

# Capital Development of Sport and Recreation Facilities Policy

Draft Policy for Public Exhibition  
September 2017



## 1. Introduction

The **Capital Development of Sport and Recreation Facilities Policy** has been established as a framework to guide Council's investment in sport and recreation facilities including pavilions, sportsgrounds, tennis and netball courts, floodlights, cricket nets and other related infrastructure.

Council receives regular requests from sport and recreation clubs to undertake capital improvements to the facilities they utilise. This policy provides a framework for clubs to propose capital works and a framework for approving requests.

This policy also provides a framework for Council to enter into partnerships with clubs to contribute both financially and in-kind to the capital development of sport and recreation facilities.

This policy will be implemented in conjunction with the **Facility Development Standards** (Attachment A) which have been established to guide Council's investment by describing the standard to which Council will fund the development of sport and recreation facilities.

## 2. Background

The Sport and Recreation Strategy 2014 identified the need to establish a capital works approvals and contributions policy, along with standards to guide the capital development and redevelopment of its sport and recreation facilities.

The following principles, identified in the Outdoor Sports Facilities – Levels of Service Discussion Paper considered by Council on 5<sup>th</sup> July 2016, were used to guide the development of this policy. Council will:

- Form partnerships with sports clubs, associations and user groups to support the capital development, management and maintenance of sport and recreation facilities.
- Maximise opportunities for all to participate in sport, regardless of ability, age, gender, GLBTIQ, cultural background or disadvantage, by applying universal design principles to develop inclusive sport and recreation facilities.
- Ensure value for money through the efficient and effective use of Council resources during the capital development of sport and recreation facilities.
- Ensure the development of sport and recreation facilities enhances participation opportunities by maximising the shared use of facilities by multiple user groups for a range of purposes.
- Focus on sustainable practices and design principles during the capital development of sport and recreation facilities.
- Provide sport and recreation facilities that are fit for purpose and can be effectively managed and maintained by Council.

### 3. Policy Objectives

To provide a consistent and transparent approach to the capital development of Council's sport and recreation facilities.

To clearly define Council and club responsibilities towards the capital development of Council's sport and recreation facilities.

To provide a framework to enter into partnerships with clubs, associations and other groups to contribute towards the capital development of Council's sport and recreation facilities.

To ensure the efficient and effective use of resources during the capital development of Council's sport and recreation facilities.

### 4. Definitions

**Capital development:** The construction of a new asset or the renewal, replacement or upgrade to an existing asset.

**Capital works program:** A list of projects to be delivered by Council within a specified financial year. This program is adopted annually as part of Council's annual budget process.

**Club:** A community group or association that operates primarily for sport and recreation purposes.

**Contribution:** The financial or in-kind contribution that Council, a club, association or other group makes towards the capital development of a sport and recreation facility.

**Core infrastructure:** As described in the Facility Development Standards (Attachment A).

**In-kind contribution:** The donation of goods and services including labour from a club towards a capital development project and in-kind works.

**In-kind works:** Capital development and maintenance works approved by Council and undertaken by or on behalf of a club.

**Maintenance:** Works undertaken to preserve an assets' operational status and maximise its useful life.

**Non-core infrastructure:** As described in the Facility Development Standards.

**Occupancy agreement:** A licence or lease agreement entered into between Council and a club for the use of a nominated sport and recreation facility for an agreed period of time.

**Sport and recreation facilities:** Facilities such as pavilions, sportsgrounds, tennis and netball courts, floodlighting, cricket nets and other related infrastructure used primarily by clubs to support formal and informal sport and recreation. Does not include aquatic or indoor recreation centres.

## 5. Policy and Principles

### 5.1 General

- Council will establish partnerships with clubs, associations and other groups to contribute both financially and in-kind towards the capital development of sport and recreation facilities.
- Council aims to optimise the use of its sport and recreation facilities through the shared use of facilities by multiple groups.
- Council approval is required for all alterations to sport and recreation facilities.
- Council will manage at an appropriate level all alterations to sport and recreation facilities.
- Maintenance responsibilities for all works will be outlined in occupancy agreements.

### 5.2 Approval of Capital Works

- The capital development of sport and recreation facilities will be determined as part of Council's annual budget process. Council's capital works program is informed by Council's strategic priorities and long term financial plan.
- Proposals for works not funded in Council's capital works program, club funded projects, contributions and in-kind works must be submitted through a formal application process.
- Council reserves the right to not approve applications from clubs.
- Council will not approve applications from clubs:
  - That have an unacceptable level of risk; and
  - That do not comply with relevant laws, standards or Council's reasonable requirements.
- Council may not approve applications from clubs with an outstanding debt with Council or clubs in arrears with an agreed repayment plan.
- Clubs will be notified in writing of the outcome of all applications including anticipated timelines for the delivery of approved works.
- The delivery of projects identified in Council's capital works program will take precedence when determining timelines for approved works.
- There are resource requirements in managing and supervising in-kind and club funded projects. These will be considered when approving works and determining timelines.
- Projects may be referred to Council's draft 10 year capital works program as an indicative item. Indicative items are subject to further review as part of the annual budget process and may or may not be approved at this stage.

### **5.3 Contributions**

- Council's contribution towards the capital development of sport and recreation facilities will be determined as part of Council's annual budget process.
- Council will not approve contributions where a club cannot satisfactorily demonstrate it has the capacity to make the contribution.
- Clubs must provide Council with all information requested to make an informed assessment of the club's capacity to contribute towards a project.
- Contributions will not result in a project being delivered ahead of other Council priorities.
- Clubs must enter into a written agreement with Council for all approved contributions.
- Financial contributions from clubs must be paid to Council before a construction contract is awarded. Where the construction program is forecast to exceed 12 months, Council may, at its sole discretion, negotiate for financial contributions to be paid via instalments, subject to the contribution being paid in full by practical completion.
- Contributions from clubs including loans will need to be sourced and guaranteed entirely by the club and not Council.
- Grants obtained by Council will be used to fund core infrastructure only, unless the funding specifically relates to non-core infrastructure.
- Council approval is required prior to a club applying for any facility improvement grants.
- Occupancy agreements must be finalised before works involving a contribution commence.
- Contributions will not result in a club being offered improved terms to an occupancy agreement such as discounted fees and charges or a longer tenure.
- Contributions from clubs will not imply ownership or control over a sport and recreation facility nor guarantee a club exclusive use of or access to a facility.

### **5.4 Facility Development Standards**

- The Facility Development Standards (Attachment A) describe the standard to which Council will fund the development of all new sport and recreation facilities.
- Council will aim to meet the standards during the redevelopment of existing facilities. Council will not meet the standards if there are specific site constraints or issues that render it cost prohibitive to do so.
- The standards are not intended to be used to assess the suitability of existing facilities or identify priorities for the capital works program.
- Council will fund core infrastructure to the level described in the standards.

- Clubs will be required to contribute towards core infrastructure as described in the standards.
- Council will not fund core infrastructure beyond the level described in the standards to facilitate a clubs participation in or promotion to a higher level of competition.
- Clubs will be required to fund the development of non-core infrastructure approved by Council.
- Council will consider all issues associated with the development of existing facilities prior to determining whether it will fund the like for like replacement of any facility components requiring demolition or removal during a capital development project.

## 6 Policy Implementation

This policy will be implemented using the Facility Development Standards (Attachment A) and Operational Guidelines (Attachment B).

## 7 Related Documents

Sport and Recreation Strategy (2014)

Attachment A: Facility Development Standards

Attachment B: Operational Guidelines.

Sport and Recreation Facilities - Licence, Lease and Hire Agreements Policy

## 8 Document Control

<b>Responsible Officer:</b>	<b>Manager, Active Communities</b>	<b>Policy Name: Capital Development of Sport and Recreation Facilities</b>
<b>Review Date:</b>	<b>12 months from adoption</b>	
<b>Adopted:</b>	<b>TBC</b>	<b>Date: TBC</b>

## Attachment A: Facility Development Standards

### Introduction

The Facility Development Standards (the standards) have been established to help guide Council's investment in sport and recreation facilities. The standards describe what Council will fund during the capital development of sport and recreation facilities. The standards will be implemented in conjunction with the Capital Development of Sport and Recreation Facilities Policy.

The standards are not intended to be used to assess the suitability of existing facilities or identify priorities for the capital works program. The planning stages of a project will determine the scope including the facility components, size and standard of facilities to be provided by Council. Where a club requests an increase beyond the project scope and gains Council approval, this increase will need to be funded by the club.

### Capital Development Principles

The standards are supported by the following principles which outline considerations for the design and construction of Council's sport and recreation facilities.

Council will:

- Form partnerships with sports clubs and user groups to support the capital development, management and maintenance of sport and recreation facilities.
- Maximise opportunities for all to participate in sport, regardless of ability, age, gender, GLBTIQ, cultural background or disadvantage, by applying universal design principles to develop inclusive sport and recreation facilities.
- Ensure value for money through the efficient and effective use of Council resources during the capital development of sport and recreation facilities.
- Ensure the development of sport and recreation facilities enhances participation opportunities by maximising the shared use of facilities by multiple user groups for a range of purposes.
- Avoid duplicating facilities where there are opportunities for co-location and shared use.
- Focus on sustainable practices and design principles during the capital development of sport and recreation facilities.
- Provide sport and recreation facilities that are fit for purpose and can be effectively managed and maintained.
- Ensure that the capital development of sport and recreation facilities is undertaken in accordance with relevant laws, standards and Council's strategic priorities and requirements.

## New Facilities

The Facility Development Standards describe the standard to which Council will fund the development of all new sport and recreation facilities.

## Existing Facilities

Council will aim to meet the standards when undertaking major improvement works to existing facilities. This may not always be possible where existing site constraints or other issues make it cost prohibitive to do so.

The standards will also, where appropriate, help guide the renewal, refurbishment, maintenance and minor improvement of existing facilities.

## Facility Development Standards

The Facility Components identified in Tables 1 and 2 are considered to be **core infrastructure**. Council will fund core infrastructure to the level described. Clubs are required to fund any increase beyond this provision.

Clubs will be required to contribute funding towards core infrastructure identified as **shared**. The planning stages of a project will determine the level of funding to be provided by Council and clubs.

Core infrastructure identified as **optional (core)** will not be provided at all facilities. Council will determine the need for optional facility components during the scoping stage of a project.

Facility components not identified in Tables 1 or 2 are considered to be **non-core infrastructure**. Clubs will be required to fund non-core infrastructure to Council standards.

It is acknowledged that there are some **existing facilities** which exceed the standards. Council will consider all issues associated with the development of existing facilities prior to determining whether it will fund the like for like replacement of any **core** or **non-core infrastructure** requiring demolition or removal during a capital development project.

Where there is no standard specified for a particular sport, the standards may, where appropriate be used as a planning framework to guide the development of all other sport and recreation facilities.



**Table 1: Sports Pavilions**

Facility Component	Standard	Comments
<b>Change Rooms</b> <i>Australian Rules</i>	2 x 35 to 45m <sup>2</sup> rooms  Optional (Core): Maximum of two additional change rooms per senior oval.	<ul style="list-style-type: none"> <li>Fit out includes bench seating and hooks.</li> <li>Council to determine the size of the change rooms required.</li> <li>It is preferred that any additional change rooms be co-located and separated via a movable (e.g. roller) door.</li> </ul>
<b>Change Rooms</b> <i>Soccer, Rugby, Lacrosse, Baseball, Cricket, Hockey</i>	2 x 20 to 30m <sup>2</sup> rooms  Optional (Core): Maximum of two additional change rooms per senior sportsground.	
<b>Change Rooms</b> <i>Tennis</i>	2 x 10 to 15m <sup>2</sup> rooms  Maximum of two change rooms per venue.	
<b>Player Amenities</b> <i>Australian Rules</i>	2 x 15m <sup>2</sup> rooms  Optional (Core): Maximum of one room per change room.	<ul style="list-style-type: none"> <li>Toilet and shower provision to meet Building Code of Australia requirements.</li> <li>Amenities to be unisex i.e. single cubicle toilets and showers. No urinals.</li> <li>Amenities to be directly linked to the change rooms.</li> <li>It is preferred that additional player amenities be co-located and separated via a lockable door.</li> </ul>
<b>Player Amenities</b> <i>Soccer, Rugby, Lacrosse, Baseball, Cricket, Hockey</i>	2 x 10m <sup>2</sup> rooms  Optional (Core): Maximum of one room per change room.	
<b>Player Amenities</b> <i>Tennis</i>	2 x 8m <sup>2</sup> rooms  Maximum of two rooms per venue.	
<b>Umpires Room</b>	8 to 20m <sup>2</sup>  Non-core: Tennis	<ul style="list-style-type: none"> <li>Room to have direct external access.</li> <li>Fit out includes bench seating and hooks.</li> <li>Council to determine the size of the umpires room required.</li> </ul>
<b>Umpires Amenities</b>	2 x 5m <sup>2</sup> rooms  Non-core: Tennis	<ul style="list-style-type: none"> <li>Amenities to be directly linked to the umpires room.</li> <li>Fit out includes 1 shower, 1 toilet (no urinals) and hooks.</li> </ul>
<b>Kitchen/Canteen</b> <i>Australian Rules, Soccer, Rugby, Lacrosse, Baseball, Cricket, Hockey</i>	20m <sup>2</sup>	<ul style="list-style-type: none"> <li>To comply with Australian Standard 4674 series, the Food Standards Code and Food Act 1984.</li> <li>Fit out to include basic facilities only: Oven (domestic), exhaust fan, hot plates/stove top, kitchen benches, lockable cabinets and space for the installation of fridges.</li> <li>It is preferred that an internal and external servery be provided.</li> <li>Council will not fund facilities that primarily support the serving of alcohol.</li> </ul>
<b>Kitchen/Canteen</b> <i>Tennis</i>	15m <sup>2</sup>	

Facility Component	Standard	Comments
<b>Spectator Area / Shelter</b>	25 to 100m <sup>2</sup>	<ul style="list-style-type: none"> <li>To provide a clear view to the sportsground/courts.</li> <li>A veranda incorporated into the front of the pavilion is preferred.</li> <li>As a minimum a shelter should be made available.</li> <li>Council to determine the size of the spectator area/shelter required.</li> </ul>
<b>Storage - Internal</b>	10m <sup>2</sup> per seasonal / annual club.  Optional (Core): 10m <sup>2</sup> for other regular user groups.	<ul style="list-style-type: none"> <li>Fit out includes power and lighting.</li> <li>Clubs are responsible for shelving, cabinets etc.</li> <li>It is preferred that the room to have a direct link to the community (social) room.</li> </ul>
<b>Storage - External</b>	20m <sup>2</sup> per seasonal / annual club.	<ul style="list-style-type: none"> <li>It is preferable that external storage be provided as a detached shed / structure.</li> <li>Fit out includes power and lighting.</li> <li>Clubs are responsible for shelving, cabinets etc.</li> </ul>
<b>Community (Social) Room</b>	Core: 50 to 100m <sup>2</sup>  Shared: 101 to 150m <sup>2</sup>  Non-core: 151m <sup>2</sup> +  Optional (Core): Heating and cooling	<ul style="list-style-type: none"> <li>Council to determine the size of the community (social) room required.</li> <li>The cost to develop rooms between 101 to 150m<sup>2</sup> in size is to be shared between Council and clubs.</li> <li>Clubs to fund the development of rooms over 150m<sup>2</sup>.</li> <li>It is preferred that the room provide a clear view of the sportsground.</li> </ul>
<b>Pavilion Toilets</b>	Accessible toilets  Optional (Core): Male & female toilets  Non-core: Male & female toilets at tennis facilities.	<ul style="list-style-type: none"> <li>Number of toilets to meet Building Code of Australia requirements.</li> <li>Accessible toilets to include baby change facilities.</li> </ul>
<b>Cleaners Storage</b>	Optional (Core): 3m <sup>2</sup>	<ul style="list-style-type: none"> <li>Fit out to include a large trough sink.</li> </ul>
<b>First Aid Room</b>	Optional (Core): 10m <sup>2</sup>  Non-core: Tennis	<ul style="list-style-type: none"> <li>It is preferable that the room have the capacity to convert to an office space when not required.</li> <li>To provide easy access for emergency services.</li> </ul>
<b>Bin Enclosure</b>	Optional (Core)	<ul style="list-style-type: none"> <li>To be capable of housing up to 3 x 120L and 3 x 240L bins.</li> </ul>
<b>Public Toilets</b>	Optional (Core)	<ul style="list-style-type: none"> <li>Public toilets to have direct external access.</li> </ul>
<b>Circulation Space</b>	Optional (Core)	

Facility Component	Standard	Comments
<b>Internal Fit Out</b>	<p>Floor coverings (including non-slip flooring in wet areas).</p> <p>Fixtures such as hooks, hangers, toilet roll holders, paper towel dispensers, mirrors, partition walls, wall tiles, soap holders and baby change facilities.</p> <p>Hot water service.</p> <p>Plumbing fixtures including fittings for showers, toilets and sinks.</p> <p>Locks.</p> <p>Light fittings.</p> <p>Essential safety equipment including fire equipment.</p> <p>Optional (Core): Security lighting and doors.</p>	<ul style="list-style-type: none"> <li>Council will select fixtures, fittings and materials that are durable and of a similar standard across all sport and recreation facilities.</li> </ul>

**Table 2: Other Sport and Recreation Facilities**

Facility Component	Standard	Comments
<b>Floodlights</b>	Optional (Core): Sportsgrounds - Training standard up to 50 lux.  Shared: Sportsgrounds - Training standard beyond 50 lux.  Shared: Tennis - 350 lux.	<ul style="list-style-type: none"> <li>Lighting to comply with Australian Standard 2560 series.</li> <li>The provision of infrastructure to support floodlighting upgrades beyond 50 lux to be provided (where appropriate).</li> <li>The cost to develop training standard floodlighting for sportsgrounds beyond 50 lux to be shared between Council and clubs.</li> <li>Clubs to fund the development of competition standard floodlighting at sportsgrounds.</li> </ul>
<b>Sportsgrounds</b>	Natural turf surface.  Shared: Synthetic surfaces	<ul style="list-style-type: none"> <li>Automated irrigation connected to Councils central control system.</li> <li>Dimensions, including run-offs, to meet the requirements of the relevant sporting code.</li> <li>Construction to reflect local conditions / requirements to meet the level of sport played.</li> </ul>
<b>Cricket Wickets</b>	Synthetic wickets  Non-core: Turf wickets	<ul style="list-style-type: none"> <li>Clubs to fund the construction, preparation and maintenance for turf wicket installations.</li> </ul>
<b>Goal Posts</b>	Appropriate for the level of sport played.	<ul style="list-style-type: none"> <li>Clubs to fund nets, padding and portable goals as required.</li> </ul>
<b>Tennis Courts</b>	Public tennis courts  Shared: Courts at club venues	<ul style="list-style-type: none"> <li>Court sizes to comply with Tennis Victoria guidelines.</li> <li>Hard courts (i.e. acrylic) are preferred.</li> <li>Designed and constructed in response to site specific soil conditions.</li> <li>The cost to install and maintain tennis courts at club venues will be shared between Council and clubs.</li> <li>Clubs to fund the cost of upgrading to another surface type.</li> <li>Clubs to fund nets and posts at club venues.</li> </ul>
<b>Tennis Court Fencing</b>	Public tennis courts  Shared: Courts at club venues	<ul style="list-style-type: none"> <li>3.6m black PVC coated 45mm diamond chain wire fencing.</li> <li>Suitable pedestrian and maintenance access points to be included.</li> </ul>
<b>Training (Cricket) Nets</b>	Shared: 3-6 publically accessible synthetic training nets.  Non-core: Additional nets, locked nets, turf wickets, lighting and power.	<ul style="list-style-type: none"> <li>Council to determine the number of cricket nets required.</li> <li>The cost to construct cricket nets will be shared between Council and clubs.</li> <li>It is preferred that training nets and run ups be positioned off the field of play.</li> <li>It is preferred that multiuse training facilities be established.</li> </ul>
<b>Sportsground Fencing</b>	Optional (Core)	<ul style="list-style-type: none"> <li>1.1 metre high with a suitable number of pedestrian access points and an appropriately located maintenance / emergency services vehicle access gate.</li> </ul>
<b>Reserve Fencing</b>	Optional (Core)	<ul style="list-style-type: none"> <li>1.1m high pipe and rail fencing.</li> </ul>
<b>Safety Fencing</b>	Optional (Core)	
<b>Car Parking</b>	Optional (Core)	

## **Attachment B: Operational Guidelines**

**To be developed following public exhibition.**