area.
12. Passmore Reserve	Fields 1 and 2	Install lighting (100lux) and investigate need for drainage improvements.
13. Tristram Reserve	Fields 1 and 2	Install lighting to 100 lux.
14. Waldon Road Reserve	All	Amend new lease with Wakehurst Rugby Union to cover the building only and enable greater use of playing field.





RESERVE NAME/ LOCATION	FIELD/ FACILITY DESCRIPTION	RECOMMENDATION
15. School sites	n/a	Upgrade identified school facilities to cater for training and competition (Phase 1)

### 7.2.3 Service Level Recommendations

RESERVE NAME/ LOCATION	FIELD/ FACILITY DESCRIPTION	RECOMMENDATION
1. Allambie Heights Oval	All	Undertake irrigation and drainage improvements in order to improve field resilience. Assess the condition and functionality of amenities/ storage and upgrade if considered necessary.
2. Beacon Hill Reserve	Field 2	Upgrade drainage and irrigation to improve field resilience.
	Field 1	Upgrade lighting to 100 lux
	All fields	Assess the condition and functionality of the amenities block and upgrade if considered necessary.
3. Boondah Reserve	Grass Courts	Develop up to 6 hard surface netball courts once land has been acquired as part of S94 Plan.
4. Careel Bay Reserve	Mini Fields	Install drainage
5. Condoval Street Reserve	All	Utilise as a non-sport specific training space. Investigate low cost improvement to car park and low cost relocatable amenities.
6. County Road Reserve	All	Investigate options for long term tenure with RMS.
7. Cromer Park	Amenities (Field 2-5)	Proceed with upgrade of amenities in capital works program
	Field 2	Proceed with installation of synthetic surface
8. Dee Why Park	All	Investigation the potential for additional mini fields
9. Forestville War Memorial Playing	Netball area	Convert 3 grass courts to hardcourts and install lighting (as per draft capital works program)



RESERVE NAME/ LOCATION	FIELD/ FACILITY DESCRIPTION	RECOMMENDATION
Fields	General	Investigate the need for drainage improvements.
10. James Morgan Reserve	All	Assess the condition and functionality of the amenities block and upgrade if considered necessary.
11. JFP Reub Hudson Oval/Denzil Joyce	All	Proceed with proposed rectification of playing fields and upgrading of lighting.
12. Nolan Reserve (District Park)	All fields	Proceed with amenities upgrade (southern end). Undertake an engineering analysis to investigate viable options to improve drainage system in order to reduce field down time. Upgrade lighting to improve field coverage to 100 lux.
13. North Narrabeen Reserve	Eastern Rugby Fields	Proceed with lighting upgrade to 100 lux as per current capex program. Upgrade amenities building between rugby union and baseball fields.
14. St Matthews Farm Reserve	All fields	Implement other improvements consistent with outcome of Master Plan (refer recommendation 12 at 7.2.1)
15. Warriewood Valley Sportsground	n/a	Reallocate some football fixtures to Cromer Park (current and future synthetic surfaces) to reduce over-use of this facility.
16. Manly Oval	All	Implement Master Plan improvements including field rectification and reconfiguration (including for a new field), and upgrading lighting to 100 lux
17. Seaforth Oval	All	Investigate drainage improvements and implement turf monoculture in order to improve field resilience. Assess the condition and functionality of the amenities block, scoreboard and pavilion and upgrade if considered necessary. Complete irrigation, drainage and lighting upgrade
	All	Reconfigure grounds to amend cricket layout and re-orientate football fields.



## 7.3 Medium Term Recommendations (2022 - 2026)

### 7.3.1 Planning and Management Recommendations

RESERVE NAME/ LOCATION	FIELD/ FACILITY DESCRIPTION	RECOMMENDATION
1. Careel Bay Reserve	Field 1	Include in assessment of potential sites for synthetic surfaces (refer recommendation 21 at 7.2.1).
2. Miller Reserve (District Park)	All Fields	Review utilisation and consider installing drainage system to improve field recovery times. Include in assessment of sites for potential synthetic surfaces (refer recommendation 21 at 7.2.1)
3. Narrabeen Sports High School	n/a	Assess the condition and functionality of the amenities block and upgrade if considered necessary.
4. Detailed Review of Strategy #2	n/a	Investigate repositioning of light towers to enable greater utilisation of field area. Liaise with DoE, Cricket NSW and Baseball NSW to evaluate the schools' proposal for a potential indoor training facility for these sports. By the end of 2026 complete a second detailed review of Strategy progress and reassess the appropriateness and priority of unimplemented recommendations.

### 7.3.2 Recommendations to Increase Capacity

RESERVE NAME/LOCATION	FIELD/FACILITY DESCRIPTION	RECOMMENDATION
1. Ingleside Land Release - south	n/a	Develop stage 1 fields in accordance for proposed timing for development and provision of land
2. Golf Course Conversion	n/a	Develop new sportsgrounds on a golf course site(s) subject to outcome of investigation. Incorporate shared use for summer/ winter sports and informal recreation opportunities as primary planning principles.
3. North Narrabeen	n/a	In master planning the redevelopment of a golf course for sports fields include consideration of relocating softball from Abbott Rd Softball Grounds to enable compliant full size diamonds, cricket fields, and access to playing fields for touch.
4. School sites	Golf Driving Range	Subject to outcome of investigation (refer recommendation 16, at section 7.2.1) develop new sportsgrounds on the golf driving range. Incorporate shared use for summer/ winter sports and informal recreation opportunities as primary planning principles.
	n/a	Upgrade identified school facilities to cater for training and competition (Phase 2)



RESERVE NAME/LOCATION	FIELD/FACILITY DESCRIPTION	RECOMMENDATION
5. Dedicated Synthetic Hockey Surface	n/a	Develop new hockey synthetic hockey facilities subject to outcome of feasibility investigation (refer recommendation 18 at 7.2.1)

### 7.3.3 Service Level Recommendations

RESERVE NAME/LOCATION	FIELD/FACILITY DESCRIPTION	RECOMMENDATION
1. Balgowlah Oval	All	Upgrade drainage and irrigation to improve field resilience. Assess the condition and functionality of the amenities block and upgrade if considered necessary.
2. Beacon Hill Reserve	All	Reduce current usage hours to manage impacts (subject to increased capacity at other sites).
3. Beverley Job Park	Lower fields	Upgrade drainage and lighting of lower fields.
4. Boondah Reserve	Field 2	Upgrade lights (100 lux)
5. County Road Reserve	All	Consider installation of low cost relocatable amenities and lighting.
6. David Thomas Reserve (District Park)	All	Upgrade drainage. Change turf cultivar to improve field resilience.
7. Dee Why Park	All	Upgrade drainage and irrigation. Assess the condition and functionality of the amenities block and upgrade if considered necessary.
8. JFP Mike Pawley Oval	All	Assess the condition and functionality of the amenities block and upgrade if considered necessary.
9. Keirle Park	All	Consider establishment of cricket nets in south west corner. Review turf management to improve ability to cope with current use.
10. Newport Oval		Establish turf monoculture to improve playing surface resilience.
11. Tania Park	All	Install irrigation, drainage and lighting in order to improve field resilience and functionality.
12. Wyatt Reserve	All	Assess the condition and functionality of the amenities block and storage areas - upgrade if considered necessary.





## 7.4 Long Term Recommendations (2027 - 2031)

### 7.4.1 Planning and Management Recommendations

RESERVE NAME/ LOCATION	FIELD/ FACILITY DESCRIPTION	RECOMMENDATION
1. Belrose Oval	All	Audit booked hours versus actual hours of use to assess opportunities for increased use/ capacity
2. LM Graham Reserve	All	Demolish the southern amenities building and return the area to open space. Expand and enhance the northern amenities building to cater for sport and recreation needs
3. Manly West Park	All	Review usage and assess need for lighting upgrade.

### 7.4.2 Recommendations to Increase Capacity

RESERVE NAME/LOCATION	FIELD/FACILITY DESCRIPTION	RECOMMENDATION
1. Inglestone Land Release - north	n/a	Develop stage 2 fields in accordance for proposed timing for development and provision of land
2. Multi-Use Synthetic Surfaces	n/a	Install 1 synthetic surface (location to be determined subject to further investigation)

### 7.4.3 Service Level Recommendations

RESERVE NAME/LOCATION	FIELD/FACILITY DESCRIPTION	RECOMMENDATION
1. Belrose Oval	All	Consider additional lighting to achieve 100 lux across the entire field.
2. Boondah Reserve	Field 2	Assess the condition and functionality of the amenities block and upgrade if considered necessary.
3. Boondah Reserve	Fields 2 - 7	Upgrade drainage and irrigation in order to improve resilience of fields.
4. Collaroy Plateau Park	All	Upgrade drainage to improve field resilience



RESERVE NAME/LOCATION	FIELD/FACILITY DESCRIPTION	RECOMMENDATION
5. Forestville Park	All	Upgrade car park
6. Wyatt Reserve	All	Install irrigation and drainage to improve field resilience.



## 7.5 Supply and Demand Model

This section models the impact on the supply and demand position over the three 5-year cohorts. This based on the assumption that all capacity increasing recommendations identified in the section above are implemented.

Through the Sportsgrounds *Needs Analysis*, a shortfall in the current supply of sportsground playing surface was identified as 24Ha. This was forecast to grow (without any action to address supply) to 41.4Ha by 2031. As noted in Section 6.2, three 5-year cohorts were developed to provide a structure for undertaking recommendations and actions. By applying these cohorts to the identified gaps (in the 'do nothing scenario') and linking them to population growth, the following supply targets were identified.

Table 4: Supply Shortfall (Ha)

	2016	2021	2026	2031
Initial Shortfall	24.0	-	-	-
Additional Shortfall from Population Growth	-	5.3	5.9	6.2
Cumulative Shortfall (if no action taken)	24.0	29.3	35.2	41.4

As noted previously, a key part of developing and assessing recommendations for the strategy was to identify those recommendations that could assist in closing the forecast supply gap. Where recommendations were identified as having the potential to increase the capacity and/ or supply of sportsgrounds a method to quantify the resulting impact needed to be developed. To this end, a range of assumptions were established and applied to relevant recommendations as follows:

- **Action 1 Make better use of existing sportsgrounds to increase availability and resilience**
  - Lighting installation or upgrades
    - An allowance was made for the additional hours of use for unlit or partly lit areas
  - Reconfiguration
    - Allowance made for additional playing area created or potential hours of use
  - Reallocation of fields
    - An allowance was made for 'under-allocated' areas to be used to their maximum capacity
    - For school sites, an allowance was made based on the estimated number hours of additional use per potential field
- **Action 2 Convert more existing sportsfields to synthetic to increase sustainable capacity**
  - New multi-use synthetic surfaces
    - For known sites, an allowance was made for the additional hours and intensity of use compared to current allocations
    - For sites yet to be determined, a generic allowance was made for the difference between a natural turf field capacity and a synthetic surface
- **Action 3 Acquiring or securing additional private land as part of new housing developments**
  - For land acquired from known developments, an estimate of 'yield' in playing space developed was allowed (based on Council's Discussion Paper)
- **Action 4 Converting existing open space to sportsfields (eg all or part of a golf course)**
  - For potential golf course development, a generic 'yield' estimate of playing space of 11Ha was allowed (based on Council's Discussion Paper)
  - For other sites, an allowance was made based on the number hours of additional use per potential field



Based on the recommendations to increase capacity outlined at Sections 7.2.2, 7.3.2 and 7.4.2 and the assumptions outlined above, a supply and demand model was developed. The results of this model are illustrated Table 5.

**Table 5: Supply and Demand Model Summary (Ha)**

	2016	2021	2026	2031
Cumulative Supply Gap (do nothing)	24.0	29.3	35.2	41.4
Additional Supply per Period (from recommendations)	0.0	16.7	16.2	6.5
Cumulative Additional Supply	0.0	16.7	32.9	39.4
<b>Cumulative Net Result (Shortfall)</b>	<b>(24.0)</b>	<b>(12.7)</b>	<b>(2.3)</b>	<b>(2.0)</b>

This shows that with full implementation of all capacity-increasing recommendations, it is possible to address most of the assessed shortfall in the overall supply of sportsgrounds. However, it should be noted that this assumes all actions are implemented and that the entire supply system is being used at capacity.

To assist with further analysis, the modelling has been broken down to describe the impact on supply by 'Action' type over the three time periods within the time frame of Strategy recommendations. This is outlined at Table 6.

**Table 6: Supply Increase by 'Action' Type - 2016 - 2021 (Ha)**

	2021	2026	2031	Total
<b>Action 1</b> Make better use of existing sportsgrounds to increase availability and resilience	8.0	2.6	0.0	10.6
<b>Action 2</b> Convert more existing sportsfields to synthetic to increase sustainable capacity	4.0	0.0	1.3	5.4
<b>Action 3</b> Acquiring or securing additional private land as part of new housing developments	3.6	2.6	5.2	11.4
<b>Action 4</b> Converting existing open space to sportsfields eg all or part of a golf course	1.0	11.0	0.0	12.0
<b>Total</b>	<b>16.7*</b>	<b>16.2</b>	<b>6.5</b>	<b>39.4</b>

*\*Difference is due to rounding*

This shows that there is a significant contribution to addressing the projected shortfall by all actions.

In the first 5-year period, Action 1 contributes almost half of the projected increase. This includes increasing the capacity of existing sportsgrounds and improving and utilising school facilities<sup>3</sup>. Additional capacity is also provided through Action 2 (4Ha) and Action 3 (3.6Ha) during this period.

In the second 5-year period, the majority of the projected increase comes from Action 4 based on the assumption that up to 11Ha can be gained through the conversion of golf course space (to be determined). This is supplemented by an assumed increase relating to access and use of school facilities (Action 1, 2.6Ha) and land acquired through development (Action 3, 2.6Ha).

The third 5-year period, by and large, keeps pace with projected demand from population growth through the acquisition of additional land from development (Action 3, 5.2Ha) and the installation of an additional synthetic sportsfield (Action 2, 1.3Ha).

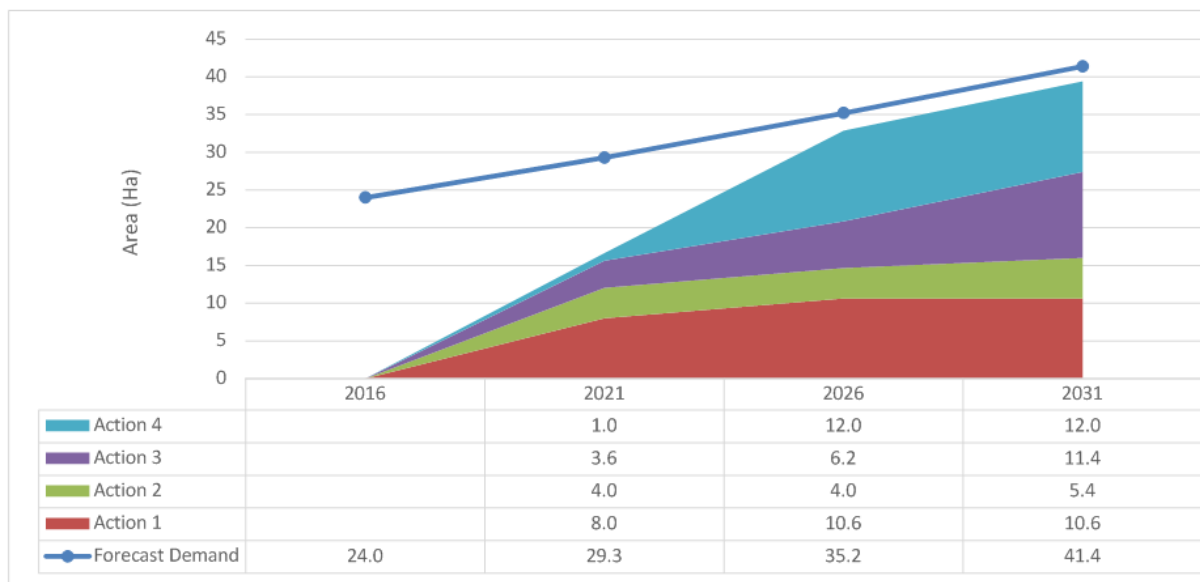
Figure 3 below further demonstrates the potential impact on supply by each action and the cumulative impact of all actions compared to the forecast demand gap over the three time periods.

<sup>3</sup> Subject to discussion/negotiation with schools





Figure 3: Demand and Supply Model (Cumulative)



This graphically demonstrates the impact of each action over the three time periods and illustrates the extent to which the forecast gap can be closed with all actions employed as per the recommendations. Ongoing monitoring of the demand, supply and use of sportsgrounds will be necessary to manage the continued review and implementation of the recommendations.

The recommendations of this Strategic Directions Analysis suggest a major review of recommendations in 2021 and 2026.



## 8. Appendix 1: Summary of Feedback on Discussion Paper

In early April, Northern Beaches Council undertook a comprehensive community engagement exercise to seek community and stakeholder feedback on the Discussion Paper. This comprised:

- Media promotion of feedback opportunities
- Telephone survey of 402 residents (Micromex Research)
- Invitation of submissions (634 received at close)
- On-line survey of residents (4,152 received at close)
- Community drop-in sessions (x6)
- Briefings of sports and golf representatives
- Sports Forum with sports within the scope of the study

This is a very high level of community involvement and indicates a great deal of interest in the outcome of the project.

### 8.1 Survey Responses

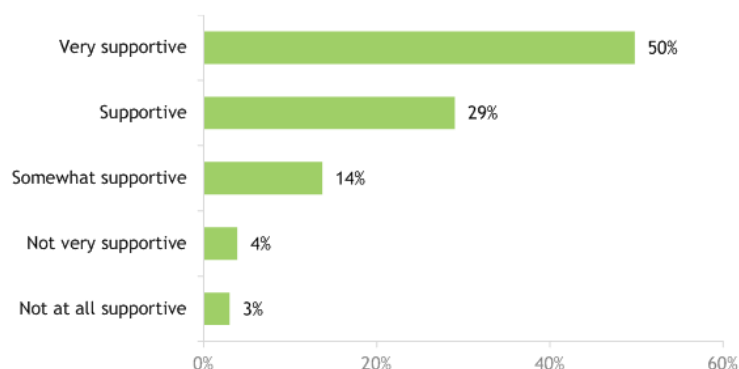
#### 8.1.1 Telephone Survey

Micromex Research conducted 402 interviews during the period 26<sup>th</sup> April to 1<sup>st</sup> May 2017. The survey sample was weighted by age, gender and Council area to reflect the 2011 ABS community profile of Northern Beaches Council. The summary of survey findings notes that "...the sample size of 402 provides a maximum sampling error of plus or minus 4.9% at 95% confidence. This means that if the survey was replicated with a new universe of N=402 residents, that 19 times out of 20 we would expect to see the same results, i.e. +/- 4.9% at 95%." <sup>4</sup> Micromex Research, together with Northern Beaches Council, developed the questionnaire. A full copy of the survey analysis is available at Supporting Resources Document 3.

Residents were asked to indicate their level of support for Council addressing the shortfall in sportsfields, their level of support for the Actions contained in the Discussion Paper, and their preferred option. The following summary of responses is derived directly from the May 2017 Micromex Research report on the results of the survey.

Residents were in favour of Council addressing the shortfall in sportsfields, with 50% being very supportive and 29% supportive (refer Figure 4). Those aged 65 and over, and golf club members were, from a relative perspective, significantly less supportive.

Figure 4: Level of support toward addressing the shortfall in sportsfields (Telephone Survey)

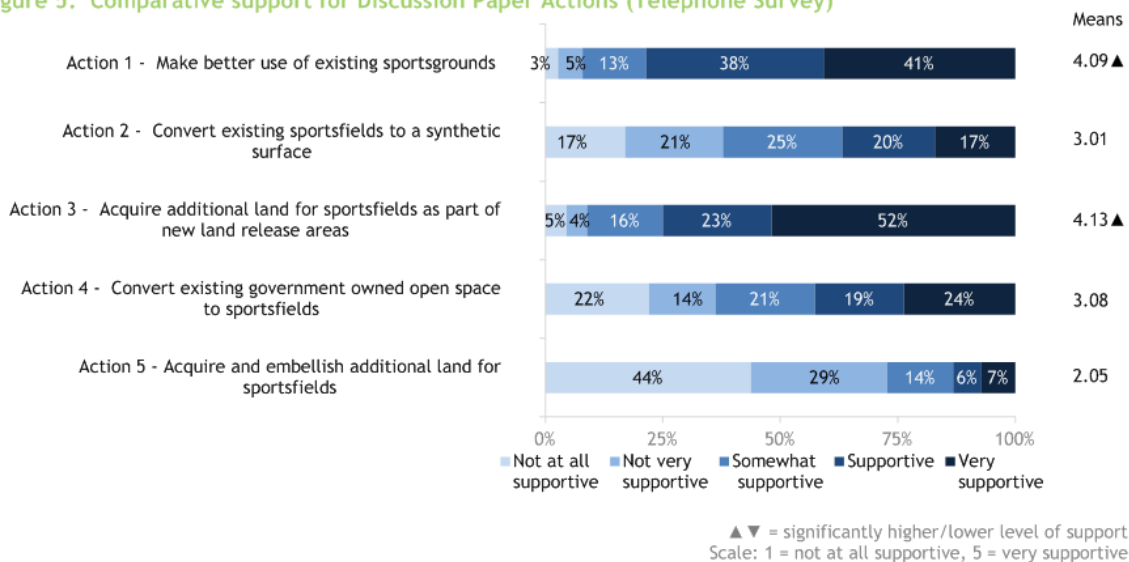


<sup>4</sup> The telephone survey protocol means there is a high level of confidence that telephone survey respondents' responses would reflect the wider views of NBC residents



Acquiring additional land as part of new land releases (Action 3) and making better use of existing grounds (Action 1) were the Actions with the highest levels of support (refer Figure 5).

Figure 5: Comparative support for Discussion Paper Actions (Telephone Survey)



Residents were less supportive of Action 2 (Converting existing fields to a synthetic surface) with 37% being supportive or very supportive and 38% not very supportive or not supportive at all. Support for Action 4 (Convert existing government owned open space to sportsfields, i.e. all or part of a golf course) was ostensibly balanced. Non-ratepayers were significantly more supportive, as were those aged 18-49, however, residents aged 50 and over expressed significantly less support, as did golf club members. Acquiring and embellishing additional land (Action 5) was the least appealing of the actions to residents, with 73% not very supportive or not supportive at all.

Telephone survey respondents were asked to indicate their preference for one of two options they would prefer Council to implement. The wording of these options was as follows:

Option A - Implementing Actions 1 - 4

Includes make better use of existing sportsfields, new synthetic fields, new fields in land release areas, and converting all or part of a golf course to sporting fields. This means we are largely able to meet the shortfall and have enough sportsfields for our needs.

OR

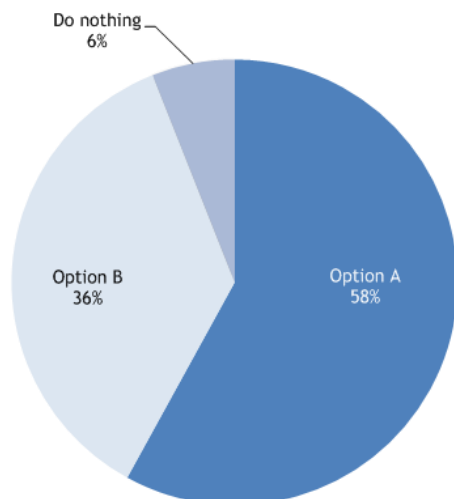
Option B - Implementing Actions 1 - 3 only

Makes better use of our existing sportsfields and new synthetics, but does not include converting any golf course land to sportsfields. This means we will have a shortfall of supply, fields will be overused and we may not have enough space for everyone to play sport.

The preference of the majority of residents for Council to implement was Option A (refer Figure 6).



Figure 6: Preferred implementation option for Council (telephone survey)



The main reasons expressed in support of Option A were as follows:

- Best combination of solutions 25%
- Converting golf courses is efficient 23%
- Important to have sportsfields for everyone 19%
- Other 12%

36% of residents preferred Option B. The main reasons expressed in support of Option B were as follows:

- |   |     |
|---|-----|
| • Don't want to lose any golf courses                   | 29% |
| • Utilise what is available                             | 6%  |
| • Older members of the community enjoy the golf courses | 5%  |
| • Best option   | 4%  |
| • Golf courses are an important green space             | 4%  |
| • Other   | 19% |

#### 8.1.2 On-Line Survey

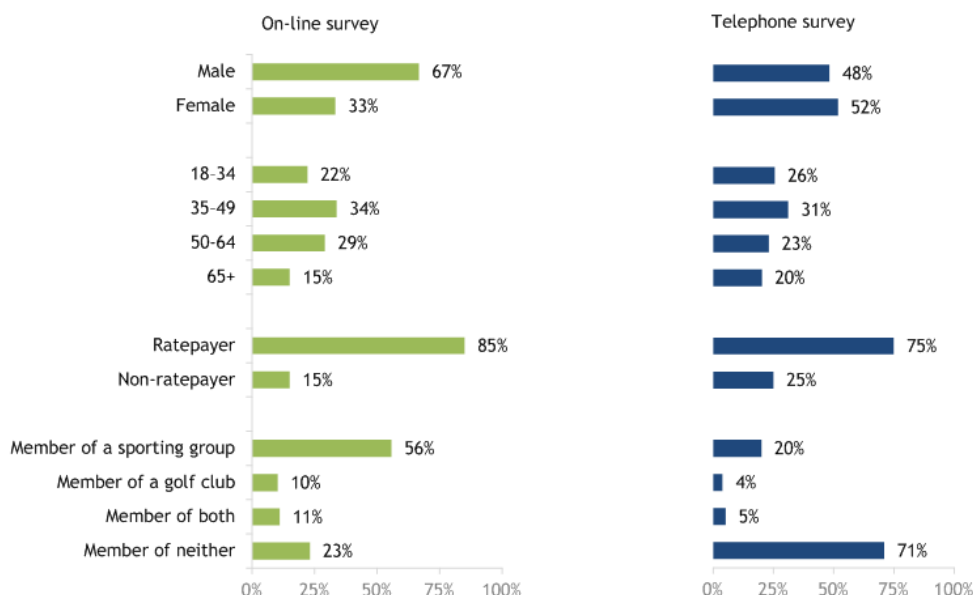
Northern Beaches Council made available a link to an on-line survey on its website during the period 12<sup>th</sup> April to 7<sup>th</sup> May 2017 to enable residents to provide feedback on the Discussion Paper. 4,152 surveys were completed. The on-line survey was analysed by Micromex Research. A full copy of their analysis report is available at Supporting Resources Document 4.

Compared to the telephone survey, opt-in on-line survey respondents were more likely to be male, and a member of a sporting or golf club (refer Figure 7).



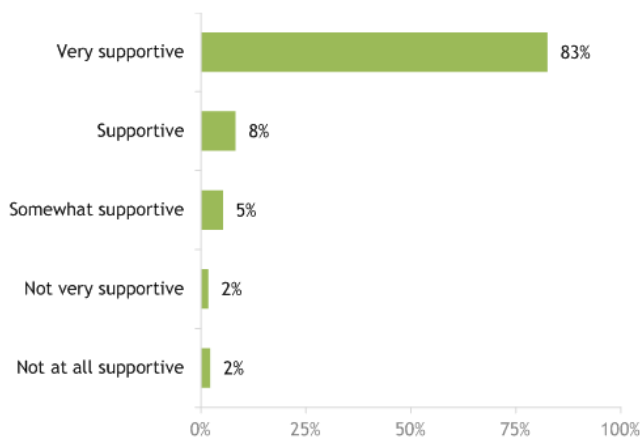


Figure 7: Comparison of opt-in on-line survey vs telephone survey composition



On-line survey respondents had significantly stronger levels of support for addressing the sportsgrounds shortfall compared to the telephone survey, with 83% being very supportive and 8% supportive (refer Figure 8).

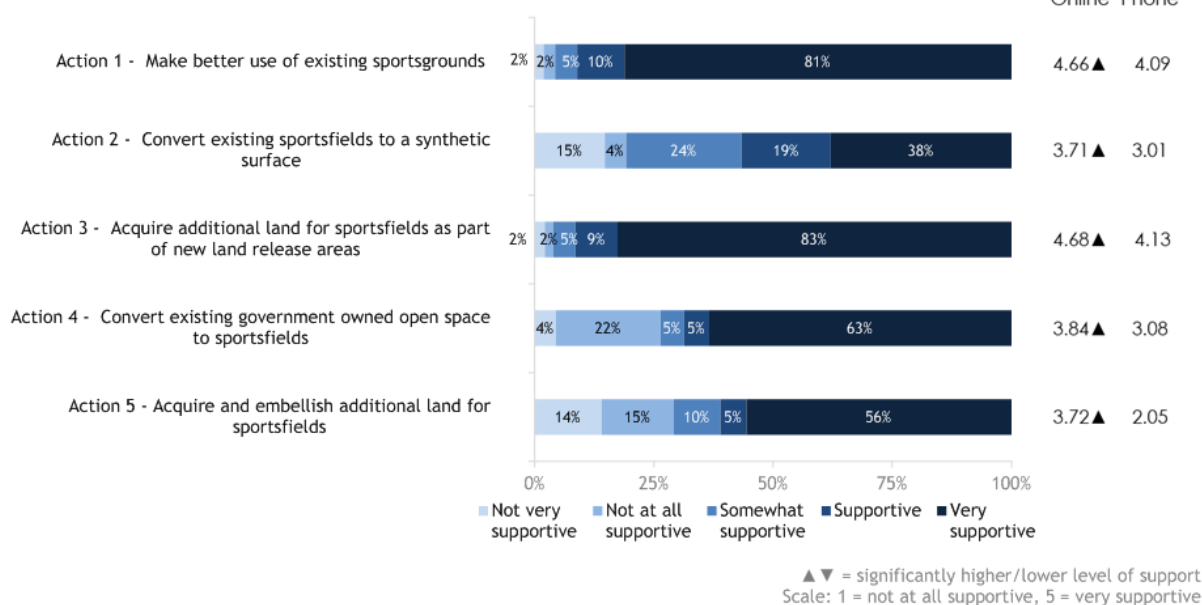
Figure 8: Level of support toward addressing the shortfall in sportsfields (On-line Survey)



All 5 Discussion Paper actions had significantly stronger levels of support among on-line participants compared to the telephone survey, however, as with the telephone survey, on-line survey respondents had a stronger preference for Action 3 (Acquiring additional land as part of new land releases) and Action 1 (Making better use of existing grounds) (refer Figure 9).



Figure 9: Comparative support for Discussion Paper Actions (On-line Survey)



As per the telephone survey, the on-line survey asked respondents to indicate their preference for one of two options they would prefer Council to implement. The wording of these options was as follows:

Option A - Implementing Actions 1 - 4

Includes make better use of existing sportsfields, new synthetic fields, new fields in land release areas, and converting all or part of a golf course to sporting fields. This means we are largely able to meet the shortfall and have enough sportsfields for our needs.

OR

Option B - Implementing Actions 1 - 3 only

Makes better use of our existing fields and new synthetics, but does not include converting any golf course land to sportsfields. This means we will have a shortfall of supply, fields will be overused and we may not have enough space for everyone to play sport.

There was a much stronger preference for Option A (73%) among opt-in on-line survey respondents compared to the telephone survey (58%). The main reasons expressed in support of Option A were as follows:

• Best option	18%
• Convert golf courses to maximise grounds per sport	17%
• Fairer use of community resources	8%
• Also need to acquire new land	6%
• Addresses the shortage	5%
• Need more sporting facilities	3%
• Synthetic is better for all purpose	3%
• Increase sports participation	3%
• Helping build a better future	2%
• This is a start, but won't fix the problem, will need to find more solutions	2%
• Caters for the growing population	2%
• Other	6%

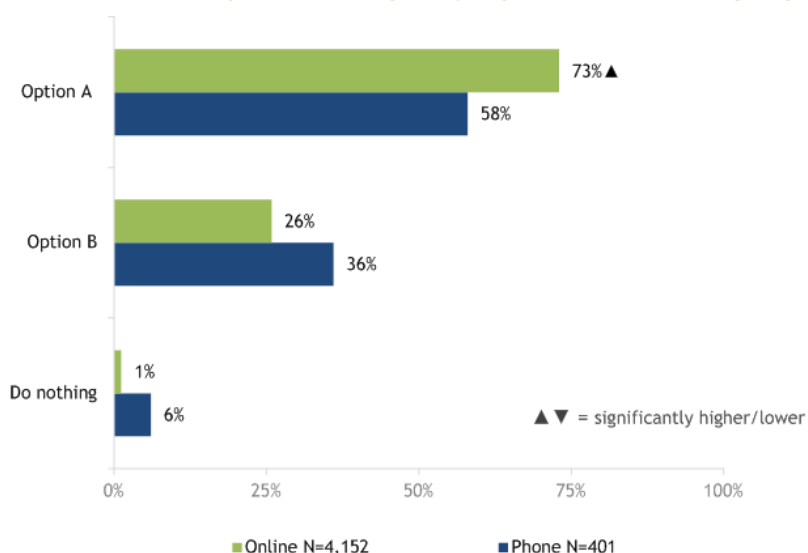


Only 26% of on-line survey residents preferred Option B, compared to 36% of telephone respondents. The main reasons expressed in support of Option B were as follows:

• Against the conversion of existing golf courses	12%
• Need to better utilise, upgrade and maintain the existing facilities/ fields	3%
• Best option	3%
• The removal of golf courses will impact our environment and health	2%
• Golf is the most appropriate sport for the aging population	2%
• Against the removal of Warringah Golf Course	1%
• More information and options are required	1%
• Consider using other open public land	1%
• Other	4%

A graphic comparison of on-line survey vs telephone respondents' preference option for Council to implement is illustrated at Figure 10.

Figure 10: Preferred implementation option (telephone vs online survey respondents)



## 8.2 Written Submissions

### 8.2.1 Individuals and Organisations

Over 600 written, email or NBC 'your say' website submissions were received - the latter accounting for about 90% of all submissions. Most respondents identified that were involved in either hockey, soccer, golf or touch. Northern Beaches Council engaged Parkland Planners to review and summarise these submissions. The following is a precis of their summary analysis. Their report is available at Supporting Resources Document 5.

Some submissions queried the data on player numbers for golf vs field sports and/ or expressed the view that the argument for more sportsgrounds is a perceived bias against golf. Those expressing support for more sportsgrounds noted that sporting facilities/ fields:

- Are part of the active culture and proud sporting tradition of the Northern Beaches.
- Promote physical and mental health to address the concern about obesity, and
- Are being overused due to increasing population and there is a need for additional sportsgrounds, especially for children's sport



The opposing view was expressed that existing sportsfields are not used all the time so more grounds are not required.

The key views expressed in relation to facility issues and needs of specific sports were as follows:

AFL:	Growing sport, and will require multiple grounds across the northern beaches.
Archery:	More archery facilities across the northern beaches is desired.
Athletics:	Only one synthetic track which is at NSW Academy of Sport. Few other facilities for athletics which are in poor condition for competition. More and improved athletics tracks are needed.
Baseball:	Few fields for baseball on the northern beaches. Baseball is an Olympic sport. Development of baseball on the northern beaches requires more and improved baseball fields. There was also a concern about loss of existing baseball diamonds at Aquatic Reserve.
Cricket:	Junior cricket numbers are increasing. Players have to play shortened game formats to enable everyone to play. Junior cricket requires an additional 5 large grounds and 3 smaller grounds for current needs, as well as training facilities (practice nets, indoor facilities).
Hockey	Currently share grass fields with AFL at Curl Curl. Synthetic hockey fields needed for juniors to learn skills required to transition to seniors, and minimise travel to play on synthetic fields (closest at North Turramurra, Ryde, Pennant Hills, Cintra Park Concord, Sydney Olympic Park).
Netball:	Parking is an issue at North Curl Curl.
Rugby Union:	Would welcome synthetic fields.
Football (Soccer):	High and increasing player numbers, so more grounds (particularly for training) are needed to address the shortfall. Poor quality of grounds. Lighting and better drainage are requested.
Softball:	Lack of and sub-standard facilities for softball at Curl Curl.
Touch	Turning away players because insufficient fields are allocated

Actions 1-4 were supported by people who generally see the need for more sportsgrounds with a strong push for more synthetic fields, especially by hockey players. A number of submissions expressed the view that golf courses (particularly Warringah) should not be used for sportsfields. Others, who play both golf and field sports, saw the need for using golf course land for sporting fields.

**However, the general thread of written submissions was that golf course land should not be used before other actions/ options are explored and implemented, and then decide if golf course land is needed.**

An overview of written submission views and suggestions in relation to the Actions contained in the NBC Discussion Paper is as follows:

**ACTION 1: MAKE BETTER USE OF EXISTING SPORTSGROUNDS**

The main comments were as follows (the number of mentions for each heading are shown in brackets):

1. Increase times during which fields can be used (27)
  - Install/improve lighting
    - Install/improve lighting to enable training and games in the evening (especially Frank Grey, Abbott Road, Tristram Reserve, Balgowlah Oval, Passmore Reserve, David Thomas Reserve, Miller Reserve, Nolan Reserve)
  - Use existing fields more throughout the week
    - Split weekend matches between Saturdays and Sundays ie. play more on Sundays
    - Use existing fields more often, particularly on weekdays
    - Play cricket matches throughout the day on Saturdays, starting at 7:30am and finishing at 7:30pm
  - Review wet weather policy
    - Allow play after light rain
  - Use fields in school holidays
2. Improve field quality (17)
  - Improve drainage to reduce the impact of rain on fields





- Install rainwater tanks on all fields to water fields
  - Complete the drainage system at Bantry Oval
  - Better maintenance of existing fields
  - Improve aeration and fertilising
3. Better field allocations (15)
    - Reduce game time for over 35's soccer players because they are not as fit as younger players schedule additional matches
    - Increase use of underused fields eg Sydney Academy of Sport, Brookvale Oval
    - Restrict out-of-area bookings
    - Change allocation of fields between sports to better reflect player numbers
    - Club allocation of fields is not always desirable. Use an online field booking system for transparency
    - Sporting groups relinquish "home grounds", particularly for younger age groups, so all grounds are multi-use
    - Dual/ multi-use of currently single-use fields e.g. Sydney Academy of Sport
    - Hold more games at fewer grounds for more efficient refereeing
  4. Provide multi-use facilities (10)
    - Designate dual/multi-use grounds instead of single use grounds
    - Install multi-use goalposts for rugby union, rugby league and soccer
    - Upgrade synthetic cricket pitches with multiple crease markings to support junior participation
  5. Reconfigure grounds (8)
    - Smaller playing fields for football (soccer)
    - Cover cricket wickets better in winter
    - Move cricket wickets
    - Change field markings to fit in more junior fields such as at Terrey Hills Oval
    - Increase the usable playing surface at Frenchs Forest Showground/ Lionel Watts Reserve
    - Expand the area of sportsfields by removing carparking so people can park in local streets
    - Use unused space at sportsgrounds for netball courts
  6. Restrict field use (5)
    - Cap the number of players
    - Have juniors train and play matches only after school/ mid-week evenings leaving weekends free for others
    - Play fewer junior games per season
    - Don't play "make up" games for wet weather
    - Increase the size of teams so more players can use the field at one time
  7. Improve player and spectator amenities (4)
    - Clubhouses/ toilets/ shelter
    - Provide amenities and change rooms for women and girls
  8. Provide better training facilities (2)
    - Batting cages for baseball
    - Cricket nets

A few submissions expressed opposition to improving existing sportsgrounds arguing that damage to playing surfaces would not be fixed by improvements to grounds or opposing lighting.

#### **ACTION 2: CONVERT EXISTING SPORTSFIELDS TO A SYNTHETIC SURFACE**

Some 137 submissions expressed the need for synthetic hockey fields while other submissions expressed support for synthetic surfaces (60). Submissions in response to this action recognised that synthetic fields:

- Provide a level and consistent playing surface
- Are the preferred surface for hockey



- Increase the capacity of sportsground space ie. greater use can be made of space compared to grass fields
- Reduce maintenance costs
- Are undergoing improvements in technology
- Have environmental impacts (such as rubber crumbs being spread) but such impacts are being better addressed

Numerous existing venues were suggested as possible sites for additional synthetic fields. In addition, consideration should also be given to previously developed sites such as depots and roof tops (e.g. car parks, North Narrabeen Reserve Park and Ride, new carpark at Warringah Mall).

A small number of submissions were opposed to synthetic surfaces because they are too hot to use in summer, are expensive, have environmental concerns (synthetic rubber materials), or are not considered desirable in some specific locations.

#### **ACTION 3: ACQUIRE ADDITIONAL LAND AS PART OF NEW LAND RELEASES**

There was support for requiring developers to provide fields in new developments such as Ingleside, but developer contributions should be spent on the development and not elsewhere. Some felt a higher percentage of land in new developments for sporting fields and other open space should be required. Some commented that the opportunity to develop more sportsfields in Warriewood Valley was missed and that a centralised sporting facility for Warriewood and Ingleside is needed.

#### **ACTION 4: CONVERT EXISTING GOVERNMENT OWNED OPEN SPACE TO SPORTSFIELDS E.G ALL OR PART OF A GOLF COURSE**

There were several suggestions about the conversion of open space to sportsfields including:

- Golf courses
- Use public and private school facilities on weekends to ease the burden on Council sportsfields. Council could provide synthetic surface, maintenance etc. in return. Use of several schools grounds was suggested.
- Change the market space at North Narrabeen back to playing fields
- Use land at Long Reef (Griffith Park) west of the tennis courts
- Use land adjacent to existing fields at Seaforth Oval and Bantry Bay Oval
- Abbott Road - use the old bowling space and near the old Scout hall
- Convert Pittwater Golf Centre golf driving range (zoned for open space, level, could fit 2 playing fields, has carparking/ amenities, located on Pittwater Road, on bus route, was once used for playing fields, one or more public golf courses could become a new driving range)
- Use car parks, Council depot, or roads for netball/ basketball courts e.g. Parkway Hotel carpark
- Move netball from Curl Curl to Warriewood
- Convert bowling greens to netball courts

There were mixed views about the conversion of golf course land to sportsfields. Those in support of this action made the following points:

- Use all or part of an 18 hole golf course or convert a full 9 hole course
  - Warringah Golf Course
  - Mona Vale (fields closer to Pittwater residents, however the lease has recently been renewed)
  - Palm Beach (lease income is less than that of Warringah Golf Course, fields closer to Pittwater residents, flat land, parking available)
  - Balgowlah (create a new sporting precinct of fields and supporting infrastructure using material from the Northern Beaches Tunnel)
- There are more field sport players than golf players
- Golf takes up a lot of public land
- The ratio of golf courses to population is higher on the northern beaches than elsewhere
- There are sufficient full and half sized golf courses
- Golf is declining in popularity



- Golf courses some are struggling financially
- Golf courses exclude some of the community
- Warringah Golf Course has environmental impacts

Those opposed to this action expressed the following points:

- Preserve the golf courses for an aging population and a future increase in golfers
- Sports grounds are not used during the week so why do golf courses need to be used for sportsfields
- 'Robbing Peter to pay Paul' ie. converting golf courses to sports fields is wrong
- Reduction of an 18 hole to a 9 hole golf course is not financially viable and/ or competitions cannot be held at 9 hole golf courses

There were 121 written submissions specifically opposing the conversion of Warringah Golf Course to sportsfields (separate from the petition from the Warringah Golf Club in which 10,373 signatories opposed the conversion). In approximate numerical order of mention the following points were made:

1. High levels of use
  - It is one of the busiest courses in Sydney
  - High number of rounds played and used all day from dawn to dusk
  - Caters for social players and social golf is increasing in popularity
  - Other local clubs could not absorb Warringah members so Warringah members would either have to give up golf or take up bowls
2. Flat topography
  - Seniors like to play on a flat course
3. Affordable
  - Low membership cost is affordable
4. Accessible to all
  - Public course therefore it is accessible to all
  - Accessible by public transport
5. Impacts of sportsground use on residents, sportsground users and others
  - Traffic and parking issues for residents and sportsground users
  - Impacts of noise and sportsground lighting on residents
6. Sportsgrounds at Warringah Golf Course won't meet needs in northern end of LGA
  - Fields are needed at the northern end of the peninsula, so may not use Warringah Golf Course
  - It is surrounded by playing fields which are often empty during the week
  - Only 3-4 playing fields could be created
  - Manly Creek would have to re-routed between any playing fields
7. Environmental considerations
  - Removal of several hundred trees would have impacts on drainage, wildlife, air quality, views and visual amenity
  - Peaceful and quiet
  - Green buffer incorporates two creeks and riparian areas
8. History
  - 80 year history as a golf course
9. Capital Cost
  - High cost of converting WGC to sports fields



10. Flood liable
  - The southern end is flood liable
  - Low areas would require filling, levelling and drainage
  - The irrigation system would require replacement
11. Financially viable
  - WGC financially viable
  - WGC pays more than its share of lease payments to Council
  - Maintenance of the golf course is by the golf club at no cost to Council/ratepayers
12. Good facilities and services
  - Quality coaching
  - Quality facilities and clubhouse
13. Caters for children
  - Children can learn to play golf at WGC
  - Children can play golf at WGC without restrictions imposed by other golf clubs
14. Utilities
  - High voltage underground power cables cross the golf course

**ACTION 5: ACQUIRE AND EMBELLISH ADDITIONAL LAND FOR SPORTSFIELDS**

Some submissions supported the acquisition of additional land because:

- The population is growing, and the shortfall in sporting fields is not meeting needs
- Transport infrastructure such as bus interchanges are taking open space for roads and carparking

Several sites or general areas were suggested as possible candidates for acquisition. A few submissions outlined alternatives to the acquisition of land eg use of Crown land, partnership with Sydney Academy of Sport. A few submissions opposed the acquisition of land for new sportsgrounds because of concerns about clearing of bushland or cost.

**8.2.2 State Sporting Organisations**

Some State Sporting Organisations provided feedback on the Discussion Paper in the form of written submissions or via the NBC 'your say' website. The main issues raised were as follows

AFL:	AFL NSW/ ACT indicated they are experiencing facility issues on the Northern Beaches that are, or will, hamper their growth. Current undersupply of grounds and some sub-standard grounds are closed for training or on game days. Specific suggestions for lighting of grounds at John Fisher Park and Balgowlah Oval (Action 1) and installation of synthetic surfaces (Action 2) at Lionel Watts Reserve. Indicated their enthusiastic support for Action 4 (Conversion of existing open space to sports fields) and would contribute to a tier 2 AFL ground as part of any new sports precinct.
Cricket:	Cricket NSW offered some high level responses to the Discussion Paper actions. In relation to Action 1 they suggested upgrading existing (and installing new) lighting to a minimum of 200 lux to allow junior cricket to be played under lights; upgrade drainage to reduce the impact and likelihood of rain effected matches; upgrade existing synthetic pitches with multiple crease markings; and establish partnerships with schools or other institutions to better utilise land or sportsfields. They recognise and support the significant benefits of synthetic sportsfields (Action 2). Cricket NSW endorses the consideration of Action 4 as a reduction in the number of golf courses could enhance the sustainability of existing courses through greater utilisation and deliver efficiency of finite resources.
Hockey	Local hockey facilities are confined to natural grass pitches located at Frank Gray Reserve in Curl Curl and the substantial growth in other sports in recent years means that other facilities are not available. The fields at Frank Gray Reserve can only be used for junior and social competitions, are currently at capacity, have an uneven surface, and are subject to flooding and frequent closure during extended rainfall. The absence of competition standard synthetic surface hockey fields on the Northern Beaches means that local players are often forced to travel in excess of 45 minutes by car for training and games on a weekly basis to





play at synthetic fields across Sydney. This results in local players playing “second fiddle” to other clubs’ facilities and allocated late or inappropriate training times, or players giving up as the sport is deemed “too difficult” to participate in (particularly among adult females).

Hockey indicated that there is a need for a facility with 3 floodlit, synthetic ‘wet surface’ fields on the Northern Beaches. There is a potential for non-Council funding sources to develop the facility. Hockey would want to manage the facility and would require security of tenure. Synthetic hockey fields could be shared with other sports such as touch football, Oz tag or gridiron. The retention of the grass fields at Frank Gray Reserve is regarded by hockey as important in order to cater for social hockey.

### **8.2.3 Manly Warringah Pittwater Sporting Union (MWPSU)**

The Manly Warringah Pittwater Sporting Union acknowledged the extensive work done by many in producing the reports contained in the Discussion Paper. They are in support of all 5 actions and encourage Council to pursue these with haste.

In particular, they mentioned the need for more sportsgrounds in Terrey Hills, Ingleside & Warriewood and suggested a number of locations for conversion of playing fields to synthetic including Careel Bay fields, North Narrabeen Reserve, Cromer 2, and Lionel Watts Reserve. They also identified opportunities for sports grounds including land that is currently used for markets and parking at North Narrabeen Reserve; land currently used for golf driving range at North Narrabeen Reserve; and Stirgess Reserve at Curl Curl which was a sportsground until 2008 and could serve as both active sportsground and passive reserve through the allocation process.

### **8.2.4 Submissions Prior to Release of Discussion Paper**

Prior to the release by Council of the Northern Beaches Sportsgrounds and Golf Courses Discussion Paper, some 104 submissions were received by Council which related to the report to Council on 27 September 2017 and general media coverage. These submissions raised very similar issues to those received later on the Discussion Paper (refer section 8.2.1). The general flavour of the earlier submissions was that, while supportive of the need to address the shortfall in sportsgrounds, they were generally opposed to the closure of golf courses as a means of doing so.

## **8.3 Warringah Golf Club**

### **8.3.1 Warringah Golf Club - Formal Submission**

Warringah Golf Club (WGC) submitted a detailed submission which has been summarised by Parkland Planners. A copy of their analysis of this, and other, community submissions is contained at Supporting Resources Document No 5. WGC acknowledged and supported the identified need for the current undersupply and condition of local sports fields to be addressed.

WGC indicated its support for Actions 1 to 3<sup>5</sup> in the Discussion Paper which, in their view, are in the public interest, but opposed Action 4<sup>5</sup> above for reasons including:

- Taking away 9 holes from Warringah Golf Course to create playing fields and associated infrastructure is not the solution to the shortage of playing fields in the northern beaches.
- Golf is Australia’s second highest participation sport.
- WGC is a highly used and in-demand golf course, being available and used 7 days a week and 52 weeks a year by all age groups and both sexes. More than 70% of players are over 50 years of age.
- North Manly and Manly Vale is already a high density and congested sportsfield precinct bordered by busy roads and Warringah Mall. Increased traffic generated by additional sporting fields will result in further traffic chaos in the area.
- In their view the need for sports fields is in the northern, not the southern, section of Northern Beaches LGA and locating sportsfields on Warringah Golf Course will not address the inadequacy and need for sports fields in the high growth areas of the LGA.
- WGC has a competitive pricing structure.

<sup>5</sup> Action 1 (Make better use of existing sportsgrounds), Action 2 (Convert more existing sportsfields to a synthetic surface) and Action 3 (Acquire additional land as part of new land releases), Action 4 (Convert existing open space to sportsfields e.g. golf courses).



Regarding Action 5 in the Discussion Paper (Acquire and embellish additional land for sportsfields) WGC questioned the premise that community, private or other land is not affordable to acquire for sportsfields. They asserted that Crown land is available in the north and north-western areas of Northern Beaches LGA; that Council should indicate which Crown lands are available; and determine the estimated cost of converting that land to sportsgrounds. Their submission club indicated that \$70.60 per annum per household (Discussion Paper) is not an undue imposition on current and future ratepayers to contribute to intergenerational provision of sporting facilities.

WGC did not support Action 6 (Do nothing) because it acknowledges the need for additional sporting fields.

WGC pointed out that, in their view, there were a number of shortcomings in the Discussion Paper, Sportsgrounds Needs Analysis, and the Golf Market Assessment. For example in WGC's view:

- There were selective quotations and use of data biased against golf
- The Discussion Paper did not accurately express views of sporting bodies about future use of golf courses for sport
- The benefits of golf and comparative rates of participation with other sports were not highlighted
- 85% of WGC members are aged 50 years and over and the growth in this cohort was not taken into account in determining the future needs of golfers on the Northern Beaches. They asserted that compromising 9 holes of Warringah Golf Course or closure of a viable golf club solves one problem without considering the consequences on a valued segment of the northern beaches community.
- The Golf Market Assessment refers to private and public golf course data, however, the private golf market is out of reach to the majority of the northern beaches community.
- The Discussion Paper should have quoted the number of public rounds and formal social golf groups, not just membership numbers.
- Discussion paper should have mentioned the \$6 million contribution that WGC was willing to make toward community facilities in District Park.
- The conclusion of the Golf Market Assessment that reduced supply will assist sustainability of existing golf courses is not, in the opinion of WGC, soundly based and each of the four public 18 hole golf courses at Wakehurst, Long Reef, Mona Vale and Warringah have limited capacity to take on additional members.
- Council should have included a traffic study in the information provided, or alerted the community to the potential impacts that converting golf course land to sports fields will have on the surrounding precinct and on the wider northern beaches road system.

### **8.3.2 Warringah Golf Club - Petition**

Warringah Golf Club submitted a covering letter and a petition to Council on Wednesday 17<sup>th</sup> May 2017, ten days after the closing date for submissions of 7 May 2017<sup>6</sup>. The covering letter indicated that 10,373 people signed the petition as follows:

*"We the undersigned are concerned citizens urging our leaders to keep Warringah Golf Course an 18 hole course for the community."*<sup>6</sup>

## **8.4 Sports Forum**

A Sports Forum with sports within the scope of the Sportsgrounds Strategy was held on 30<sup>th</sup> April 2017 to discuss opportunities for improving existing grounds and management practices. Two workshop topics considered the following topics:

- Upgrading existing sportsgrounds to improve usage capacity
- Changing management practices of Council or sports to improve capacity of grounds

Workshop participants were asked to consider the following specific questions:

<sup>6</sup> This petition fell within the purview of analysis of community feedback undertaken by Parkland Planners



#### IMPROVING EXISTING SPORTSGROUNDS

1. What sportsgrounds should be upgraded to improve their usage capacity?
2. What type of upgrading is needed to improve the usage capacity of that ground?
3. What should be the criteria for assessing priorities for upgrading grounds?
4. What criteria should determine the location of future additional synthetic surfaces?
5. How can sports contribute to Council's capital program?

23 reserves were suggested to be upgraded via improvements such as new/ upgraded lighting, irrigation, drainage, new/ upgraded amenities, or reconfiguration. The reserves most frequently mentioned were Lionel Watts, North Narrabeen, Passmore, Frank Gray, Mike Pawley, Forestville, Nolan, and Seaforth.

The main suggestions for assessing priorities for upgrading included addressing over-used fields first, geographic distribution, population distribution, maximising participant benefit (especially multi-sports), and maximising impact on shortfall. Suggested criteria for the location of synthetic surfaces included impact on residents, capacity for multi-use, proximity to transport, access to parking and support amenities, addressing poor quality/ high use fields, and distribution throughout the LGA.

In relation to sports contributing to Council's capital works program, some attendees commented that sports already make a contribution and that these and other sports will continue to do so as resources allow. Other suggestions included supporting external grant applications, partnerships with Council, security of tenure in return for contribution, in-kind support, and setting a contribution percentage.

#### MANAGEMENT PRACTICES

1. What management practices can Council change or adopt to enable better usage of sportsgrounds? (eg seasonal allocations, wet weather, pre-season processes, agreement with schools)
2. How can sports change their competition or training practices to enable better usage of sportsgrounds?

There were several suggestions about new or improved management practices that Council could adopt. These included among other things, change or adopt included master planning of reserves, introduction of on-line booking systems, better use of technology for control of lighting and gate entry, lighting standards at different grounds (ie for competition or training), reduce 'blanket' bookings over whole areas, more transparent and equitable allocation process, dual or portable goal posts, engaging turf expert advice on fields, facilitating use of school sporting facilities, more flexible wet weather procedures or allow more decision-making on closures by sports, and consistent approach to pre-season access.

Workshop attendees offered a number of suggestions as to how sports could change their competition or training practices to improve sportsground usage. These included use of school grounds or remote locations where possible for training, shared use of fields and clubhouses, reduced field sizes, better integration of competition draws between sports, rotate training location to preserve fields, more use of well-lit fields for competition, and more training and competition on Mondays and Fridays. Space for training was raised as a key concern especially at season change over times.

Inputs from the Sports Forum discussion on these questions were considered in developing the Strategy and recommendations.

## 9. Appendix 2: Proposed Sportsground Hierarchy (draft)

Facilities	Regional Sportsground A	Regional Sportsground B	District	Local Sportsground A	Local Sportsground B
Example	Brookvale Oval, Brookvale	Cromer Park, Cromer	Lionel Watts Reserve, Frenchs Forest	Millers Reserve, Manly Vale	Condoval Street, Nth. Balgowlah
Description	Typically, single or dual field catering for high level competition of selected sports with spectator facilities	Typically, multi-field facility catering for training and competition for one or more sports	Typically, multi-field facility catering for training and competition for one or more sports	Typically, single field with no expansion opportunity, but capable of accommodating club training and competition	Typically, small and/or constrained area with limited capability for training, pre-season or spill over space
User Community	Use at regional, state & national level	Use at state and regional level, high level of participation and competition	Use at sub-regional and district level, high level of participation and competition	Use at district, local and junior level	Use at local and junior level
Types of Use	Training and competition. Night competition by agreement. Dedicated sporting or event use, with appropriate community access as applicable	Training and competition. Night competition by agreement. Dedicated sporting event use, with appropriate community access as applicable	Training and daylight competition. Night competition by agreement. Shared use with general community when not in use by sport	Training and daylight competition. Night competition by agreement. Shared use with general community	Daylight spill over competition and training. Shared use with general community
Amenities	Change rooms, toilets, kiosks, officials room, meeting room, function rooms, scoreboard, fencing, ticket box	Change rooms, toilets, officials room, meeting room, kiosk, storage areas for training and club equipment	Change rooms, toilets, kiosk, storage areas for training and club equipment	Toilets, storage areas for essential equipment	Nil
Other Facilities	Undercover or formalised seating e.g. Grandstand Pavilion, Barbeques, Picnic table, bench seats, State park signage, scoreboard	Some undercover or formalised seating Picnic table, bench seats, Regional park signage, scoreboard	Covered seating optional with spectator mounds Picnic table, barbeque, bench seats, standard routed timber sign	Informal spectator seating areas or sideline viewing Bench seats, minimum signage (name and conditions)	Bench seats, minimum signage (name and conditions)
Transport & Access	Formal parking, arterial road support with public transport option	Formal parking, sub arterial or collector road support	Designated car park, Collector road support	Usually on street and off street parking. Collector and local road support	Parking on street only, Local road support
Grounds Maintenance	High level with partnership agreement or operator maintained	High level with club partnership agreement	Moderate level with seasonal club partnership agreement	Low level Council maintenance with seasonal club partnership agreement	Low level Council maintenance, with possible club supplement
Sports lighting	To relevant Australian Standard (Television/Video)	To relevant Australian Standard for semi-professional competition	To relevant Australian Standard for competition	To relevant Australian Standard for training	Nil



## 10. Appendix 3: Proposed Hierarchy Rating of Reserves (draft)

### 1. Existing Reserves

Name of Reserve	Proposed Hierarchy	Name of Reserve	Proposed Hierarchy
Allambie Heights Oval	Local A	JFP Netball Courts (Grass)	District
Aquatic Reserve	District	JFP Old Reub Hudson Oval	District
Ararat Reserve	Local A	JFP Reub Hudson Oval / Denzil Joyce	District
Balgowlah Oval	Local A	JFP Weldon Oval	District
Bantry Reserve	Local A	Keirle Park	Local A
Beacon Hill Reserve	District	Killarney Heights Oval	Local A
Belrose Oval	Local A	Kitchener Park	District
Beverley Job Park	Local A	Lake Park Oval Reserve	Local A
Boondah Reserve - Playing fields	District	Lionel Watts Reserve	District
Boondah Reserve - Grass Courts	Local A	LM Graham Reserve	Local A
Brookvale Oval	Regional	Macfarlane Reserve	Local B
Collaroy Plateau Park	Local A	Manly Oval	Regional
Condoover Street Reserve	Local B	Manly West Park	Local B
County Road Reserve	Local B	Miller Reserve	District
Cromer Park	Regional B	Narrabeen Sports High (Turf)	Local A
David Thomas Reserve	District	Narrabeen Sports High (Synthetic)	District
Dee Why Park	Local A	Newport Oval	Local A
Forestville Playing Fields	District	Nolan Reserve	District
Forestville Park	Local A	North Narrabeen	District
Forestville War Memorial Courts	Local A	Passmore Reserve	Local A
Griffith Park	Local A	Porter Reserve	Local A
Harbord Park	Local A	Richard Healy Playing Field	Local B
Hews Reserve	Local A	Seaforth Oval	Local A
Careel Bay	District	St Matthews Farm Reserve	Local A
Hitchcock Park	Local A	Tania Park	Local A
James Morgan Reserve	Local A	Terrey Hills Oval	Local A
JFP Abbott Rd 3,4,5	District	Tristram Reserve	Local A
JFP Abbott Rd Softball Ground	District	Truman Reserve	Local B
JFP Adams Street Reserve	District	Waldon Road Reserve	Local A
JFP Denzil Joyce Oval	District	Warriewood Valley Sportsground	District
JFP Frank Gray	District	Progress Park	Local B
JFP Mike Pawley Oval	District	Wyatt Reserve	Local A
JFP Netball Courts (Hardcourt)	District		

### 2. Future Land Reserves

Name of Reserve	Proposed Hierarchy
Ingleside Land release south	Local A
Ingleside Land release north	District

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# NORTHERN BEACHES SPORTSGROUNDS AND GOLF COURSES DISCUSSION PAPER: COMMUNITY ENGAGEMENT REPORT

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22 MAY 2017

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# CONTENTS

EXECUTIVE SUMMARY.....	I
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1 INTRODUCTION .....	1
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1.1 Background.....	1
1.2 The proposal.....	2
1.3 Purpose of this report .....	5
1.4 Opportunities to comment.....	6
1.5 Scope of this report.....	7
1.6 Contents of this report.....	7

2 OUTCOMES OF COMMUNITY ENGAGEMENT .....	8
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2.1 Approach to community engagement.....	8
2.2 Sources of feedback .....	9
2.3 Outcomes of community engagement.....	10

REFERENCES .....	33
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## Figures

Figure 1 Sportsfields supply and demand scenarios.....	3
Figure 2 Methods used in community engagement for the Discussion Paper.....	8

## Tables

Table 1 Actions presented in the Discussion Paper.....	3
Table 2 Timeline of community and stakeholder engagement.....	6
Table 3 Sources of feedback to the Discussion Paper .....	9

## Appendices

A Promotion of community ENGAGEMENT on Discussion Paper .....	- 1 -
B RANDOM Telephone AND ONLINE survey resuLts .....	- 8 -
C Written submissions report.....	- 9 -
D Sports Forum OUTCOMES.....	- 10 -

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## EXECUTIVE SUMMARY

In response to calls by sporting groups for more sportsgrounds on the northern beaches to meet demand, Northern Beaches Council commissioned a Golf Market Assessment (Golf Business Advisory Services, 2016) and a Sportsgrounds Needs Analysis (Otium Planning Group, 2016). The findings of those reports informed the Northern Beaches Sportsgrounds and Golf Courses Discussion Paper, to which Council invited the community to comment in April-May 2017.

Council widely publicised the Discussion Paper through local media and emails to interested people, and promoted ways in which the community could comment on it over a period of 30 days. The general community could comment on the Discussion Paper via selection for a random telephone survey (Micromex Research, 2017); an online survey (Micromex Research, 2017); and by written submission through the Your Say Northern Beaches website, email, letters and hard copy feedback forms (Parkland Planners, 2017). Organised sporting groups and interested people participated through making a written submission and participating in the Sports Forum on 30 April 2017.

More than 5,000 active "submissions" were made in the submissions period. In addition to the comments received in April-May 2017 104 people provided comments to Council about provision of sportsgrounds prior to issuing the Discussion Paper for comment. Also, 10,373 people signed a Warringah Golf Club petition to not convert Warringah Golf Course to sportsfields, which was received after the close of submissions.

The majority of people and organisations support the need for more sportsfields on the Northern Beaches to meet an increasing demand for fields. However the support for the action(s) to achieve more sportsfields varied by the response method:

	Action	Random telephone survey n=402	Online survey n=4,152	Written submissions n=634	Sports Forum n=40 (approx)
1	Make better use of existing sportsgrounds	92% at least somewhat supportive Mean=4.09/5 <b>Rank =1</b>	96% at least somewhat supportive Mean=4.66/5 <b>Rank =1</b>	Support by approx. 21% of respondents <b>Rank 2</b>	Strong support
2	Convert more sportsfields to synthetic	62% at least somewhat supportive Mean=3.01/5 <b>Rank 4</b>	81% at least somewhat supportive Mean=3.71/5 <b>Rank 3</b>	Support by approx. 35% of respondents <b>Rank 1</b>	Strong support
3	Acquire and embellish additional private land as part of new housing developments	91% at least somewhat supportive Mean=4.13/5 <b>Rank =1</b>	97% at least somewhat supportive Mean=4.68/5 <b>Rank =1</b>	Support by approx. 7% of respondents <b>Rank 4</b>	Support
4	Convert existing open space to sportsfields e.g. golf courses	64% at least somewhat supportive Mean=3.08/5 <b>Rank 3</b>	73% at least somewhat supportive Mean=3.84/5 <b>Rank 4</b>	Support by approx. 9% of respondents but opposed by approx. 35% of respondents <b>Rank 3</b>	Support
5	Acquire and embellish additional land	27% at least somewhat supportive Mean=2.05/5 <b>Rank 5</b>	71% at least somewhat supportive Mean=3.72/5 <b>Rank 5</b>	Support by approx. 3% of respondents <b>Rank 5</b>	n/a
6	Do nothing and accept the shortfall	6% at least somewhat supportive <b>Rank 6</b>	1% at least somewhat supportive <b>Rank 6</b>	Support by < 1% of respondents <b>Rank 6</b>	n/a
	Option A: Actions 1-4	58% prefer Option A	73% prefer Option A	-	-
	Option B: Actions 1-3	36% prefer Option B	26% prefer Option B	-	-

The general community (the telephone survey and to a lesser extent the online survey respondents) favour Actions 1 and 3 most, ie, to:

- ☐ make better use of existing sportsgrounds
- ☐ acquire and embellish additional private land as part of new housing developments.

Among sporting groups and members of sporting groups in the telephone survey, online survey, written submissions and the Sports Forum, the highest ranked Actions are:

- ❑ Action 1 to make better use of existing sportsgrounds by using fields on school grounds, increasing the time available for use of fields by lighting and other means, improving field surfaces, and changing allocation of fields
- ❑ Action 3 to acquire and embellish additional private land as part of new housing developments.

Action 2 to convert grass fields to synthetic surface was ranked highest in the written submissions due to the high volume of submissions from hockey players and to a lesser extent football players.

There is some support for Action 4 to Convert existing open space to sportsfields, for example golf courses. However significant numbers of comments and submissions have demonstrated there is opposition by many in the community and by golf players and members of golf clubs to converting golf courses, particularly Warringah Golf Course, to sportsgrounds. The inclusion of the example of using golf courses for sportsfields in Action 4 has most likely reduced the level of support for Action 4 when, if golf courses had been considered separately, the support for converting existing open space to sportsfields may well have been higher.

Both online and phone survey participants indicated their preference for Option A – implementing actions 1 through 4 (73% online cf. 58% by phone). Option A was described as “including use of sportsfields, synthetic fields, new fields in land release areas, and converting all or part of a golf course to sportsfields. This means we are largely able to meet the shortfall and have enough sportsfields for our needs”. The reasons for online and phone survey participants preferring Option A were that they felt this was the best combination of actions to take. Option A included converting golf courses, which many residents felt were large amounts of land dedicated to too few golfers using large parcels of land, while players of other sports are crammed onto fields. Respondents believe Council should ‘convert golf courses to maximise grounds per sport’.

Option B was described as implementing actions 1 through 3 ie. *“makes better use of our existing fields, new synthetics, and new fields in land release areas, but does not include con-verting any golf course land to sportsfields. This means we will have a shortfall of supply, fields will be overused and we may not have enough space for everyone to play sport.”* Option B gained support (26% online cf. 36% by phone) mainly because they are ‘against the conversion of existing golf courses’ and the golf courses would not be affected.

# 1 INTRODUCTION

## 1.1 Background

For many years major sporting organisations based on the northern beaches, have been calling for more sportsgrounds and new and improved sporting facilities to meet current and growing demand. Participation in sport by the Northern Beaches community (particularly by women, juniors and over 35s) continues to increase, which places increasing pressure on Council's more than 122 sportsfields and facilities across more than 62 locations.

The amalgamation of Manly, Warringah and Pittwater Councils into Northern Beaches Council in May 2016 provided an opportunity to prepare a 15-year strategy with a single approach to the management and long term planning of sporting facilities on the Northern Beaches.

Major sporting organisations, which represent over 50,000 registered users of Northern Beaches sportsgrounds, have also advocated that Council investigate whether any of the seven public golf courses could be more equitably used for other sports. Council responded to the advocacy from these sporting groups by proposing to review the equitable use of Council's public golf course land and to incorporate this as part of the Strategy.

Council resolved on 27 September 2016 to conduct a review of golf courses as part of the Northern Beaches Sportsgrounds Strategy. Council engaged golf course feasibility consultants Golf Business Advisory Services to conduct a market assessment of golf courses on the Northern Beaches, which included consultation with the executive group of each participating golf club.

Council engaged sports planning consultants Otium Planning Group in October 2016 to conduct independent research and analysis of the supply of and demand for sports-grounds, and to consult with sporting clubs and other sportsground users, to prepare the Northern Beaches Sportsgrounds Strategy to guide development of sportsgrounds and facilities for the next 15 years.

Council also resolved on 27 September 2016 to commence the community engagement process for the golf course review and the sportsgrounds strategy with a Discussion Paper. As such, the research findings and draft recommendations of the Northern Beaches Sports-grounds Needs Analysis (Otium Planning Group, December 2016) and the



Northern Beaches Council Golf Market Assessment (Golf Business Advisory Services, November 2016) have informed the Northern Beaches Sportsgrounds and Golf Courses Discussion Paper (Northern Beaches Council, April 2017).



## 1.2 The proposal

The findings of the research to date supports the assertions of local sports groups and associations that there is a need for more sportsgrounds and new and improved facilities.

The Northern Beaches Sportsgrounds and Golf Courses Discussion Paper sets out six actions to address the shortfall of sportsgrounds on the Northern Beaches:

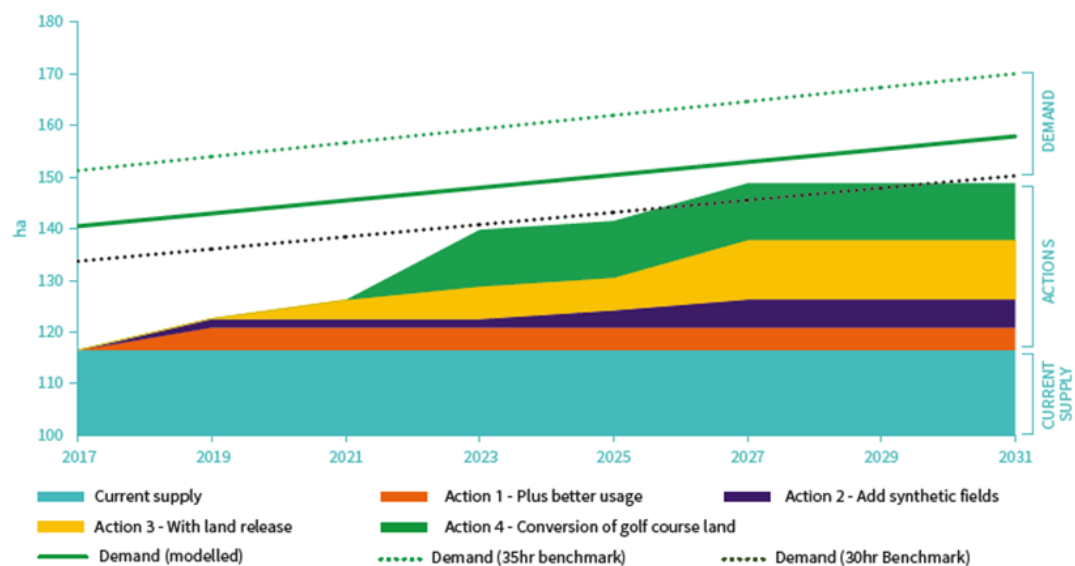
Table 1 Actions presented in the Discussion Paper

Action	Impact on shortfall (playing area)	Funding per hectare (estimate)	Cost to rates per household over 15 years (estimate)
1. Make better use of existing sportsgrounds	4.4 hectares	\$270 thousand	\$49 (\$3.25 pa)
2. Convert more sportsfields to synthetic	5.5 hectares	\$2.7-\$3 million	\$239 (\$15.93 pa)
3. Acquire and embellish additional private land as part of new housing developments	3.6 hectares (Warriewood)	\$4.75-\$5.25 million	\$0 (funded by new housing development)
	7.8 hectares (Ingleside)	\$6.5-\$7 million	\$0 (funded by new housing development)
4. Convert existing open space to sportsfields e.g. golf courses	11 hectares (example)	\$1.4-\$1.8 million	\$231 (\$15.40 pa)
5. Acquire and embellish additional land	11 hectares (example)	\$6.5-\$7 million	\$1,059 (\$70.60 pa)
6. Do nothing and accept the shortfall	Nil	Nil	Nil

Source: Northern Beaches Sportsgrounds and Golf Courses Discussion Paper, p. 6

The actions were modelled to assess their impact on the shortfall of supply over time, as shown in Figure 1.

Figure 1 Sportsfields supply and demand scenarios



Graph 1

Source: Northern Beaches Sportsgrounds and Golf Courses Discussion Paper, p. 7

Figure 1 shows and the Discussion Paper states that if all actions are implemented as soon as possible Council is able to substantially reduce the shortfall in supply by 2027.

Council states in the Discussion Paper that it will implement Actions 1 and 2, but these actions alone will not close the gap. Council will need to consider actions 3 or 4 if demand is to be met. Actions 5 and 6 were not considered viable.

If only Actions 1, 2 and 3 are implemented there will still be a significant shortfall in supply.

It was put forward that the choice for the community is to:

- ☐ reallocate existing Council-owned or Crown land currently used for golf to sports fields.
- ☐ buy more land, which has been identified as a higher cost option.
- ☐ do nothing, and accept the shortfall in supply and a lower standard of sportsfields.

Council embarked on a community engagement program in April 2017 to encourage the community to discuss and comment on the actions listed in the Discussion Paper.

Northern Beaches Council made the Northern Beaches Sportsgrounds and Golf Courses Discussion Paper available on 8 April 2017 and invited the community to comment over 30 days until 7 May 2017.

Information was shared with the community and sporting group representatives who had the opportunity to ask questions of Council staff at a briefing of sporting associations and clubs (approx. 30 participants) and a briefing of golf clubs prior to issue of the Discussion Paper, and at six community drop-in sessions (approx. 40 participants) during the period for comments.

Opportunities for the general community to provide feedback on the Discussion Paper as part of the community engagement program included:

- ☐ **random telephone survey** of 402 residents conducted by Micromex Research (May 2017)
- ☐ **online survey** conducted by Micromex Research (May 2017)
- ☐ **written submissions**, including online feedback to the Your Say Northern Beaches website, emails and letters (Parkland Planners, 2017).

Sporting clubs and associations were given the opportunity to provide feedback to Council in a **Sports Forum** held on 30 April 2017. Several sporting clubs and associations also made a written submission.

The outcomes of the community engagement on the Discussion Paper will inform the further preparation of the Draft Sportsgrounds Strategy, which will be presented to Council on 30 May 2017 to approve its public exhibition for further comment by the community in June-July 2017. It is expected the draft final Sportsgrounds Strategy will be presented to Council on 25 July 2017.

### 1.3 Purpose of this report

This report summarises the outcomes of the community engagement processes undertaken to gauge community views on the Discussion Paper, which will inform the further preparation of the Draft Northern Beaches Sportsgrounds Strategy.

This community engagement report will accompany a staff report and the Draft Sportsgrounds Strategy which will be presented to Council on 30 May 2017.



## 1.4 Opportunities to comment

Council promoted and facilitated numerous opportunities for the community through the media and active participation to view and comment on the Discussion Paper throughout the community engagement period. Such opportunities included:

**Table 2** Timeline of community and stakeholder engagement

Date	Methods of community engagement
	<p><a href="#">Peninsula Living Magazine April edition double page</a></p> <p><a href="#">Pittwater Life</a></p>
Thur 6/4	<a href="#">Briefing of sporting associations and clubs by Administrator</a>
Fri 7/4	<p><a href="#">Briefing of golf clubs by Administrator</a></p> <p><a href="https://www.northernbeaches.nsw.gov.au/media-release/20170407-community-called-help-tackle-sportsfield-shortage">Issue of media release https://www.northernbeaches.nsw.gov.au/media-release/20170407-community-called-help-tackle-sportsfield-shortage</a></p>
Sat 8/4	<p><b>PUBLIC COMMENT BEGINS / YOUR SAY PAGE GOES LIVE</b></p> <p>Background information, answers to frequently asked questions (FAQs), and an online feedback form at 'Your Say Northern Beaches'</p> <p><a href="http://yoursay.northernbeaches.nsw.gov.au/sportsgroundreview">http://yoursay.northernbeaches.nsw.gov.au/sportsgroundreview</a></p> <p><a href="#">A Message from the Administrator and a full-page fact sheet published in the Northern Beaches News in the <i>Manly Daily</i>.</a></p> <p><a href="#">Feature article published in the <i>Manly Daily</i>.</a></p>
Tues 11/4	<a href="#">Drop-in information session from 6-8pm at Forest Community Arts Centre, Forestville</a>
Wed 12/4	<p><a href="#">Online survey live on Council's website</a></p> <p><a href="#">Bulk email sent to 60,000 Northern Beaches What's On registered members</a></p> <p><a href="#">Email to 384 residents who registered interest in project</a></p>
Sat 15/4	<a href="#">A Message from the Administrator and a reminder about the drop-in sessions and written submissions published in Northern Beaches News in <i>Manly Daily</i>.</a>
Thur 20/4	<a href="#">Drop-in information session from 6-8pm at Avalon Recreation Centre</a>
Fri 21/4	<p><a href="#">Drop-in information session from 9-11am at Beaches Market, Pittwater Rugby Park, Warriewood</a></p> <p><a href="#">Bulk email sent to 13,246 residents registered for Your Say Northern Beaches project updates</a></p>
Wed 26/4	<p><b>Random telephone survey begins.</b></p> <p><a href="#">Drop-in information session from 6-8pm at Seaforth Community and Sporting Pavilion</a></p>
Thur 27/4	<a href="#">Drop-in information session from 6-8pm at Curl Curl Sports Centre</a>

Date	Methods of community engagement
Sat 29/4	<b>Drop-in information session from 9-11am at the Coastal Environment Centre, North Narrabeen</b>
Sun 30/4	<b>Sports Forum for sporting associations and clubs</b>
Tues 2/5	<b>Email sent to 60,000 people registered to receive Northern Beaches eNews</b>
Sun 7/5	<b>ONLINE SURVEY AND YOUR SAY COMMENTS CLOSE</b>

Appendix A sets out some of the elements of Council's notification and promotion in the media to invite community comment on the Discussion Paper.

## 1.5 Scope of this report

This report presents the outcomes of community engagement in 2016-2017 about the need for more sportsgrounds in the Northern Beaches local government area.

The sports within the scope of the Discussion Paper are:

Archery	Cricket	Netball	Soccer (football)	Ultimate Frisbee
Athletics	Golf	Oztag	Soccer (6 a side)	Other field sports
Australian football	Gridiron	Rugby league	Softball	
Baseball	Hockey	Rugby union	Touch football	

## 1.6 Contents of this report

The remainder of this report sets out the outcomes of the community engagement conducted by Council in April-May 2017 in response to the call for comments on the Discussion Paper.

Appendix A shows media notification and promotion materials.

Appendix B comprises *Sportsgrounds Strategy Research – Online Report with Comparisons to Telephone Survey and Random Telephone Survey Report* (Micromex Research, May 2017)

Appendix C comprises the *Northern Beaches Sportsgrounds and Golf Courses Discussion Paper: Written Submissions Report* (Parkland Planners, May 2017)

Appendix D contains the discussion at the Sports Forum on 30 April 2017.

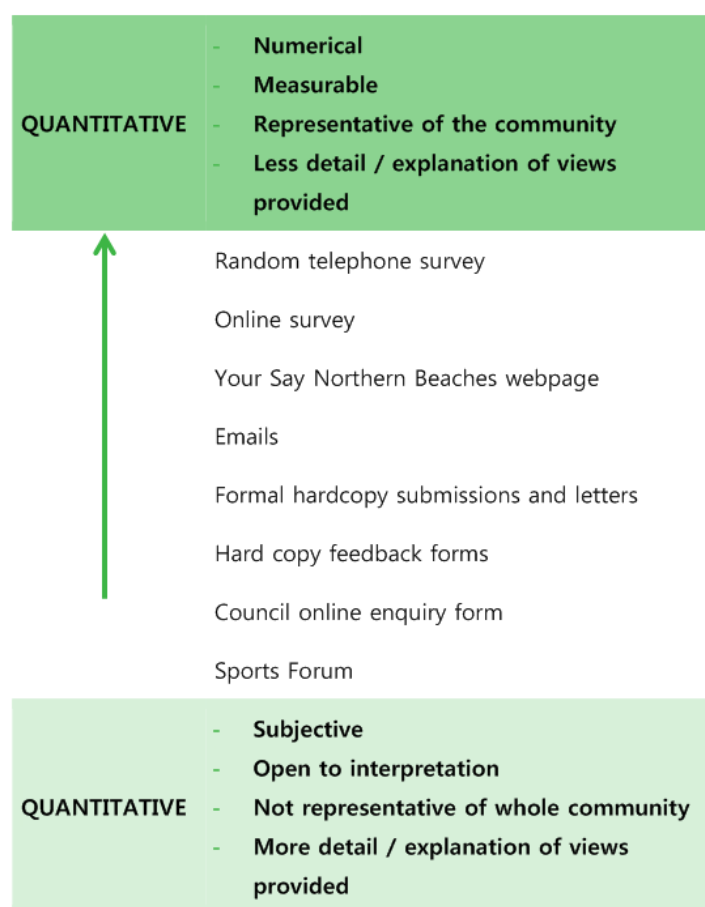
## 2 OUTCOMES OF COMMUNITY ENGAGEMENT

### 2.1 Approach to community engagement

The approach taken by Northern Beaches Council to community engagement about the Discussion Paper may be described as “mixed methods research”. In other words, Council used a range of quantitative and qualitative methods to engage the community. Together, the information collected using all methods presents a useful body of research to assist Council in determining the community’s attitudes to several actions Council could take to improve the provision of sportsgrounds on the northern beaches.

This approach is illustrated in Figure 2.

Figure 2 Methods used in community engagement for the Discussion Paper



In analysing and reporting the community feedback the random telephone survey is most reflective of the demographic profile of the Northern Beaches, followed in descending order by the online survey, the written submissions and the Sports Forum.

Notwithstanding, contributions by the community and sporting organisations via written submissions and participation in the Sports Forum are extremely valuable and have been used to validate sport needs and to assist Council in developing detailed strategies and actions for the Sportsgrounds Strategy.

## 2.2 Sources of feedback

The Discussion Paper was available for comment for four weeks between Saturday 8 April and Sunday 7 May 2017. During that time more than 5,000 active responses were received on the Discussion Paper. Community feedback was received by Council as follows.

**Table 3 Sources of feedback to the Discussion Paper**

Method	No. responses/participants
Random telephone survey	402
Online survey	4,152
Respondents to Your Say Northern Beaches webpage	572
Emails	41
Formal hardcopy submissions and letters	11
Hard copy feedback forms	9
Council online enquiry form	1
Sports Forum participants	40 (approx)
<b>TOTAL</b>	<b>5,228</b>

In addition to the comments received in April-May 2017 listed above:

- ❑ 104 people provided comments to Council about provision of sportsgrounds prior to issuing the Discussion Paper for comment. These comments are detailed in the Written Submissions Report (Parkland Planners, 2017). The content of these comments are similar to those made in response to the Discussion Paper.
- ❑ 10,373 people signed a Warringah Golf Club petition to not convert Warringah Golf Course to sportsfields, which was received after the close of submissions.



## 2.3 Outcomes of community engagement

### 2.3.1 Introduction

The outcomes of the community engagement are reported below in general, and by each of the six actions (or combinations of actions) that Council was seeking community input on.

The detailed outcomes of the community engagement methods used by Council (random telephone survey, online survey, Your Say and other written submissions, and the Sports Forum) are in Appendices B to E.

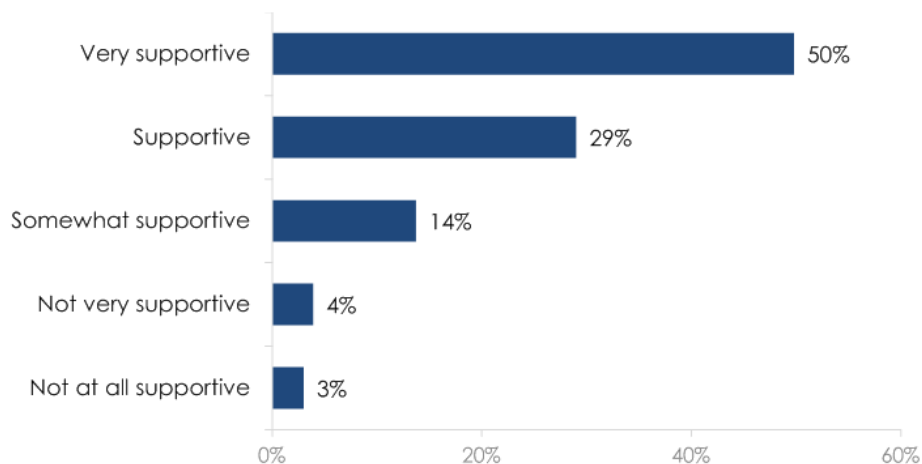
### 2.3.2 General views

#### Telephone survey

*Source: Micromex Research (2017)*

Overall, 93% of residents were at least 'somewhat supportive' of Council addressing the issue of shortfall in sportsfield availability.

Q1. Overall, how supportive are you of Council addressing the shortfall in sportsfields to ensure there are enough fields for everyone to play sport?

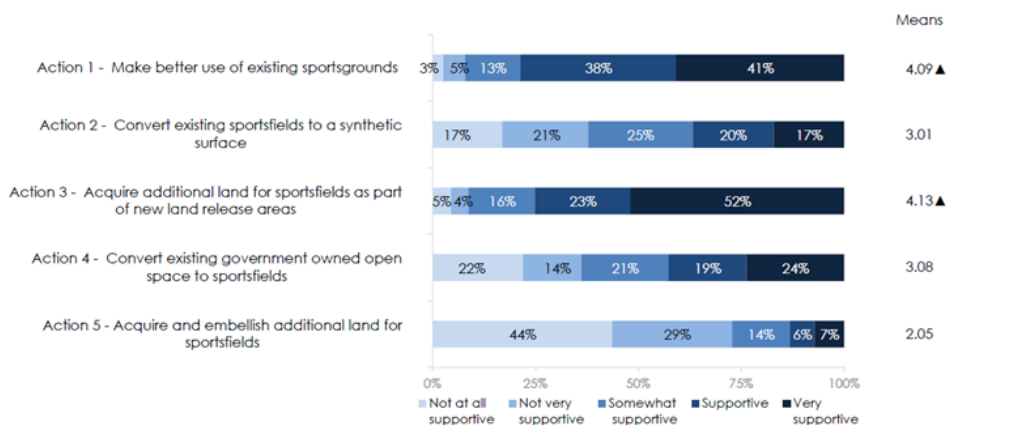


Ultimately residents see this as an important issue and support Council actively planning to address the current and future needs of the whole community, and not just one sporting group.

Acquiring additional land as part of new land releases and making better use of existing grounds were the actions with the highest levels of support:

## Summary of Support for Proposed Actions

Q2. How supportive are you of Council proceeding with this action?



Base: Overall N = 402

1. **The majority of the community, 58%, preferred Option A** – implementing Actions 1 – 4 – “including use of sportsfields, synthetic fields, new fields in land release areas, and converting all or part of a golf course to sportsfields. This means we are largely able to meet the shortfall and have enough sportsfields for our needs”.

The reasons for preferring Option A were that they felt this was the best combination of actions to take, and included converting golf courses, which many residents felt were large amounts of land dedicated to one sport only, with a minority user base.

2. **36% supported Option B** – implementing actions 1 – 3 “makes better use of our existing fields, new synthetics, and new fields in land release areas, but does not include converting any golf course land to sportsfields. This means we will have a shortfall of supply, fields will be overused and we may not have enough space for everyone to play sport.”

Those who selected Option B did so essentially because the golf courses would not be affected.

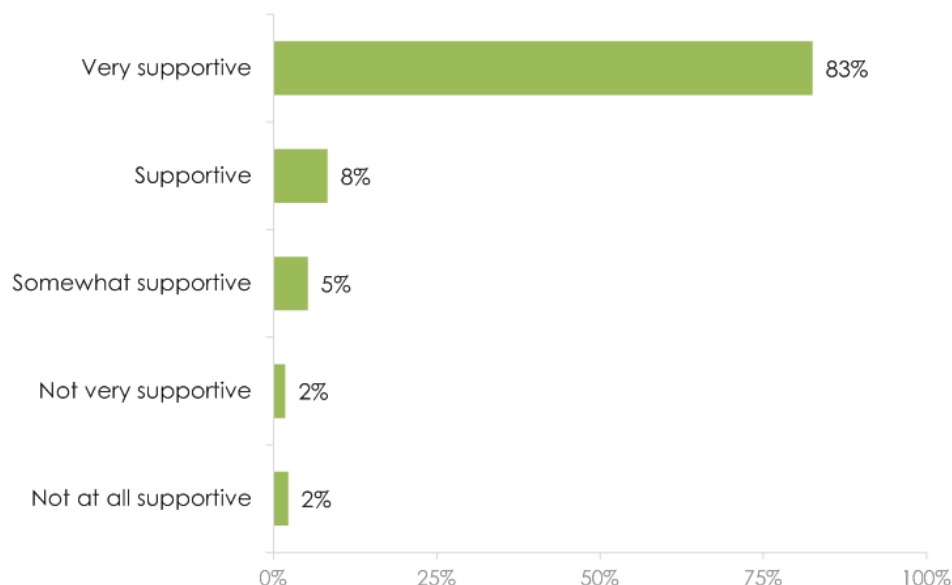
## Online survey

4,152 responses were received to the online survey.

Opt-in residents who completed the survey online were more likely to be male, a ratepayer, and a member of a sporting group or golf club.

Overall there was majority support for addressing the sportsgrounds shortfall, with residents who completed the online survey offering significantly stronger levels of support than did those by phone.

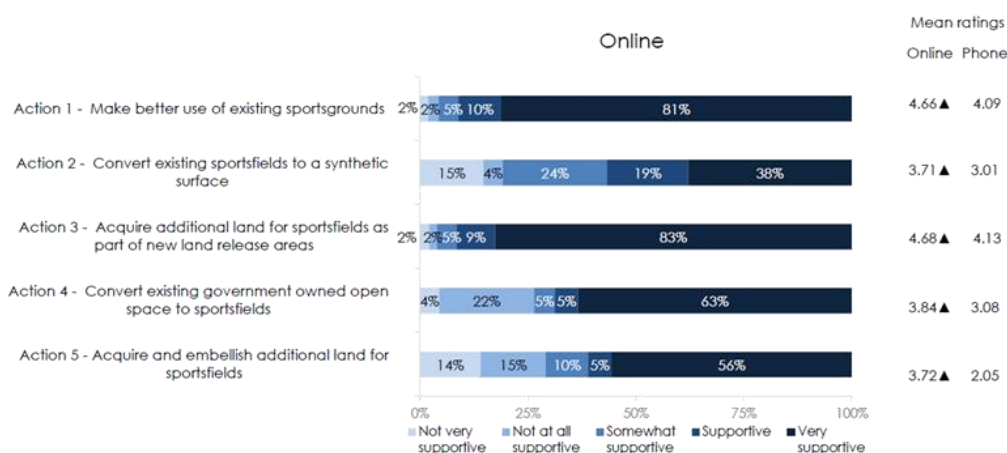
*Q1. Overall, how supportive are you of Council addressing the shortfall in sportsfields to ensure there are enough fields for everyone to play sport?*



All five actions were accorded significantly stronger levels of support from online participants, however, similarly to the phone survey, the online results had a predilection for Action 3 - Acquire additional land for sportsfields as part of new land release areas, and Action 1 - Make better use of existing sportsgrounds.

## Summary of Support for Proposed Actions

Q2. How supportive are you of Council proceeding with this action?



Base: Online N = 4,152, Phone N=402

Scale: 1 = not at all supportive, 5 = very supportive  
▲ = significantly higher than phone

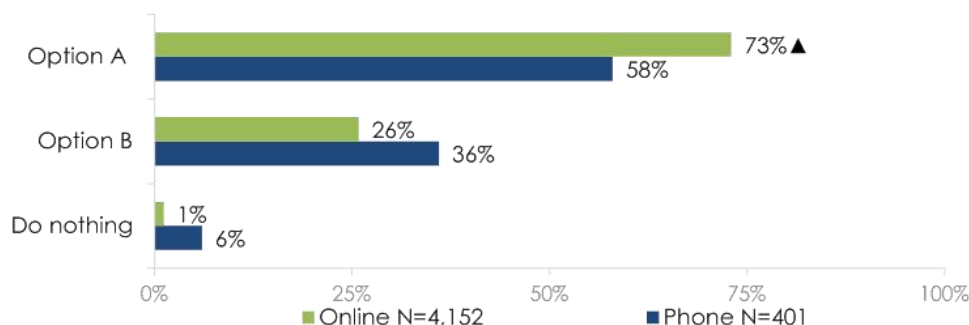
### Option A – implementing actions 1 – 4

*Including use of sportsfields, synthetic fields, new fields in land release areas, and converting all or part of a golf course to sportsfields. This means we are largely able to meet the shortfall and have enough sportsfields for our needs.*

### Option B – implementing actions 1 – 3

*Makes better use of our existing fields, new synthetics, and new fields in land release areas, but does not include converting any golf course land to sportsfields. This means we will have a shortfall of supply, fields will be overused and we may not have enough space for everyone to play sport*

Q3a. Which option would you prefer Council implement?





Both online and phone survey participants indicated their preference for Option A – implementing actions 1 through 4 (73% online cf. 58% by phone). The main reasons given for selecting this option were residents felt it was the ‘best option’, and they believe Council should ‘convert golf courses to maximise grounds per sport’ – the sentiment here is that they feel there are too few golfers using large parcels of land, while other sports are crammed onto fields. Those who preferred Option B – implementing actions 1 through 3 (26% online cf. 36% by phone) did so mainly because they are ‘against the conversion of existing golf courses’.

### **Written submissions**

Respondents recognised that increasing development and population on the Northern Beaches has resulted in overuse of existing sportsgrounds and the need for more sportsgrounds, especially for children’s sport. The opposing view is that existing sportsgrounds are not used all the time and so more sportsgrounds are not needed.

The highest ranking of the six actions by the written submissions is to convert sportsgrounds to synthetic surfaces, which reflects the high proportion of submissions from hockey, more than any other sport. The strong opposition to using golf courses in general and Warringah Golf Course in particular for sportsgrounds also reflects the high number of golf players who made a submission.

Actions 1-4 are supported by people who generally see the need for more sportsgrounds. The main “threads” of this view are:

- ☐ requests for more synthetic fields, particularly for hockey (Action 2)
- ☐ existing sportsgrounds should be improved (Action 1)
- ☐ golf courses (particularly Warringah Golf Course) should not be used for sports fields.

Including golf courses in Action 4 - Convert existing open space to sportsfields instead of separating golf courses from other existing open space has resulted in the strong opposition to using golf courses for sportgrounds obscuring support for using other existing open space for sportsgrounds.

**The interpretation of all written submissions as a whole points towards golf course land should not be used before other actions/options are explored and implemented. In other words, Council should take the “easy wins” first by improving existing sportsgrounds, converting existing fields to synthetic, and exploring opportunities for additional sites for sportsgrounds, and then decide if golf course land is needed.**

Several people raised the point that Council appears to be concerned about providing more sportsgrounds, but there is concern about loss of existing baseball diamonds at Aquatic Reserve.

## Sports Forum

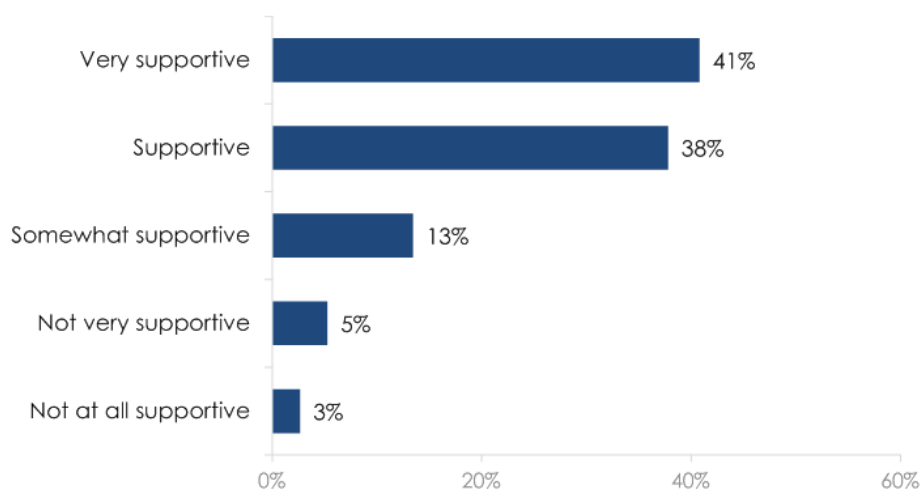
The premise of the Sports Forum was to seek input from relevant sports associations, clubs and State Sporting Organisations on practical solutions to address the shortfall in sportsfields which can be considered in the Draft Sportsgrounds Strategy.

### 2.3.3 Action 1 Make better use of existing sports fields

#### Telephone survey

**Action 1: Make better use of existing sportsgrounds** – such as additional lighting, improved drainage, and reallocation of fields from one sport to another. This action could provide approximately 4.4 hectares of the identified shortfall at an estimated cost of \$270,000 per hectare. This equates to \$3.25 per annum per household over 15 years.

Residents were supportive of Council making better use of existing sportsgrounds, with 92% being at least 'somewhat supportive'.



Mean rating of Action 1 = 4.09.

Above mean support from:

- Members of sporting groups (4.28)
- 18-34 years (4.21)
- 35-49 years (4.19)
- Non-ratepayers (4.16)

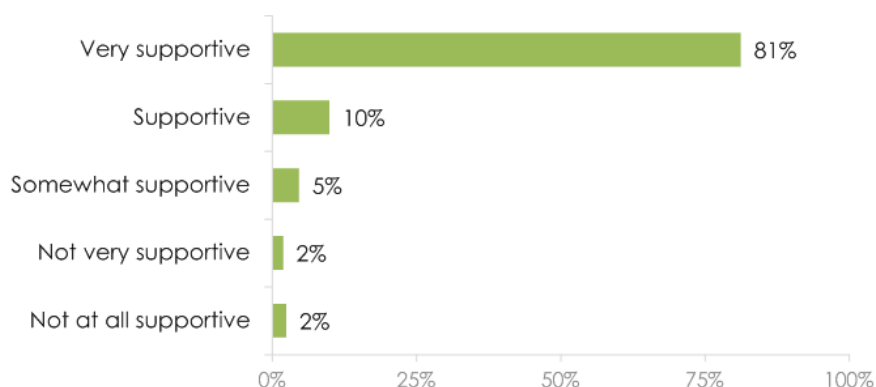
- Member of a golf club and sporting group (4.15)
- Member of golf club (4.13)
- Males (4.13).

## Online survey

**We would like to understand your overall support for each of the following actions.**

**Action 1: Make better use of existing sportsgrounds** – such as additional lighting, improved drainage, and reallocation of fields from one sport to another. This action could provide approximately 4.4 hectares of the identified shortfall at an estimated cost of \$270,000 per hectare. This equates to \$3.25 per annum per household over 15 years.

*Q2. How supportive are you of Council proceeding with this action?*



Mean rating of Action 1 = 4.66

Above mean support from:

- 18-34 years (4.85)
- Member of a sporting group (4.69)
- Males (4.69)

## Written submissions

### Support Action 1

Support improving existing sports fields in general (23). Improvements are listed below in approximate order of mentions:

- Using fields at public and private educational facilities (37) attracted strong support.

- ❑ Increase times during which fields can be used (27), particularly installing/improving lighting (18), using existing fields more throughout the week (6), reviewing the wet weather policy (2) and using fields in school holidays (1).
- ❑ Improve field quality (17) by improving drainage (14), improve aeration and fertilising (2) and better maintenance of existing fields (1)
- ❑ Better field allocations (15) particularly reducing the game time for over 35s soccer players because they are not as fit as younger players (4) and additional matches can be scheduled, increasing use of underused fields (4), restricting out-of-area bookings (2), changing allocation of fields between sports to better reflect player numbers (1), using an online field booking system for transparency (1), sporting groups relinquishing "home grounds" so all grounds are multi-use (1), dual/multi-use of currently single-use fields (1), and holding more games at fewer grounds for more efficient refereeing (1).
- ❑ Provide multi-use facilities (10) such as designating dual/multi-use grounds (7) instead of single use grounds; installing multi-use goalposts for rugby union, rugby league and soccer (2); and upgrade synthetic cricket pitches with multiple crease markings (1).
- ❑ Reconfigure grounds (8) by smaller playing fields for soccer (2), covering cricket wickets better in winter (1), moving cricket wickets (1), changing field markings to fit in more junior fields (1), increasing the usable playing surface at Frenchs Forest Showground/Lionel Watts Reserve (1), expanding the area of sportsfields by removing carparking (1), and using unused space at sportsgrounds for netball courts (1).
- ❑ Restricting field use (5) by capping the number of players (1), juniors playing matches only after school/mid-week evenings (1) leaving weekends free for others, juniors playing less games per season (1), not playing "makeup" games for wet weather (1), and increasing the size of teams so more players can use the field at one time (1).
- ❑ Better player and spectator amenities (4) particularly clubhouses (2), toilets (2), shelter (1), amenities and change rooms for women and girls (1), canteens and storage (1).
- ❑ Provide training facilities (2): batting cages for baseball (2) and cricket nets (1).

#### Opposition to Action 1

- ❑ Damage to playing surfaces won't be fixed by improvements to grounds (2)
- ❑ Oppose lighting of John Fisher Park (1)
- ❑ Opposition to Council management of club-managed single use field (1)

## Sports Forum

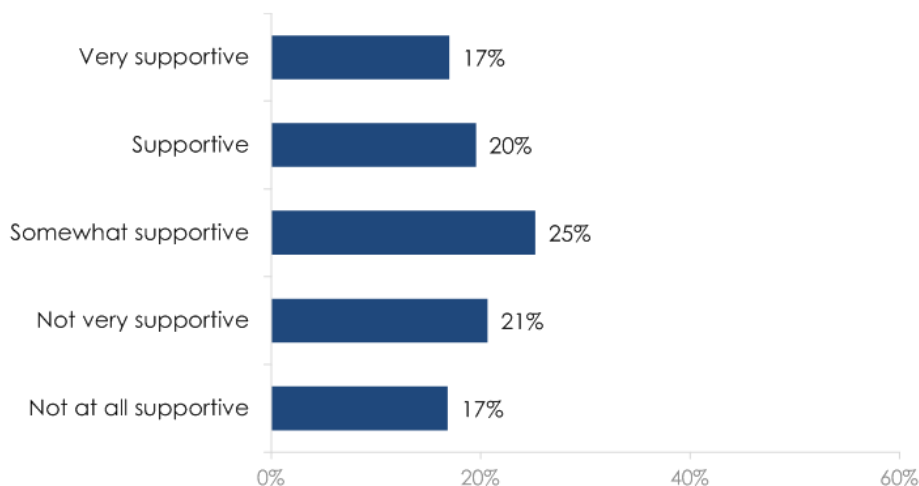
Workshop discussion focused on ways to better use existing sportsgrounds.

### 2.3.4 Action 2: Convert grass fields to synthetic surface

#### Telephone survey

**Action 2: Convert existing sportsfields to a synthetic surface** – this will increase the capacity of each field as synthetic fields can be used for longer hours and are more durable in wet weather. This action could provide approximately 5.5 hectares of the identified shortfall at an estimated cost of around \$3m per hectare. This equates to around \$15.90 per annum per household over 15 years.

**Residents were less supportive of Council converting existing fields to a synthetic surface, with 62% being at least 'somewhat supportive'.**



Mean rating of Action 2 = 3.01.

Above mean support from:

- Members of golf club and sporting group (4.07)
- Member of golf club (3.49)
- Member of sporting group (3.20)
- Non-ratepayer (3.16)
- 35-49 years (3.15)
- 18-34 years (3.05)
- Male (3.05).

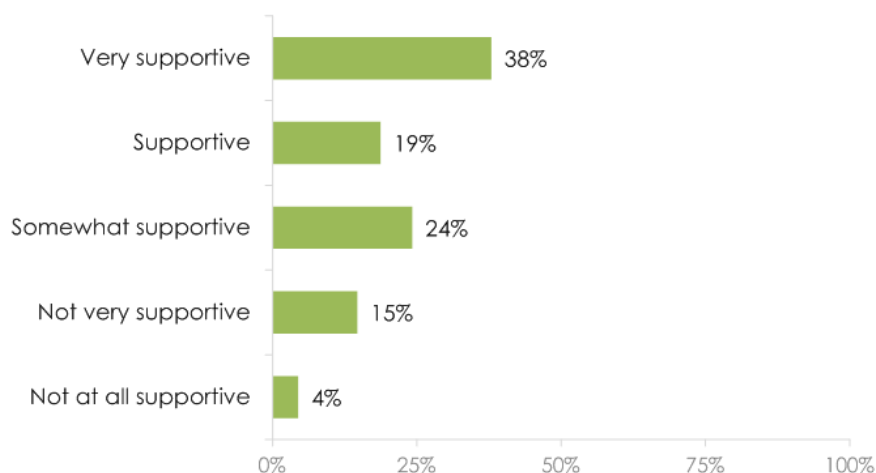


## Online survey

We would like to understand your overall support for each of the following actions.

**Action 2: Convert existing sportsfields to a synthetic surface** – this will increase the capacity of each field as synthetic fields can be used for longer hours and are more durable in wet weather. This action could provide approximately 5.5 hectares of the identified shortfall at an estimated cost of around \$3m per hectare. This equates to around \$15.90 per annum per household over 15 years.

*Q2. How supportive are you of Council proceeding with this action?*



Mean rating of Action 2 = 3.71

Above mean support from:

- ☐ Member of sporting group and golf club (3.86)
- ☐ 35-49 years (3.84)
- ☐ Member of golf club (3.82)
- ☐ Female (3.80)
- ☐ Member of a sporting group (3.73)
- ☐ 18-34 years (3.73)

## Written submissions

### Support for converting grass fields to synthetic surfaces

General support (43) for synthetic surfaces, mostly for hockey (137), multi-purpose synthetic fields (9) such as Melwood Oval, football (8), athletics, and netball.

It is recognised that synthetic fields:

- ☐ provide a level and consistent playing surface
- ☐ are the preferred surface for hockey
- ☐ increase the capacity of sportsground space ie. greater use can be made of the space compared to grass fields
- ☐ reduce maintenance costs
- ☐ are undergoing improvements in technology
- ☐ have environmental impacts (such as rubber crumbs being spread) but such impacts are being better addressed.

Criteria for converting existing fields to synthetic fields are fields currently used for hockey, flood liable fields e.g. Nolan Reserve, and those accessible by public transport.

Numerous existing sportsgrounds were suggested for conversion to a synthetic surface.

Suggestions for additional sites for synthetic fields are previously developed flat sites such as depots (1), land in Garden Street in Warriewood (1), rooftops of carparks and buildings (4), a multi-use synthetic field at Abbott Road for netball and other sports (1), school fields for which it is difficult to maintain grass cover (1), and at Manly Vale Bowling Club (1).

### Opposition to synthetic surfaces

Synthetic surfaces are not supported by some because they are too hot to use in summer in general (1) particularly for cricket (1), are expensive (1), and use synthetic rubber materials which spread to bushland and creeks (1).

Synthetic surfaces are not desired in John Fisher Park for environmental reasons (1) and Bantry Bay Reserve because it is used for rugby union (1).

## Sports Forum

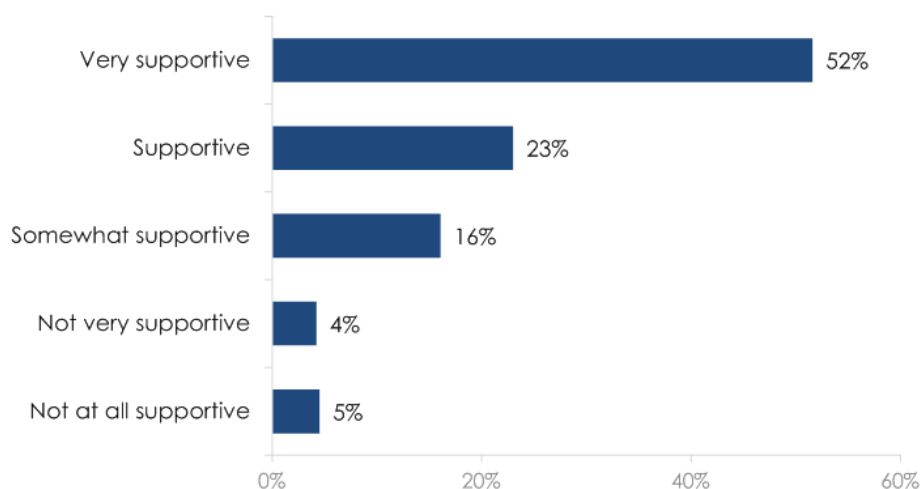
Support for converting some existing grass fields to synthetic surface.

### 2.3.5 Action 3: Acquiring or securing additional private land as part of new housing developments

#### Telephone survey

**Action 3: Acquire additional land for sportsfields as part of new land release areas in Warriewood and Ingleside** – this action could provide approximately 11 hectares of the identified shortfall and would be funded by the new housing developments.

There was strong support for acquiring additional land as part of new land release areas, with 91% being at least 'somewhat supportive'



Mean rating of Action 3 = 4.13.

Above mean support from:

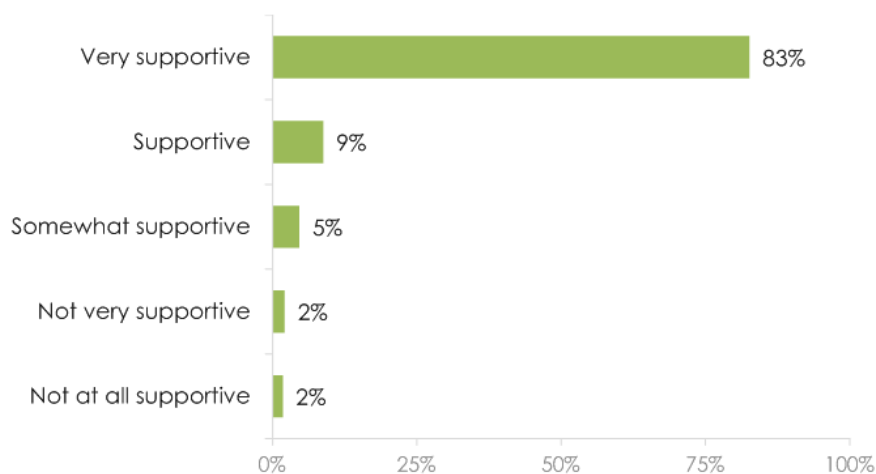
- Members of golf club and sporting club (4.86)
- 50-64 years (4.34)
- Members of golf club (4.33)
- 65 years and over (4.27)
- 35-49 years (4.23)
- Male (4.22)
- Member of sporting group (4.12)
- Ratepayer (4.16).

## Online survey

We would like to understand your overall support for each of the following actions.

**Action 3: Acquire additional land for sportsfields as part of new land release areas in Warriewood and Ingleside** – this action could provide approximately 11 hectares of the identified shortfall and would be funded by the new housing developments.

*Q2. How supportive are you of Council proceeding with this action?*



Mean rating of Action 3 = 4.68.

Above mean support from:

- ☐ Member of sporting group and golf club (4.82)
- ☐ 18-34 years (4.80)
- ☐ Member of golf club (4.75)
- ☐ 50-64 years (4.74)
- ☐ 65 years and over (4.74)
- ☐ Male (4.73)

## Written submissions

### Support for using land in new housing developments

Support for using land in new housing developments included:

- ☐ Recognition of a missed opportunity to develop more sportsfields in Warriewood Valley (7)
- ☐ Support for requiring developers to provide sportsgrounds in new developments such as Ingleside and Warriewood (26)
- ☐ Use already cleared land for sportsfields in Ingleside, not riparian or bushland areas (2)
- ☐ Require a higher percentage of land in new developments for sportsfields/open space (1)
- ☐ NSW Government to set aside 50% of the 70 hectares at Ingleside for sportsfields (1)
- ☐ Don't spend developer contributions elsewhere than the development (1)
- ☐ Provide a centralised sporting facility for Warriewood and Ingleside (1).

### Opposition to using land in new housing developments

- ☐ This action depends on land owners wanting to sell, so it will be a long time before land in new housing developments is available for sportsgrounds (1)
- ☐ Don't buy private land in new housing developments (1).

## Sports Forum

Support for some land in new developments being reserved for sportsgrounds.

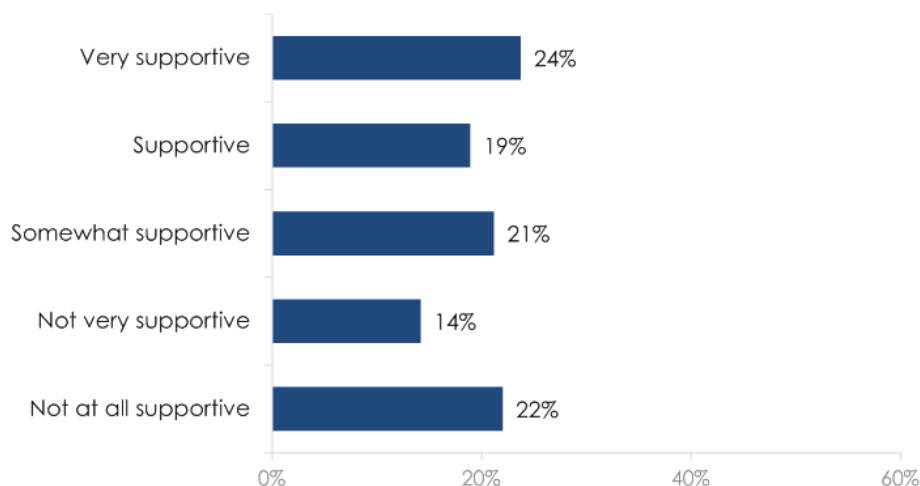
### 2.3.6 Action 4 Convert existing open space to sportsfields e.g. golf courses

## Telephone survey

**Action 4: Convert existing government owned open space to sportsfields, e.g. all or part of a golf course** – Council's research identified we have 13 golf courses, seven on public land, and have double the supply of courses per capita compared to the average across Sydney. This action could provide approximately 11 hectares of the identified shortfall of \$1.4m to \$1.8m per hectare. This equates to around \$15.40 per annum per household over 15 years.



Support for this action was ostensibly balanced. Non-ratepayers were significantly more supportive, as were those aged 18-49, however, residents aged 50+ expressed significantly less support, as did golf club members.



Mean rating of Action 4 = 3.08.

Above mean support from:

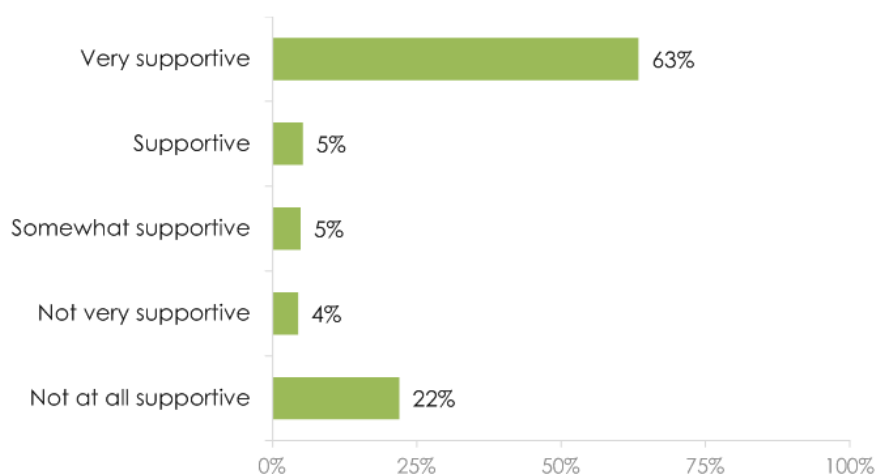
- 18-34 years (3.79)
- Non-ratepayers (3.75)
- 35-49 years (3.38)
- Member of sporting group (3.23)
- Member of neither sporting group or golf club (3.14)
- Females (3.10).

## Online survey

**We would like to understand your overall support for each of the following actions.**

**Action 4: Convert existing government owned open space to sportsfields, i.e. all or part of a golf course** – Council's research identified we have 13 golf courses, seven on public land, and have double the supply of courses per capita compared to the average across Sydney. This action could provide approximately 11 hectares of the identified shortfall of \$1.4m to \$1.8m per hectare. This equates to around \$15.40 per annum per household over 15 years.

*Q2. How supportive are you of Council proceeding with this action?*



Mean rating of Action 4 = 3.84.

Above mean support from:

- ☐ 18-34 years (4.64)
- ☐ Member of a sporting group (4.28)
- ☐ 35-49 years (3.96)
- ☐ Male (3.95).

## Written submissions

### Support for converting existing open space to sportsgrounds

The most frequently mentioned suggestions for conversions/better use of public open space to sporting facilities are:

- ☐ Use golf course land (51)
- ☐ Pittwater Golf Centre golf driving range (11)
- ☐ Relocate the North Narrabeen Markets to a hard surface and reinstate the sportsfields (7)

Some people who play both golf and field sport see the need for using golf course land for sportsfields.

General reasons for supporting conversion of golf course land to sports fields are that there are more field sport players than golf players, golf takes up a lot of public land, the ratio of golf courses by population is higher on the northern beaches than elsewhere, there are sufficient full and half sized golf courses, golf is declining in

popularity/participation, golf courses are struggling financially, and golf courses exclude the rest of the community from using them.

Reasons for supporting conversion of Warringah Golf Course to sportsgrounds were the environmental impacts of the golf course: fairways too close to creeks and lagoon and don't comply with EPA requirements; dominant vegetation is grass and tall trees with little ground cover and mid-storey resulting in unbalanced biodiversity.

Support for using all or part of an 18 hole course or all of a 9 hole course for sportsgrounds as highest for Warringah Golf Course (18) for sportsfields/public parkland (2), followed by Balgowlah (all) (6), Bayview (3), Palm Beach (3), Mona Vale (part) (2), Manly (2), and Avalon (1).

### Opposition to use of golf courses for sportsgrounds

#### General opposition to use of golf courses for sportsgrounds

52 people were opposed to use of golf courses for sportsgrounds in general.

Numerous people support the need for more sportsfields, but not at the expense of golf courses (10). One person was pleased that the Manly Warringah Pittwater Sporting Union favours retaining Warringah Golf Course (1).

General reasons for opposing use of golf courses for sportsgrounds are:

- ☐ to preserve the golf courses for an aging population and a future increase in golfers (8)
- ☐ sports grounds are not used during the week so why do golf courses need to be used for sportsfields (4)
- ☐ 'robbing Peter to pay Paul' ie. converting golf courses to sports fields is wrong (4)
- ☐ reduction of an 18 hole to a 9 hole golf course is not financially viable (2)
- ☐ taking a sport from one age group for another age group is wrong (1)
- ☐ competitions can't be held at 9 hole golf courses (1)
- ☐ conversion of a golf course to sportsgrounds will create a gap in the distribution of sportsgrounds between Manly and Pittwater (1).

#### Opposition to use of Warringah Golf Course for sportsgrounds (121)

Many people are opposed to converting Warringah Golf Course to sportsgrounds for the reasons listed below in approximate order of mention:

- ☐ High levels of use: it is one of the busiest courses in Sydney, high number of rounds played, used all day from dawn to dusk, caters for social players and social golf is increasing in popularity, and other local clubs could not absorb Warringah members so Warringah members would either have to give up golf or take up bowls.
- ☐ Flat topography: seniors like to play on a flat course
- ☐ Affordable cost to play: low membership cost is affordable
- ☐ Accessible to all because it is a public course, and is on public transport routes
- ☐ Impacts of sportsground use on residents, sportsground users and others including traffic and parking, noise from sportsfields, and sportsground lighting.
- ☐ Sportsgrounds at Warringah Golf Course won't meet needs in the northern end of the LGA. Fields are needed at the northern end of the peninsula so don't use Warringah Golf Course.
- ☐ It is surrounded by playing fields which are often empty during the week
- ☐ Only 3-4 playing fields could be created
- ☐ Manly Creek would have to be rerouted between any playing fields which would be unsafe for children
- ☐ Environmental considerations: removal of several hundred trees would have impacts on drainage, wildlife, air quality, views and visual amenity.
- ☐ It is peaceful and quiet, and a green buffer, incorporating two creeks and riparian areas
- ☐ 80 year history as a golf course
- ☐ High cost of converting WGC to sports fields
- ☐ The southern end is flood liable. Low areas would require filling, levelling and drainage.
- ☐ The irrigation system would require replacement
- ☐ The club is financially viable, and WGC pays more than its share of lease payments to Council
- ☐ Maintenance of the golf course is by the golf club at no cost to Council/ratepayers
- ☐ Good facilities and services, including coaching, facilities and clubhouse
- ☐ Caters for children learn to play golf, and playing golf without restrictions imposed by other golf clubs
- ☐ High voltage underground power cables cross the golf course.

In addition to the above comments, 10,373 people signed a petition co-ordinated by Warringah Golf Club to not convert Warringah Golf Course to sportsfields.

### Variations to converting public open space for sporting facilities

Using roads/private land for sports courts (4) and Council-owned land at Warriewood (1) were suggested.

## Sports Forum

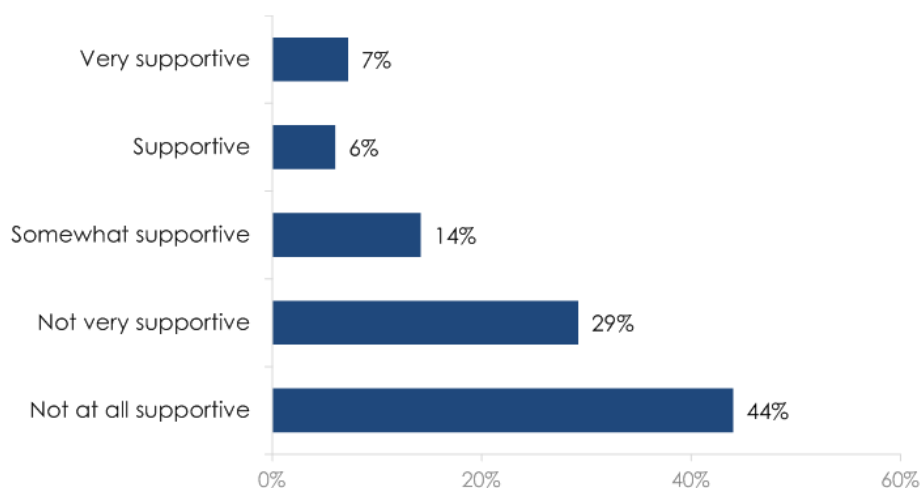
Some discussion arose regarding additional land for sportsfields.

### 2.3.7 Action 5: Acquire and embellish additional land

#### Telephone survey

**Action 5: Acquire and embellish additional land for sportsfields** – due to lack of availability of suitable land and the significant cost to ratepayers, this is not considered a viable option. However, for the basis of comparison, the purchase of private land to meet 11ha of the shortfall would require an estimated \$6.5m to \$7m per hectare. This investment equates to around \$70.60 per annum per household over 15 years.

Acquiring and embellishing additional land was the least appealing of the actions to residents, with only 27% being at least 'somewhat supportive'.



Mean rating of Action 5 = 2.05.

Above mean support from:

- Members of sporting group and golf club (2.71)
- 18-34 years (2.34)



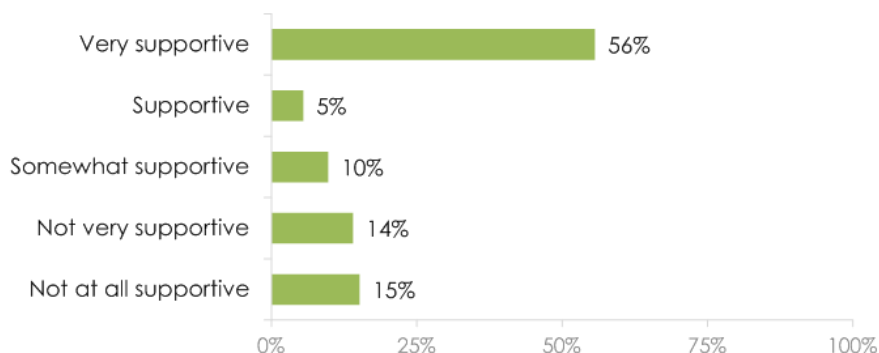
- Non-ratepayers (2.22)
- Members of sporting group (2.10)
- Males (2.10).

## Online survey

**We would like to understand your overall support for each of the following actions.**

**Action 5: Acquire and embellish additional land for sportsfields** – due to lack of availability of suitable land and the significant cost to ratepayers, this is not considered a viable option. However, for the basis of comparison, the purchase of private land to meet 11ha of the shortfall would require an estimated \$6.5m to \$7m per hectare. This investment equates to around \$70.60 per annum per household over 15 years.

*Q2. How supportive are you of Council proceeding with this action?*



Mean rating of Action 5 = 3.72.

Above mean support from:

- 18-34 years (4.45)
- Member of sporting group and golf club (4.0)
- Male (3.90)
- Member of golf club (3.89)
- Member of neither sporting group or golf club (3.83).

## Written submissions

### Support for acquisition of new sites

17 people support acquisition of new sites in general. Reasons for supporting Council acquiring new sites are the population is growing and the shortfall in sportsfields is not meeting needs, and transport infrastructure such as bus interchanges are taking open space for roads and carparking.

Alternatives to Council acquiring new sites from the State government are using Crown land (4), leasing land from the state rather than acquiring land (3), public private/partnership between Council and Sydney Academy of Sport (2), using Section 94 contributions for conversion of available Crown land to sportsgrounds (1), the State government assisting Council to increase open space (1), and local businesses could contribute to the cost (1).

Locations of greatest need for acquiring land for more sportsgrounds are the northern end of Northern Beaches LGA (10), areas in which children live and where there is the most need, and currently underserviced areas.

Numerous specific sites for acquiring land were suggested, particularly bushland, and Belrose and Kimbriki waste management centres.

### Variations to acquisition of land for new sportsgrounds

Requests were made for indoor facilities such as gyms for training to take the pressure off playing fields.

Suggestions for other ways of providing sportsgrounds than using land included a floating pitch in the harbour and using the roofs of buildings.

Requests for land at Belrose for a netball complex, and for land in a central location (e.g. Frenchs Forest) for a regional sportsfield complex.

### Opposition to acquiring land for new sportsfields

Acquisition of land for new sportsgrounds was not supported because:

- ☐ bushland would be cleared for sportsfields (4). Private land with no environmental values is preferred for new sportsfields (1)
- ☐ High cost to ratepayers of acquiring new land (1). Don't buy private land using ratepayers funds (1).

## Sports Forum

Not applicable

### 2.3.8 Action 6: Do nothing and accept the shortfall

## Telephone survey

Minimal support indicated by:

- ☐ I'm not supportive of the groups as they are (2% of respondents)
- ☐ Sportsfields don't seem to be overused (2%)
- ☐ Other reason (2%)

## Online survey

Not applicable

## Written submissions

Two comments opposed doing nothing, stating that would be unacceptable.

## Sports Forum

Not applicable

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## REFERENCES

Golf Business Advisory Services (2016) *Northern Beaches Council Golf Market Assessment*. Prepared for Northern Beaches Council, November.

Micromex Research (2017) *Sportsgrounds Strategy Research – Random Telephone Survey*. Prepared for Northern Beaches Council, May.

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Micromex Research (2017) *Sportsgrounds Strategy Research – Online Report with Comparisons to Telephone Survey and Random Telephone Survey Report*. Prepared for Northern Beaches Council, May.

Northern Beaches Council (2017) *Northern Beaches Sportsgrounds and Golf Courses Discussion Paper*. April.

Otium Planning Group (2016) *Northern Beaches Sportsgrounds Needs Analysis*. Prepared for Northern Beaches Council, December.

Parkland Planners (2017) *Northern Beaches Sportsgrounds and Golf Courses Discussion Paper: Written Submissions Report*. Prepared for Northern Beaches Council, May.



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# A PROMOTION OF COMMUNITY ENGAGEMENT ON DISCUSSION PAPER

# NORTHERN BEACHES NEWS



**A MESSAGE FROM THE ADMINISTRATOR**

In August last year, I agreed to a request from the Sporting Union, representing most of the sports active on the Northern Beaches, to review the perceived shortage of sportsgrounds and the use of Council owned golf courses.

Today, I am releasing that review for public comment and debate. Of course the debate kicked off last year when I deferred going to tender for the 20-year lease of Warringah Golf Course. It prompted an emotional response from club members and many of the golfers who use and love the course.

Dozens of letters were written to the Manly Daily. Unfortunately, the review had just started and there was little concrete information to inform what is a very important issue facing the whole community. This report now provides that information. The report is clear about many things:

- Sporting groups were right. We have a serious shortfall in fields.
- Most of the current fields are deteriorating from overuse.
- We have around half or less the number of fields per head compared to some similar councils.
- The current shortfall will get much larger over the next 15 years.
- Sporting groups are saying no to thousands of kids and adults wanting to play.
- This figure is increasing, as more females want to participate.
- We have double the number of golf courses compared to the rest of Sydney

We can improve this situation through a range of efficiency measures, including artificial grass on more fields, installing more lighting for training and smarter use of some fields, but this will not go anywhere near to closing the gap.

We will benefit from new fields as Warriewood and Ingleside are developed, but again, not enough to close the gap.

One approach is to just put this in the too hard basket and say "bad luck" to those who can't find a place to compete or train, "bad luck" about the serious problem of growing childhood obesity.

The current shortage leads to current practices in some sports, where female teams lose their Sunday field allocation if the weather cancels the boy's Saturday game - and it is shifted to the Sunday.

While we have half the number of playing fields per head as other comparable areas, we have double the number of golf courses compared to the Sydney average.

When you make your submission, please read the report and deal with the issues logically, respectfully and fairly. This is a big decision that affects the whole community.

**Dick Persson AM**  
dick.persson@northernbeaches.nsw.gov.au

**WHAT'S ON?**

**WALTER GORS PARK OPENING**  
Tue 11 Apr, 11am - 2pm  
Howard Ave, Dee Why

Celebrate your new backyard with kid's activities, face painting, lawn games, giveaways and a sausage sizzle.

Free

**HAVE YOUR SAY**

**INTEGRATION OF DEVELOPMENT APPLICATION (DA) SERVICE**

Council is currently working to integrate and streamline how the Capital Development Application service is delivered.

A number of documents are currently on exhibition which will standardise how DAs are accepted, processed and determined.

Details are available at  
[yoursay.northernbeaches.nsw.gov.au](http://yoursay.northernbeaches.nsw.gov.au)

**COUNCIL NOTICES**

**NORTHERN BEACHES DEVELOPMENT ASSESSMENT PANEL MEETING**

WED 12 APR, 6PM, CIVIC CENTRE, CIVIC DRIVE DEE WHY

**Item 3.1**  
21 - 23 Brookvale Avenue, Brookvale - Demolition work and construction of a residential flat building

**Item 3.2**  
187 Warringah Road, Beacon Hill - Demolition works and the construction of a boarding house

**Item 3.3**  
28 Carew Street, Dee Why - Alterations and additions and construction of an attached secondary dwelling and workshop/storeroom

**Item 3.4**  
632 and 634 Warringah Road, Forestville - Demolition works and construction of a service station with associated underground tanks, carparking, landscaping and signage

Requests to address the public hearing regarding an item listed on the agenda must be made before the hearing. Contact the Panel Coordinator on 9942 2340 by 4pm Wednesday 12 April 2017. Copies of the agenda can be viewed online at [council@northernbeaches.nsw.gov.au](http://council@northernbeaches.nsw.gov.au) or obtained at the Dee Why Customer Service Centre.

**DEVELOPMENT PROPOSAL**  
**89 - 90 NORTH STEYNE AND 90 - 92 WHISTLER STREET MANLY**

Council is in receipt of amended plans and reports for Application No. 56/2017 Lot A in Deposited Plan 430074 known as 89 North Steyne, Lot B in Deposited Plan 430074 known as 90 North Steyne, Strata Plan 39801 known as 90 Whistler Street and Strata Plan 10633 known as 92 Whistler Street, Manly.

Demolition of existing structures, construction of a residential flat building and strata title subdivision.

The applicant is Made Property Group Pty Ltd. The proposal is not designated development.

+22  
143

MANLY DAILY, Saturday, April 8, 2017  
11000-10 mha - cpd/robertson - 11000-10 mha

    @beachescouncil





**NORTHERN BEACHES**

# Golf course under threat once more

Council dusts off proposal to provide more sporting grounds

**Robbie Patterson**

WARRINGAH Golf Course could be facing the prospect of bulldozers again after Northern Beaches Council reneged on a promise to let elected councillors decide its fate.

A 15-year strategy on whether to replace golf courses with sport fields will be finalised in July.

The stance comes despite former premier Mike Baird asking the council in November to rule out any decision before elections.

The council has just released its long-awaited review of sports grounds, which showed a shortfall of 25 playing fields – equivalent to 24ha – based on demands.

The figure is set to almost double in 15 years if no action is taken.

The northern beaches has 13 golf courses. Per capita, that is double the rate of the entire Sydney region.

Golf clubs have had a combined decline in membership of 10 per cent in the past decade.

The review was conducted with two independent planning groups, each specialising in golf courses or sport and leisure.

Council administrator Dick Persson defended the decision to put the strategy out before a council was elected. "A strategy does not lock anyone in. It just means if a new council doesn't want it, they change it," he said.

Mr Persson said it was important to let the public have its say on the review before a strategy was formed.

The report says 1000 players were turned away from six-a-side football last year and sport participation had increased 10 per cent in three years. Six solutions have been suggested.

**Six solutions**

- » Make better use of existing sports grounds (\$270k) – gives 4.4ha
- » Convert some fields to synthetic (\$3m) gives 5.5ha
- » Acquire land as part of housing developments (\$4.7-7m) gives up to 12ha
- » Convert golf courses (\$1.4m) gives 11ha
- » Acquire land (\$7m) gives 11ha
- » Do nothing
- » Read more at [yoursay.northernbeaches.nsw.gov.au](http://yoursay.northernbeaches.nsw.gov.au).
- » Submissions close May 7.

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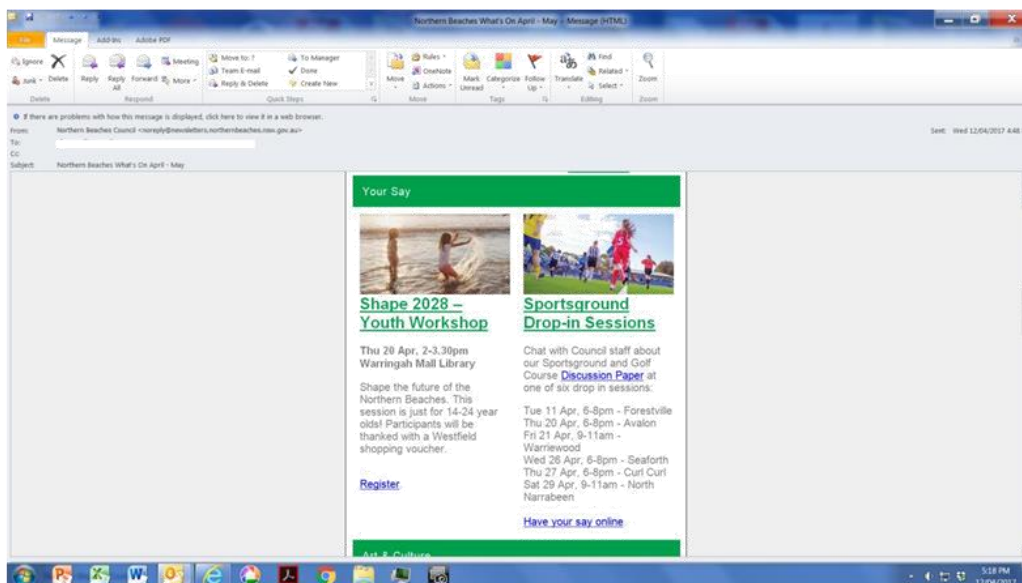
MANLY DAILY, Saturday, April 8, 2017 05

Council's Media Release included:

<https://www.northernbeaches.nsw.gov.au/media-release/20170407-community-called-help-tackle-sportsfield-shortage>

Other media coverage included: <http://www.dailytelegraph.com.au/newslocal/manly-daily/warringah-golf-club-president-criticises-councils-sports-ground-report-as-onesided/news-story/1f94b15b364b85a0acae9328ddc237d8>





# NORTHERN BEACHES NEWS



**A MESSAGE FROM  
THE ADMINISTRATOR**

Last week, Council launched a Discussion Paper about the future of Northern Beaches Council sportsfields and golf courses and I outlined some of the issues requesting people read the Discussion Paper on Council's website before participating in a public debate. Sadly there was little evidence that some of the contributors on social media have bothered to.

Just to reiterate some of the key findings:

- We have a serious shortage of sportsfields that is getting larger and will reach over 40 sportsfields by 2031 unless we take action
- The sportsfields are already seriously overused at well over the 35 hours per week recommended to keep them in reasonable condition
- The review showed we have around half the sportsfields per head compared to a number of comparable councils
- The review showed we have more than double the number of golf courses per head compared to the rest of Sydney
- The fact that many sportsfields are 'empty' during the week does not mean they are underused. Fields need some time to recover, schools book them during the week and sports groups have access to them for training after 4pm
- Many sports are rejecting hundreds of kids and adults wanting to play a sport due to a shortage of fields
- The review confirmed golf is declining and has been doing so for over 10 years.

The Paper identifies and costs lots of possible actions, including more synthetic grass, more lighting to provide more training opportunities and more efficient use of existing fields.

It also concludes that without the conversion of some current Council land from golf to other sports there will be a continuing shortfall, even after adopting many other actions.

To those claiming I have gone back, or "reneged" on my commitment to leave the final decision to the elected Council, I have not!

This is too serious an issue to put on the backburner. After hearing the community views I will put a draft strategy out for comment. I will then adopt a final strategy for the next 15 years.

Council is planning to get on with field improvements and synthetic fields as soon as possible. However there will be no action taken to implement any of the controversial elements. The Strategy will set the path forward to address the shortfall in fields and it will be a matter for the incoming Council to determine whether to proceed when they return in September this year.

They will have a well-argued and costed set of options, along with my recommendation, to guide their decision making and address this serious issue for the community.

With this in mind, I look forward to receiving your submission on this important Discussion Paper.

**Dick Persson AM**  
dick.persson@northernbeaches.nsw.gov.au







## HAVE YOUR SAY

### YOUR SAY OPEN FOR COMMENT

Council believes in strong community consultation and has a number of items open for feedback at [yoursay.northernbeaches.nsw.gov.au](http://yoursay.northernbeaches.nsw.gov.au)

- Ocean Street Narrabeen - Proposal to Name a Reserve  
Closes Mon 17 Apr
- Freshwater Coastal Open Space Master Plan  
Closes Mon 17 Apr
- Walk Manly  
Closes Wed 19 Apr
- Alcohol Free Zones  
Closes Sun 30 Apr
- Affordable Housing Policy  
Closes Sun 30 Apr
- Pittwater Waterway Review Discussion Paper  
Closes Sun 14 May

[yoursay.northernbeaches.nsw.gov.au](http://yoursay.northernbeaches.nsw.gov.au). For more information visit one of our drop-in sessions:

- Thu 20 Apr, 6 - 8pm  
Avalon Recreation Centre  
59 Old Barrenjoey Rd, Avalon
- Fri 21 Apr, 9 - 11am  
Beaches Market, Pittwater Rugby Park, Pittwater Rd, Warriewood
- Wed 26 Apr, 6 - 8pm  
Seaforth Community and Sporting Pavilion, Wakehurst Parkway
- Thu 27 Apr, 6 - 8pm  
Curl Curl Sports Centre  
Abbott Rd, North Curl Curl
- Sat 29 Apr, 9 - 11am  
Coastal Environment Centre  
Pelican Path, North Narrabeen

Submissions close Sunday 7 May.

### SHAPE 2028 Online Survey

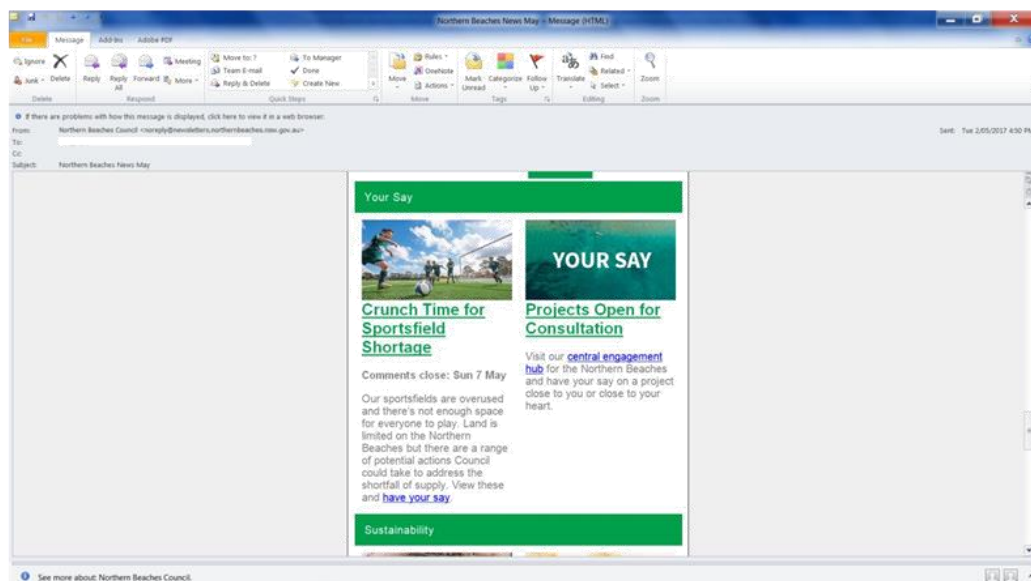
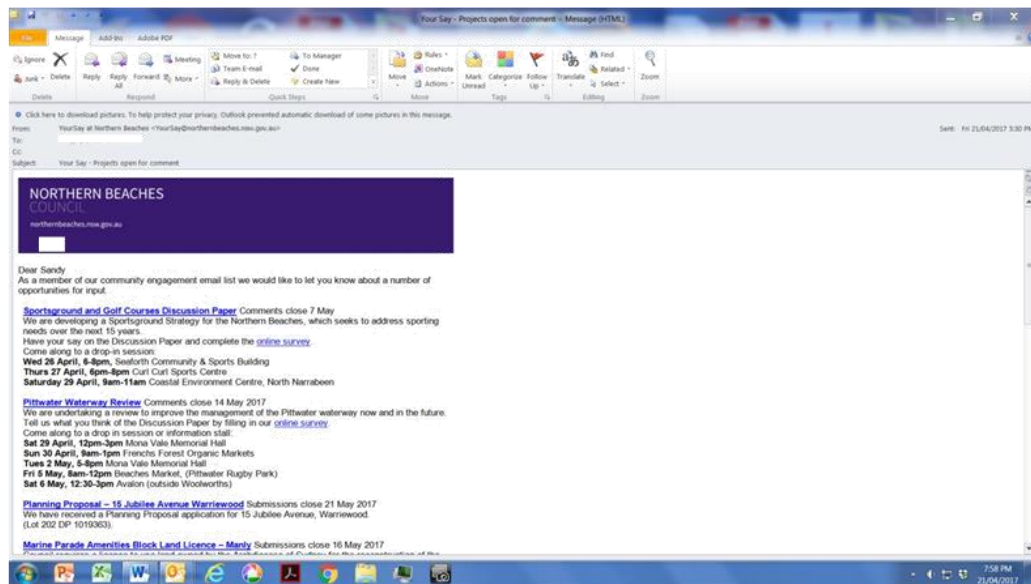
Your Community Strategic Plan will help guide local decision-making and community participation over the next decade. Share your thoughts on our draft vision, goals and strategies through our online survey at [yoursay.northernbeaches.nsw.gov.au](http://yoursay.northernbeaches.nsw.gov.au). Submissions close Sunday 30 April.

### SPORTSGROUNDS AND GOLF COURSES DISCUSSION PAPER

As part of the Sportsgrounds and Golf Courses Discussion Paper it has been identified that there is half the number of sportsfields on the Northern Beaches than some other comparable council areas and double the golf courses.

To see the Discussion Paper or make a submission visit

+14 MANLY DAILY, Saturday, April 15, 2017



## B RANDOM TELEPHONE AND ONLINE SURVEY RESULTS

Refer to separate *Sportsgrounds Strategy Research – Online Report with Comparisons to Telephone Survey and Random Telephone Survey Report*. (Micromex Research, May 2017)

## C WRITTEN SUBMISSIONS REPORT

Refer to separate Northern Beaches Sportsgrounds and Golf Courses Discussion Paper:  
Written Submissions Report by Parkland Planners (May 2017)



## D SPORTS FORUM OUTCOMES

Northern Beaches Council held a Sports Forum for local and State sporting groups on 30 April 2017 at Forestville RSL Club to discuss ways in which the provision of sportsgrounds on the Northern Beaches could be improved to meet user needs.

Representatives of groups which attended the Sports Forum were from a range of sports within the scope of the Discussion Paper:

- ☐ Football NSW
- ☐ National Rugby League
- ☐ Wakehurst Little Athletics
- ☐ Rugby Union
- ☐ NSW Rugby Union
- ☐ Manly Rugby Union
- ☐ Manly Warringah Netball Assoc.
- ☐ Northern Beaches Touch
- ☐ Touch Rugby League Manly
- ☐ Wakehurst Little Athletics
- ☐ Manly Warringah Softball Association
- ☐ Manly Warringah District Baseball
- ☐ Cricket NSW
- ☐ Netball NSW
- ☐ Sport NSW
- ☐ Office of Sport
- ☐ Manly Warringah Little Athletics
- ☐ Northern Beaches OzTag
- ☐ Northern Beaches Cricket Council
  
- ☐ Manly Warringah District Junior Rugby Football
- ☐ Pittwater SuperTouch
- ☐ Hockey NSW
- ☐ Manly Warringah Football Association

- ☐ Manly Warringah District Hockey Club
- ☐ Northern Beaches Junior AFL Association
- ☐ AFL NSW
- ☐ Manly Warringah Pittwater Sporting Union



Representatives from Cricket NSW, Netball NSW and Football NSW made presentations on their state level initiatives to grow and cater for their sports.

Forum participants were asked to provide comments on two main aspects of sportsground provision on the northern beaches.

Workshop Series One:

- ☐ Ideas on projects and priorities for Council's capital program to improve capacity and quality of sportsgrounds
- ☐ Criteria for additional synthetic surfaces and priorities
- ☐ What can sports contribute to Council's capital program

Workshop Series Two:

- ☐ Ideas on how Council can better manage use of sportsfields to enhance capacity e.g. are there improvements that can be made to the seasonal allocations, wet weather, pre-season processes, agreements with schools etc.
- ☐ How can sports make better use of sportsfields e.g. changing traditional training and competition scheduling.

Table leaders recorded the comments made by forum participants in each table, and comments were reported back to the group at the forum.

Comments made at the forum were compiled by Council.

**ITEM 4.3**                      **OPEN SPACE, SPORT AND RECREATION PROJECTS  
CONSIDERED IN THE DRAFT OPERATIONAL PLAN AND  
BUDGET 2017/18****REPORTING OFFICER**              **RECREATION MANAGEMENT MANAGER****TRIM FILE REF**                      **2017/179793****ATTACHMENTS**                      **NIL****ISSUE**

To provide an update on open space, sport and recreation capital projects in the Draft Operational Plan and Budget 2017/18.

**BACKGROUND**

In May and June 2017 Council exhibited its Draft Operational Plan and Budget 2017/18 including the capital works program proposed for 2017 to 2021. The Draft can be viewed on Council's web site at [http://yoursay.northernbeaches.nsw.gov.au/operationalplan17\\_18](http://yoursay.northernbeaches.nsw.gov.au/operationalplan17_18)

Open space, sport and recreation capital projects will be delivered by a range of Council teams, particularly the Parks and Recreation and Property teams. Highlights in 2017/18 include:

- Sportsground improvements - including a new synthetic sportsfield at Cromer Park and upgrades to amenities at Nolan and North Narrabeen Reserves.
- Playground improvements - including new inclusive playgrounds at Manly Dam and Lionel Watts Reserve.
- Beach and foreshore facility improvements - including new accessible amenities and rock pool upgrade at Collaroy Beach and upgrade to the amenities near the North Narrabeen rock pool.
- Cycleway, pedestrian and trail network improvements - including a new aquatic boardwalk for the Narrabeen Lagoon trail and works to the Manly to Palm Beach coastal walkway and cycleway.

Council plans the annual open space, sport and recreation works program in partnership with the community.

The Operational Plan and Budget 2017/18 will be considered for adoption at the Council meeting 27 June 2017.

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**RECOMMENDATION OF RECREATION MANAGEMENT MANAGER**

That the Open Space and Recreation Strategic Reference Group note the update regarding the open space, sport and recreation capital projects in the Draft Operational Plan and Budget 2017/18.

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<b>ITEM 4.4</b>	<b>COMMUNITY STRATEGIC PLAN - UPDATE ON STAGE TWO</b>
<b>REPORTING OFFICER</b>	<b>EXECUTIVE MANAGER CORPORATE STRATEGY &amp; PLANNING</b>
<b>TRIM FILE REF</b>	<b>2017/182799</b>
<b>ATTACHMENTS</b>	<b>NIL</b>

## ISSUE

To provide an update on the development of the Community Strategic Plan (CSP) following engagement with some 2,400 community members in Stage One and Stage Two.

## BACKGROUND

Stage One of community engagement for the CSP was conducted in September-November 2016, drawing feedback from nearly 1,400 people. Stage Two took place over March and April 2017, with over 1,000 people providing feedback in four community workshops, a youth workshop, focus groups, an online survey and through formal submissions.

Stage Two focused on validating the draft Vision, and validating the CSP Framework (Aspirations, Outcome Areas, Goals and Strategies) as presented in a Discussion Paper.

## COMUNITY FEEDBACK SUMMARY

Community feedback from Stage Two engagement demonstrates:

- **Confidence in the Process** to develop the CSP to date. The Discussion Paper was factual and guided an informed conversation with the community.
- **CSP Framework** - general support and satisfaction with the overall framework.
- **Aspirations** – limited comments on aspirations raised in submissions where prompted, i.e. the online survey.
- **Draft Vision** – broad satisfaction, but opportunities to make it more specific to the Northern Beaches, and to elevate the value placed on natural environment.
- **Outcomes** – Generally satisfied, though commentary highlighted the need to strengthen goals and strategies so they are more aspirational and future-focused. This particularly related to the goals and strategies for:
  - **Protection of the Environment**
  - **Environmental Sustainability**
  - **Places for People**
- **Priority Issues** – The key issues that participants were most engaged with included:
  - Transport and congestion
  - Population growth and development
  - Protecting the natural environment
  - Environmental sustainability
  - Housing affordability



There was recognition of the interrelated nature of these issues across outcome areas.

### **Next Steps**

Council acknowledges the valuable input of all the SRGs and the wider community in developing the draft CSP framework. This feedback is being incorporated into the Draft CSP, which will be presented to Council on 27 June for public exhibition.

The Draft Community Strategic Plan and Community Engagement Report will be available at <http://yoursay.northernbeaches.nsw.gov.au> following the meeting on 27 June.

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### **RECOMMENDATION OF EXECUTIVE MANAGER CORPORATE STRATEGY & PLANNING**

That the Open Space & Recreation Strategic Reference Group note the update on the development of the Community Strategic Plan.

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<b>ITEM 4.5</b>	<b>ACHIEVEMENTS OF THE STRATEGIC REFERENCE GROUPS</b>
<b>REPORTING OFFICER</b>	<b>EXECUTIVE MANAGER COMMUNITY ENGAGEMENT</b>
<b>TRIM FILE REF</b>	<b>2017/183006</b>
<b>ATTACHMENTS</b>	<b>NIL</b>

## ISSUE

Outcomes of the 11 Strategic Reference Groups (SRG), and inviting feedback from members.

## BACKGROUND

The new Northern Beaches Council established 11 SRGs in September 2016, to assist the Council to develop its first Community Strategic Plan (CSP) and address priority strategic issues:

<b>Environment (3)</b>	<b>Social (5)</b>		<b>Economy(3)</b>
Natural Environment	Inclusive Communities	Art, Culture & Heritage	Affordable Housing
Waste & Recovery Management	Youth	Open Space & Recreation	Economic Development
Sustainable Transport	Community Safety		Place Making

Meeting generally every 2 months, their early focus was on the CSP. The more recent focus has been on their priority areas, to develop SRG papers and contribute to Council strategies and plans.

## DISCUSSION

These SRGs have represented a unique opportunity to help shape the early directions of the new organisation, expanding its scope to the wider LGA and recognising the community's diverse needs, views and issues. Figure 1 outlines their valuable strategic outcomes:

- Key role over 6 months to help develop the CSP vision, issues, priorities, goals and strategies.
- Feedback on their nominated issues across many environmental, social and economic matters.
- A variety of strategic discussion papers developed, to be drawn on by the related Business Units as they prepare new strategies, plans and policies.

It is intended that the SRG papers will be finalised in July, then presented to the Administrator for noting. These will be available to the newly elected Council. It is anticipated that new reference groups will be established in line with the new CSP outcome areas, once the elected Council has approved the 10-year plan later in 2017.

Council thanks all SRG members for their substantial commitment and valuable contributions.

SRG members are invited to provide feedback on their experience over the last 9 months and any suggestions for improvement. A survey link will be emailed to members shortly.

---

**RECOMMENDATION OF EXECUTIVE MANAGER COMMUNITY ENGAGEMENT**

That the Open Space and Recreation Strategic Reference Group members:

- A. Note the acknowledgment of their valuable contribution and commitment.
  - B. Provide survey feedback to Council on their experience as a Strategic Reference Group member.
-

**Fig. 1 - Strategic contribution of the SRGs**

