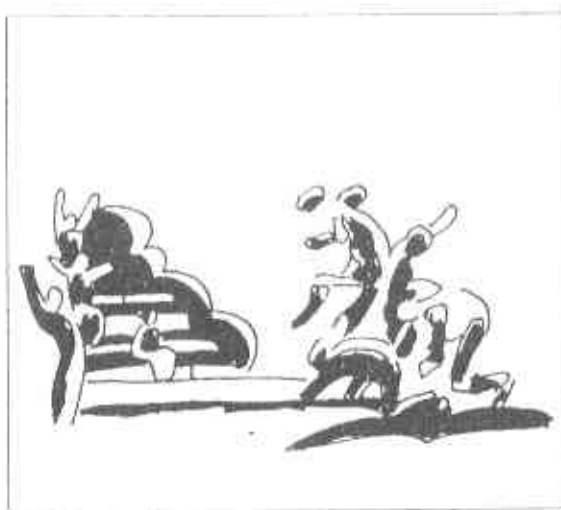


REGIONAL PARKS GENERIC PLAN OF MANAGEMENT



RANDWICK  CITY COUNCIL

MESSAGE FROM THE MAYOR

Dear Readers,

In June 1994, Randwick City Council began a major program developing open space Plans of Management for all parks, beaches and reserves under its management.

Open space comprises the second largest land use in the City of Randwick and is a public area for which Council has an important responsibility. Our parks and other recreation areas include some of the most valuable assets we have to offer, including large areas of natural vegetation and coastal reserves, a number of sports orientated parks and ovals, informal roadside reserves, pocket and neighbourhood parks. Within these areas you may find rare native vegetation species and even some wildlife.

Council has two sports - related open space areas that have been classified as 'regional'; Heffron Park in Matraville and Coogee Oval, Coogee. Although these are quite different in size and type of activity, they have similar 'regional' characteristics such as attracting players and spectators from outside the Eastern Suburbs and in providing facilities that are of a high sporting standard or scale. This regional generic plan of management will provide the direction and guidance for the two site specific plans for the next two decades.

Public participation featured strongly in the development of this and other generic plans within the COSRPOM due to the public ownership of these areas. This communication and input has enabled meaningful strategies and actions to be developed with the collaborative support of the community and Council. It is hoped that such collaboration will continue in the future.

Thanks go to all those who were involved in the development of this plan. I commend it to you.



Councillor Chris Bastic
MAYOR

REGIONAL PARKS GENERIC PLAN OF MANAGEMENT

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GLOSSARY

| | |
|----------|---|
| CR Act | Crown Lands Act, 1989 |
| DLWC | Department of Land and Water Conservation |
| DUAP | Department of Urban Affairs and Planning |
| EPA | Environment Protection Agency |
| EP&A Act | Environmental Planning and Assessment Act, 1979 |
| LG Act | Local Government Act (NSW), 1993 |



EXECUTIVE SUMMARY

This plan of management is one in a set of eight *generic* plans of management which, along with a City wide *Strategic* Plan for open space and recreation, comprise the City Open Space and Recreation Plan of Management (COSRPOM). The regional parks plan addresses issues raised by community representatives, local experts, government authorities and Council's internal steering committee.

The plan covers all parks that provide 'regional scale' sporting recreation facilities within the City of Randwick that is, Crown land that is managed by Council and includes Coogee Oval and Heffron Park in Matraville. The principal goal of the plan is stated below:

'The provision of safe, diverse and quality recreational opportunities for the residents of and visitors to Randwick City's regional parks'

Regional parks are the locations of the premiere public sporting facilities within the City of Randwick. They are a sub-category under the 'Sports Ground' category as defined within the LG Act (1993) and predominantly serve the needs of sports clubs and those who wish to participate in structured sporting pursuits either as a player, spectator or supporter. These participants come from a large catchment area throughout and beyond the boundaries of the Randwick Local Government area.

This generic plan aims to minimise the alienation of public open space at regional parks by sporting clubs and recommends that clubs take out lease agreements with Council. A number of specific conditions will be included within these agreements to fulfill this aim. Formal lease agreements will also offer the clubs more security than they may otherwise have and should provide Council with a regular income which can be used to plan and implement further improvements within the regional parks. Clubs will also be required to undertake agreed capital works within the lease tenure period. Where users are not involved in lease agreements, user pays fees will apply.

Site specific plans of management are recommended as essential management tools for regional parks and their contents are guided by this plan, particularly with regard to lease arrangements, maintenance costs and high quality competitive sports.

The major recommendations of this plan are as follows:

- * Regional parks should encourage high grade sporting activity without denying local schools and individuals access to these areas of public open space
- * Council's income from regional parks should be more closely associated with the funds it expends within them
- * All regional parks must have site specific plans of management in place by 1997 to guide the future direction and management of these locations
- * Licence agreements are to comply with the appropriate provisions of the Crown Lands Act, the provisions set out in the City Open Space and Recreation Strategic Plan and the values and objectives set out in this generic plan of management
- * Built facilities within regional parks may include swimming pools, gymnasiums, sports halls and multi-purpose recreation facilities

A twenty year time frame is recommended for this plan with annual reviews for recommendations that have cost implications and five year reviews of the entire plan.



COMMUNITY FEEDBACK

The community of the City of Randwick and others who have an interest in Council's future plans for its open space and recreation opportunities throughout the City are invited to comment on this draft generic plan of management. This plan will affect the management of regional parks for the next two decades and it is important that members of the community are aware of, and have the opportunity to express their opinion on the strategies recommended.

Any comments that you would like to make in relation to this plan should be put in writing, referring where appropriate, to the specific section concerned, and addressed to:

**The General Manager
Randwick City Council
Administrative Centre
30 Frances Street
RANDWICK NSW 2031**

marked to the attention of:

Ms Adrienne Jeuda
Strategic Planner - Works Division



1. INTRODUCTION

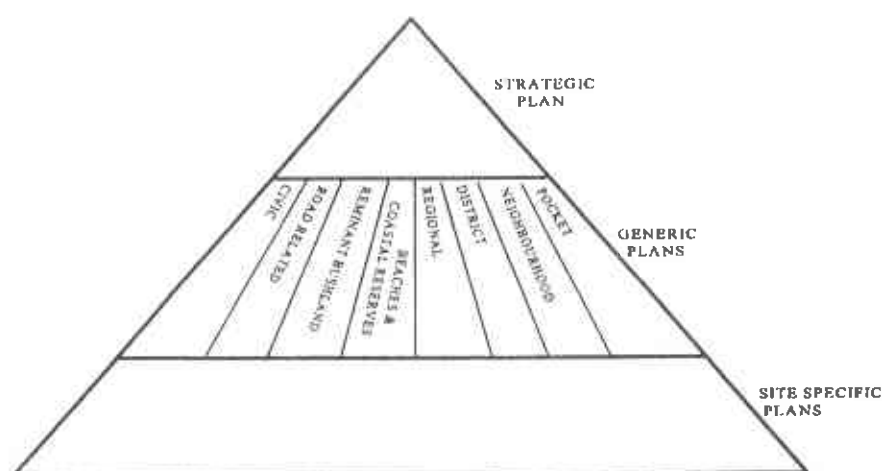
1.1 Aim and Background

Aim of the Regional Parks Plan of Management:

'To provide a practical framework and timetable for achieving short, medium and long term management objectives in accordance with the guiding principles for regional parks under Council's control within the City of Randwick.'

This generic plan of management for regional parks is one in a series of eight twenty year generic plans that under the Randwick City Open Space and Recreation Plan of Management (COSRPOM). It has been prepared in compliance with the Local Government Act (1993). 'Generic' plans are those that incorporate the management of a number of areas that offer the same values and characteristics, in this case regional parks. These areas of open space are categorised as 'Sports Grounds' under the Local Government Act, 1993 (LG Act) and sub-categorised into the 'Regional Parks Generic Plan of Management for the COSRPOM'. A Strategic Plan encompassing the management of all open space and recreation opportunities within the City of Randwick links with, and provides direction to the Generic Plans which then feed directly into the site specific plans of management. Together, these provide a comprehensive management approach for open space and recreation in the City of Randwick for the next two decades. Figure 1 demonstrates how the generic plans of management relate to the overall structure of the COSRPOM.

Figure 1: The COSRPOM Plans of Management



Regional parks within the City of Randwick, which include Heffron Park in Matraville and Coogee Oval in Coogee, are significant parks within the local government area that have the primary function of providing high grade sporting facilities for the top sporting clubs within the local area. Regional parks, unlike all other park types within the City of Randwick may have a number of buildings within them that are purpose built for indoor recreation including: swimming; gymnasia; hockey; etc. ie. formal indoor sporting activities as opposed to informal recreation buildings and amenities buildings that are acceptable within a number of other park types throughout the City.

Regional parks are used by sporting teams and individuals who do not necessarily reside within the City of Randwick due to their superior quality facilities and standard of competition that they attract. A number of local schools and teams also have access to these facilities. Support from these local teams and schools is important in maintaining regional parks as places that are not only considered the premiere locations to play sport within, but also as an opportunity where local teams can use high quality facilities and aspire to high grade competition.

Heffron Park has greater scope for a broader range of quality sporting opportunities being considerably larger than Coogee Oval and also having a less defined sporting heritage than Coogee Oval. The oval is predominantly used for rugby and cricket while Heffron Park has facilities for cycling, hockey, netball, swimming, tennis and a number of other activities in addition to those traditional ones that are common throughout the City of Randwick. Additionally, Heffron Park within its forty two (approx) hectares allows room for informal, non sporting recreation facilities to be made available and associated activities such as walking, panicking and playground activities to take place. Access to Coogee Oval by those who are not participating in formal sporting activity is more contentious as it may in some cases affect the quality of this location for high quality sports use. This plan addresses the issue of informal use of these locations and is covered in more detail on the site specific level for both Heffron Park and Coogee Oval.

Conflicts over the cost-free provision of recreation for the general public and those for which fees are charged, access to facilities that are managed by clubs and organisations through licence agreements and the fencing of public open space are reviewed within this plan of management. Figure 2 shows where regional parks are located, all of which are owned by the Crown but controlled and managed by Council.

1.2 Requirements of the Local Government Act 1993 (LG Act)

Although regional parks within the City of Randwick are not located on 'community land', notification from the Department of Land and Water Conservation has enabled Council to consider Crown Land under the Local Government Act, 1993 (LG Act), as part of Council's overall land management process of developing plans of management. Within site specific plans of management, the Crown Lands Act, 1989 will be directly complied with while the generic plans of management, of which this is one will fall under the LG Act requirements for public open space community land. The requirements of the LG Act are as follows.

The LG Act sets out Council's duty in respect to preparing plans of management for 'community land'. By July 1993 Council had undertaken an extensive assessment of its public land (land vested in or owned by Council) and classified such land as either 'community' or 'operational'.

The following definition of 'community land' has been summarised from clause 6 (2) of schedule 7 of the Act:

Community Land is land that is owned by Council, and all land, other than Crown and commons, which has been placed, or falls under its care and control (vested in) and may comprise: a public reserve; land subject to a trust for a public reserve; land dedicated as a condition of development consent under



Section 94 of the EP & A Act 1979; land reserved, zoned or dedicated for use as open space under a planning instrument; or land that is owned by the Minister for Urban Affairs and Planning.

All land that Council resolved to be 'community' must, by July 1st 1996, be used and managed in accordance with plans of management (PoM's). It is intended that these PoM's will aid the effective co-ordination and management of community land within the Council area. Where Council holds a number of community land areas that have similar values and characteristics, 'generic' PoM's may be adopted to provide one comprehensive plan of management. Generic plans must contain a schedule or *list* of community land areas covered by the plan - which in this case is not necessary as all regional parks are within Crown Land rather than owned or vested in Council.

The Act requires the following information to be contained within each plan of management:

1. the category or categories of land;
2. objectives and performance targets of the plan with respect to the land;
3. the means by which Council proposes to achieve the plan's objectives;
4. the manner in which Council proposed to assess its performance with respect to the plan's objectives and performance targets;
5. for land categorised as natural area, further categorisation;
6. express authorisation for leasing or licensing (specifying whether or not **limited** to public purposes), and any other provisions; and
7. provisions applying to the grant of a lease or license or other estate in **land**.

Community land cannot be sold or otherwise disposed of by councils and there are restrictions on community land use and on the granting of leases and licenses. Environmental Planning Instruments under the EP&A Act (1979) may impose additional restrictions. There are also additional matters that are required to be addressed where the land is *not* owned by Council.

1.3 Regional Parks within the City of Randwick

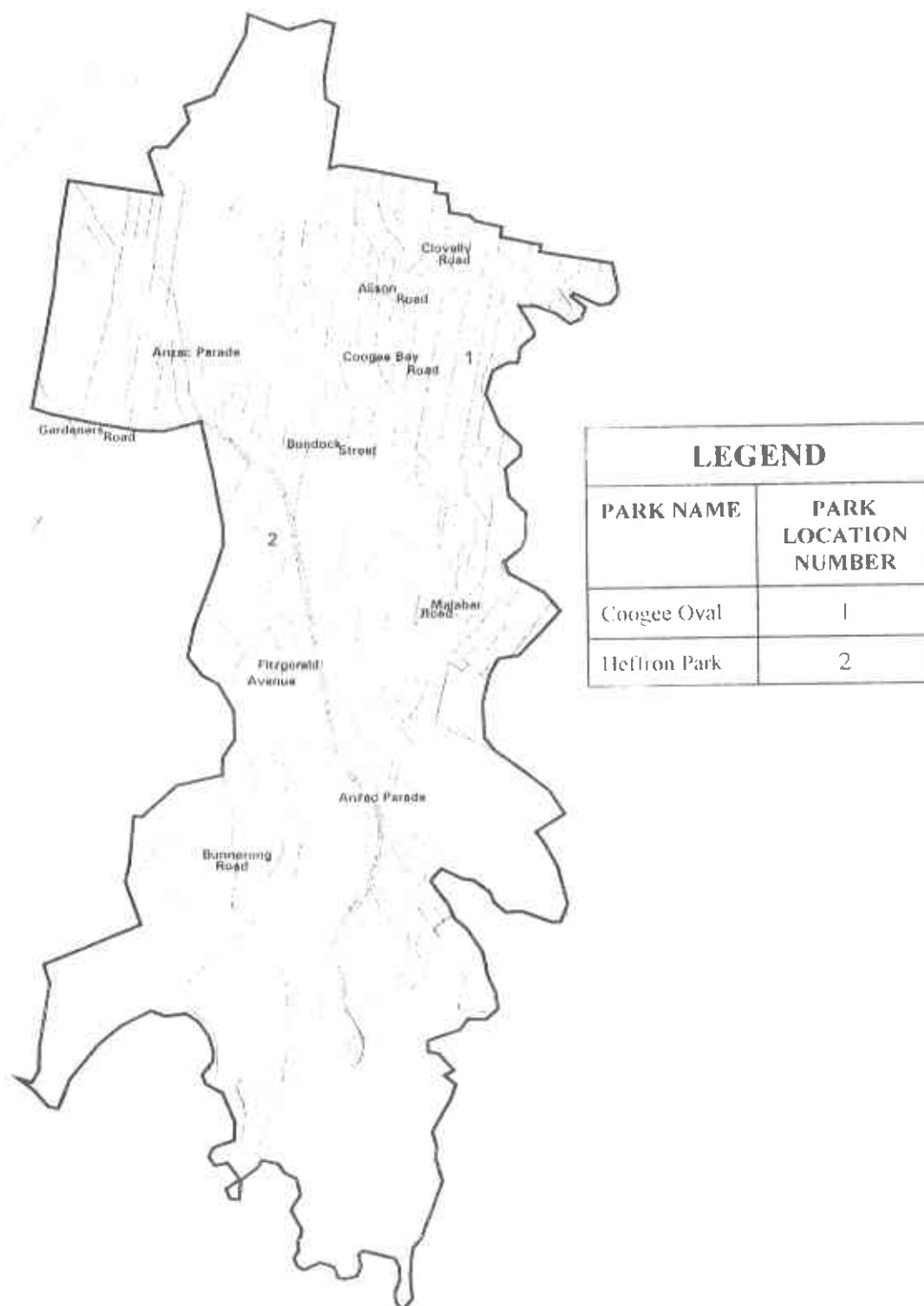
The following table lists all open space land within the beach/coastal reserves and sub-categorises it into various ownership groups: (see Figure 2)

Table 1: Regional Parks under Randwick City Council's Management

| Parcel of Land | *Recreation Inventory No. | Ownership | Management Body | Reference No. on Fig.2 |
|----------------|---------------------------|-----------|-----------------|------------------------|
| Coogee Oval | B/3-418-02 | Crown | Council | 1 |
| Heffron Park | B/3-418-02 | Crown | Council | 2 |



Figure 2: Distribution of Regional Parks within the City of Randwick



1.4 Using this Plan of Management

As described in Section 1.1, this generic plan is one of eight plans of management. All generic plans follow the same format which is derived from the strategic plan. This plan comprises the following components:

1. *Introduction:*

This component explains the background to the development of the plan of management, the history and function of regional parks in the City of Randwick, how the plan works, community participation and the distribution of this open space type throughout the City.

2. *Management Philosophy and Context:*

This component provides the foundation of management within the plan and its recommendations, including the vision and mission statements, the guiding principles for the management of regional parks in the City of Randwick, the aim of the plan and its relationship with other relevant Council documents.

3. *Objectives, Priorities and Implementation:*

The objectives are derived from major issues identified via the management philosophy section and a range of internal and external information sources. The means of implementing the objectives include: statements on priority; proposed year of completion; the department or division within Council that is responsible for implementation; and the performance measures. These are presented in a tabular format. This section also addresses *how* the objectives and performance targets will be achieved and assessed. This is the main way by which the implementation of the plan may be monitored.

4. *Indicative Time Frame for Implementation:*

This determines when the required development works should take place and therefore when funds are required. It is based on the information contained in Section 3 'Management Objectives and Priorities' and will help to link this plan with Council's Management Plan and Section 94 Contributions Plan.

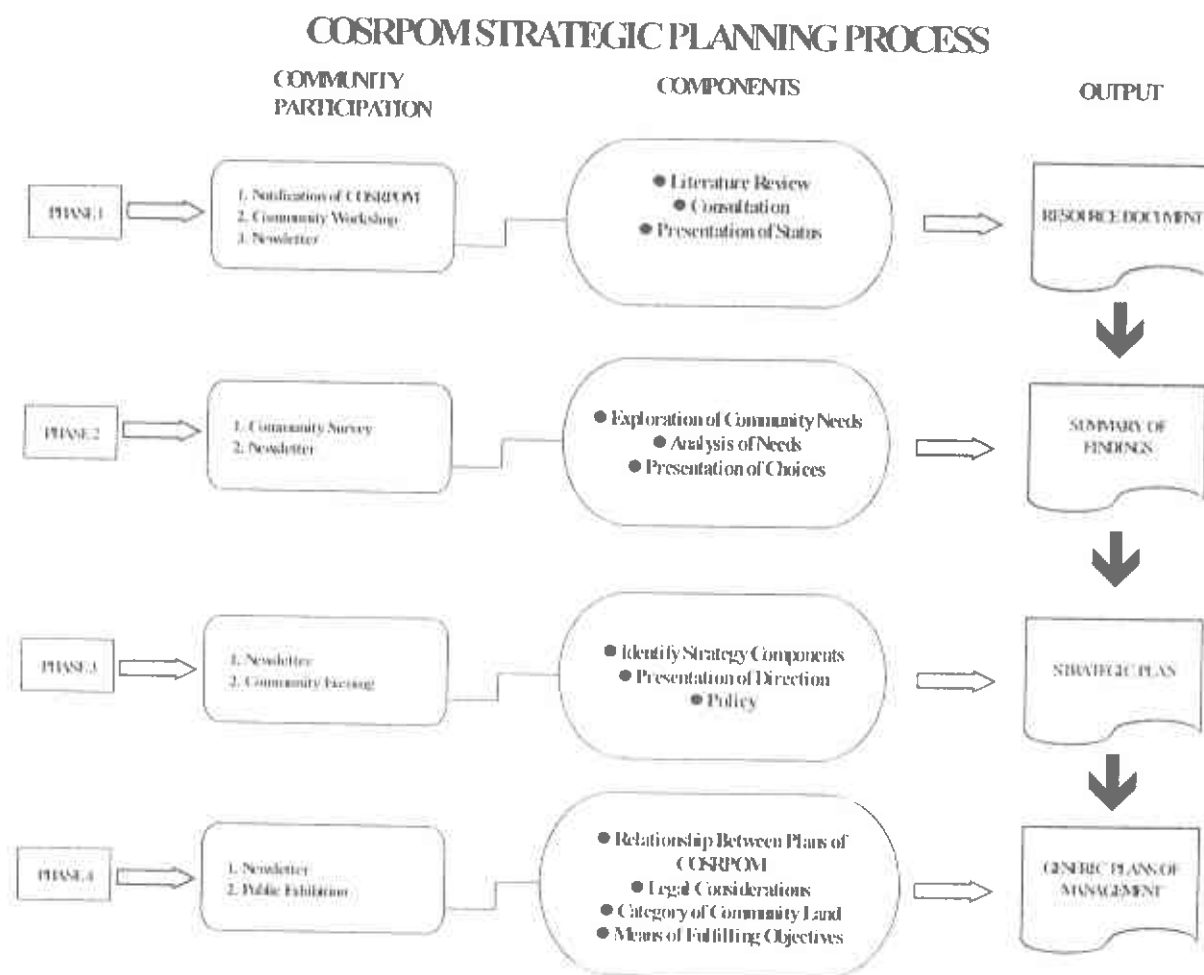


1.5 Community Participation

Community Participation Process

A comprehensive consultative process was undertaken throughout the preparation of the City Open Space and Recreation Plan of Management (COSRPOM). Figure 3 outlines the components of the community participation and consultation process and how it relates to the production of the plans that comprise the COSRPOM.

Figure 3: Community Participation and the COSRPOM Planning Process



Community Participation Components

The COSRPOM *Guiding Principles* which are set out in Section 2 have been derived primarily from the community consultative and participative process. In addition to a survey questionnaire which was completed by over seven hundred residents throughout the City of Randwick. Two rounds of evening participative meetings were held between Council and community members.

The first round of community participation was held between September and October 1994. It addressed open space and recreation provision on a City wide basis via a series of eight workshops which were attended by a total of sixty people. Within these workshops the strengths, weaknesses and opportunities were determined by community representatives. The second round of participation was held in July 1995 and attended by nearly seventy people. It comprised both a community forum and small group discussion evening, whereby community representatives addressed the goals for various open space areas.

Many of the *objectives* that are presented within Section 3 are derived from both the first round of community participation and the *COSRPOM Community Survey*. The survey was distributed to 8,000 residents throughout the City. Refer to Appendix A for the questions and results of the survey.



2. MANAGEMENT PHILOSOPHY AND CONTEXT

2.1 Vision Statement

Vision:

'To improve the range of informal recreational opportunities for residents and visitors within beach and coastal reserves, while at the same time maintaining the natural beauty and environmental values that are integral to these open space areas'

2.2 Goals

Corporate Goals:

1. To provide equitable recreational and open space opportunities as identified through community needs.
2. To provide safe, diverse and quality recreation opportunities for Randwick residents.
3. To ensure access for all to recreational resources.

2.3 Guiding Principles

1. Quality sporting facilities and opportunities
2. Increased Access and Equity
3. Comprehensive Community, Licensee and Lessee Consultation and Participation
4. Advanced Safety Systems and Practice
5. Improved Funding of Maintenance
6. Environmental Sustainability
7. Continuous Improvement and Flexibility



2.4 Management Context

A number of plans form the context for this generic plan of management. These plans are in addition to the statutory Acts described in Section 1 and include Council and other relevant documents.

COSRPOM Strategic Plan

This document was compiled to provide a 'Strategic Direction' for the open space available for public recreational use throughout the City of Randwick. It therefore covers all different open space types such as the district parks, remnant bushland and civic open space. The strategic plan also addresses the need for rationalisation of open space in certain areas and the acquisition of open space in others and addresses the methods by which this may be undertaken. Recommendations outlined in the Strategic Plan that relate specifically to this plan of management include the pricing strategy from which the 'User Pays' fees have been derived and the details of revised lease, license and permit requirements, conditions and the appropriate use of these.

Randwick City Council Management Plan

The Local Government Act, 1993 requires that each council must prepare a Management Plan for at least a three year period, in Randwick City Council's case it is from 1994 to 1997 and aims to make Council more accountable to its residents and sets out how it will achieve a high level of service. Council's Management Plan also contains information of a similar nature so that the community is able to identify what, how and when changes and undertakings will take occur. This generic plan of management is an important component in the overall land management undertakings of Council. It provides clear objectives and means of achieving those objectives over a twenty year period and also includes decisions on priority and costing implications.

Objectives and priorities that are presented in Section 3 of this plan must be reflected in the Management Plan so that funds can be allocated and the recommended works can be implemented. Each relevant department must therefore address the areas of responsibility that are allocated to them within Section 3.2 and convey these responsibilities into the overall management plan beginning in the 1996/97 financial year. It is the Management Plan that will effectively give force to the recommendations and actions within this plan as it is the principle mechanism by which Council priorities are set and resources allocated.

Works programs will be particularly influenced by this and other generic plans of management whereby relevant Council officers will incorporate recommended actions into the financial planning section of the report on an annual basis - this will also provide Council with the opportunity to review targets as time goes on. Council departments and divisions other than the Works - Recreation and Parks and Recreation divisions that have responsibility for particular aspects of the COSRPOM such as Council's Planning Department, Corporate Services, the Plant Nursery, Works Department and Community Services, must incorporate within their divisional/departmental budgets and works programs, the necessary undertakings.



It is recommended that the Management Plan is incorporated under the table; Principal Activity - 'Improvements Recreation Facilities' is as follows:

Table 2: Management Plan Principle Activity 'Improvements - Recreation Facilities'

| OBJECTIVES | PERFORMANCE TARGETS | MEANS OF ACHIEVING TARGETS | MEANS OF MEASURING PERFORMANCE |
|--|---|--|---|
| To provide and manage a system of safe, high quality parks and facilities offering a diversity of recreational opportunities suitable for and readily accessible to a wide range of users, in accordance with the City Open Space and Recreation Plan of Management. | Implementation of annual works programs for improvements recommended within the City Open Space and Recreation Generic Plans of Management and associated site specific plans of management | a) Council Staff to prepare and annually review improvements works and programs b) Council staff/consultants to prepare designs, documentation and estimates for the adopted programs | a) recommended works/improvements reviewed or completed by target dates and within budget b) designs prepared with adequate lead time for works to commence on target c) community satisfaction |

Section 94 Contributions Plan

The Section 94 (of the Environmental Planning and Assessment Act, 1979) Contributions Plan which permits Council to levy developers for funds to embellish existing open space or for the dedication of new open space, will also be directly affected by the recommendations and completion dates within this plan of management. The current plan allows for contributions to be used to embellish 'regional open space facilities', of which district parks are included along with those open space areas that are now called 'regional parks' and 'beach and coastal reserves' under the COSRPOM.

Plans of Management

Site specific plans of management are already being prepared for the two regional parks within the City of Randwick, Heffron Park which is almost complete and Coogee Oval which will be in draft form by July 1996. Within these plans, specific issues are addressed and management recommendations made. A brief summary of the issues of each of these plans of management follows.

Heffron Park 1995

The unsuccessful proposal by one of the lessees of the park for a golf driving range within this park unveiled many issues that necessitated the development of a PoM. Major recommendations within the draft plan of management are to alleviate traffic congestion on Fitzgerald Avenue, re-design the cycle track, re-locate a number of playing fields, provide an alternative network of pathways, a large informal recreation area, increased accountability within lease and licence agreements and the control of future development of the park which may alienate its public use.

Coogee Oval 1996

The impetus for developing a plan of management for Coogee Oval came from a need to address the economic costs and management of this premiere location for sport within the City of Randwick. Appropriate lease or licence agreements will be prepared following extensive public consultation and should result in a more equitable management of the oval and its associated facilities and amenities.



Relationship between the Site Specific Plans of Management and this Generic Plan

The above plans have and are being developed using the objectives of this generic plan of management and once finalised, will be reviewed at the date indicated within each individual plan, having further regard to the direction and emphasis set out within this plan. The objectives within Section 3 of this document relate closely to the development and review of site specific plans of management.



3. ISSUES, PRIORITIES AND IMPLEMENTATION

3.1 Major Issues

Management

Regional parks will each require site specific plans of management covering their future management. Major works within regional parks will only be allowed once the comprehensive plan of management process comprising community consultation and participation has been undertaken. Council's recreation inventory will also require updating to include Heffron Park and Coogee Oval as the two regional parks within the City of Randwick's open space system. Links with the other existing management systems as described in Section 2.5 are also an important part of ensuring that plans of management contain realistic recommendations and are properly resourced.

Other items such as licensing, leasing and the issuing of permits as recommended within the City Open Space and Recreation Strategic Plan are relevant to regional parks. The objective of performance measurement is also crucial to workable management recommendations and appropriate action and monitoring of use.

Public Access

This is an issue that is common to any high quality sporting area that requires considerable maintenance efforts and funds to remain in a condition that is satisfactory for premiere sporting use. Coogee Oval which is considered Randwick Council's most significant sporting venue is constantly under threat from overuse of the playing surface and this is exacerbated by casual use in the evenings and at weekends when the field has not been officially booked.

A number of options may be implemented in order to retain public access while also maintain the quality of the playing surface. One option is to ban all casual use and place signs at the oval stating that the public have access but must book use of the oval or a section of it through Council's Engineering System. Another option is to state specific days when the public have access to the oval eg. every Sunday afternoon, Mondays and Fridays, or state specific times when the oval is available for public use. This method has been relatively successful at Clovelly bay where SCUBA divers are restricted to certain time periods for their use of the bay. Certain areas of the oval are more prone to damage from continuous use than others and the plan of management for Coogee Oval should address this.

A combination of time of use and specific areas that are available for public casual use is likely to prove the most pertinent and should be defined within the plan of management for the oval. This should also be the case for Heffron Park in relation to areas within the park that are particularly under pressure from over-use. Preventing the public from accessing the parks is not the solution, restriction of access is however a necessary requirement so that all may enjoy the use of these areas.

Permissible Use, Leasing, Licensing and Permits

Within regional parks, particularly Heffron Park, a wide variety of formal and informal recreational activities are encouraged. Indoor sporting facilities such as swimming pools, gymnasiums, sports centres and halls are permissible and are more appropriate in this park type than in any other of the generic open space areas. Leasing and licensing of facilities and playing fields is also considered appropriate with particular emphasis being placed on the leasing of facilities to clubs or organisations that are prepared to contribute a significant amount of funds to the improvements of the facilities within the park that the group/organisation is leasing. The occasional hiring of sections of these open space areas for carnivals, film or outdoor theatre, special events and social gatherings is also appropriate through the issue of permits. The COSRPOM Strategic Plan sets out details of lease, licence and permit arrangements that



are applicable to this generic plan of management, extracts of which are set out in Appendix D.

Table 3: Leases and Licences Currently in Operation within Regional Parks

| <i>Name of district park</i> | <i>licence</i> | <i>lease</i> |
|------------------------------|---|--|
| Heffron Park | Marcellin College (school sports) | |
| | Randwick Botany Amateur Cycle Club | |
| | | Maccabi Sports Centre |
| | | Eastern Suburbs hardcourt Tennis Association |
| | | Mr T Buck and Mr J Gollan - Heffron Park Swimming Pool |
| Coogee Oval | Randwick District Rugby Union Football Club | |
| | South Sydney Junior Rugby Union Football Club | |

Recreational activities that are permissible within regional parks differ for each one. The Heffron Park Plan of Management identifies and proposes management recommendations for a number of sporting activities that are available within the park including cycling, cricket, rugby, soccer, hockey, netball, swimming and a range of other sports. Heffron park also offers a number of informal areas in which to recreate such as picnic sites, unstructured grass and shade areas, areas for viewing and walking within.

Coogee Oval on the other hand is much more limiting in its scope of recreation activity and includes an emphasis on rugby union, cycle, junior rugby league and spectating these activities. Local residents also use the oval as a through route and it is used informally as a soccer and rugby area when it is not being hired out. There are problems with this informal use that require addressing within the site specific plan of management for Coogee Oval. The site specific plans of management must specify the public nature of these areas and attempt to balance Council's need for the clubs and organisations to take some of the maintenance and capital improvements burden away from it and at the same time offer an assurance that these clubs do not take on 'ownership' of the facilities within the parks and thus alienate the public from using it.

Communication

Communication with among users of the park and Council is a necessary consideration and will normally occur through appropriate signage and in some cases leafleting of local residents. Signage must portray those activities that are inappropriate, contact telephone numbers in times of an emergency and positive information such as those activities that are permitted or alternative locations where they may be undertaken. The plan of management consultative process is important in enabling local residents to air their views on the use of the parks and accessibility for them as members of the public rather than sports players.

Communication between the lessees and licensees and Council is imperative in ensuring that the lease/licence agreements are being met and so that any problems in reaching these can be discussed. Regular meeting and transfer of accounts details should be conditions that are written into the lease/licence agreements.



Design

Innovation, creativity and durability must be reflected in all regional park designs as these are the parks that will receive the highest visitation and will experience the greatest intensity of use. These new or improved facilities should, wherever possible minimise the level of maintenance required through the use of durable materials and styles that are fully appropriate to the activities for which the facilities will be used. Buildings in particular should be designed so that their dominance on the remainder of the park is minimised. This may be through the use of appropriate colour schemes, roofing or wall details or with the addition of screen planting in strategic locations. 'Recreation building development zones' should be considered within the development of site specific plans of management whereby the need for additional or existing buildings should be assessed and their relation to the rest of the park may be reviewed.

Maintenance

Maintenance within district parks is a particularly expensive and staff intensive area of Council's overall parks responsibilities. Wherever feasible, lessees and licensees will be given the responsibility of maintaining the area for which they are responsible thus freeing Council staff to concentrate on those areas of the park that lie outside these boundaries. The result should be a clear improvement on present maintenance practice with which Council up against an enormous drain on resources. In addition, the maintenance of the lease/licence area by the club or organisation who are most involved in its use will be better suited to the purpose for which it is being used and, for efficiency purposes, management of the time and frequency of play will be carefully considered by the club or organisation.

Funding

Recommendations contained within this generic plan of management must have regard to existing and estimated funding sources in order for the objectives to be fulfilled. There are a number of available grants in addition to Section 94 funds that are released each year for the embellishment of 'regional open space' of which regional parks are included. Grants are usually tied to specific projects which may from time to time necessitate the review of priorities and performance targets. The twenty year lifespan for this plan should aid the need for flexibility. Essentially, any recommendations that have cost implications may begin at the earliest convenience if funds do become available.

User pays

As previously described, lease agreements are the preferred type of arrangement for the use and maintenance of regional parks. If the regional parks are completely covered by lease agreements, the pricing strategy developed for park bookings will have only limited relevance within this open space type. Lease charges will however bear some relation to the 'User Pays' pricing strategy, although at a considerably reduced rate.

A pricing strategy for the use of facilities at open space locations has been proposed within the City Open Space and Recreation Strategic Plan due to rising costs and budget cuts. The 'user pays' system will supplement revenue from traditional sources. These charges are based on the cost of maintaining the areas used in an exclusive way for recreational purposes. Profits are not derived from this strategy. Fees will enable Council to more readily carry out improvement works to the areas where charges are incurred by users. The user pays pricing system covers the following types of recreation all of which are permissible within regional parks.

- (i) *Sports playing fields and community recreation*
- (ii) *Private social functions*
- (iii) *Private commercial activities*



- (iv) *Charity and Community Events:* A nominal flat rate covering a percentage of maintenance costs only should be charged for any charity or community event such as a hospital fund raising event or community arts. Each event should be assessed on its merits and nominally charged accordingly.

Further details of the new 'user pays' pricing system are provided in Appendix C.



3.2 Action Plan

The key issues that have been presented in Section 3.1 act as an introduction and background to the objectives that have been set out in the following tables and their associated means of achievement, priority level, target implementation date, Council section responsibilities and finally, the means of assessment.

The objectives and related information is presented in a series of tables which are placed under the same headings as those presented in Section 3.1. The table columns are explained as follows:

Table 4: Explanation of Objectives, Priorities and Performance Tables

| OBJECTIVE | MEANS OF ACHIEVEMENT | TARGET PERIOD | RESPONSIBILITY | MEANS OF ASSESSMENT |
|--|--|--|---|--|
| A specific aim that Council will strive towards in order to address each area of the key issue identified in Section 3.1 | <p>The way or ways in which the objective may be achieved</p> <p>Each method will have a separate performance target</p> | <p>the financial year period in which this method is to be completed</p> <p><i>Short term</i> = 1996-2000 <i>Medium term</i> = 2000-2006 and <i>Long Term</i> = 2006-2015 <i>Ongoing</i> = action being carried out throughout the life of this plan of management <i>Undertaken</i> = action already undertaken</p> <p>If funds become available at a time earlier than anticipated eg through specific grants, performance target dates may be altered via annual budget reviews</p> | <p>The section or department within Council that has the final responsibility for the achievement of this objective by the target dates</p> | <p>The measure by which Council may be accountable to the community - a list of achievements that are ticked as each is fulfilled by its target date</p> <p>Where targets are not achieved, an explanation should be provided within this column</p> |



| OBJECTIVE | MEANS OF ACHIEVEMENT | TARGET PERIOD | RESPONSIBILITY | MEANS OF ASSESSMENT |
|---|---|---------------|---------------------------|---|
| A) To develop site specific plans of management for district parks | 1. undertake regional plans of management for Crown Land under Council's care and control as required by Council or as directed by the Minister for Land and Water Conservation | short term | Recreation Assets Manager | * plans of management undertaken and reviewed |
| | 2. plan of management to be undertaken for Coogee Oval by 1997 | medium term | | |
| | 3. review the existing Heffron Park plan of management in relation to this generic plan as appropriate | short term | | |
| B) To ensure that funds and other resources are allocated to plans of management prior to their implementation | 1. Allocate funding and works within the annual works programs | ongoing | Recreation Assets Manager | * appropriate funds allocation prior to plan development * recommendations incorporated into annual works programs |
| C) To provide an effective way of monitoring performance targets for each plan of management | 1. identify flexible key indicators for the site specific plans of management | ongoing | Recreation Assets Manager | * key indicators identified * performance indicators are flexible and annually reviewed |
| | 2. annual review of performance indicators via annual works programs - any significant changes must be formally assessed by Council | ongoing | | |
| D) To review and revise the 'regional parks' category within the Recreation Inventory | 1. change the inventory concerning the following open space areas to 'regional parks': Heffron Park and Coogee Oval | short term | Recreation Assets Manager | * inventory updated |



| OBJECTIVE | MEANS OF ACHIEVEMENT | TARGET PERIOD | RESPONSIBILITY | MEANS OF ASSESSMENT |
|---|--|----------------|--------------------------------|---|
| E) To ensure that buildings within the Regional Parks have minimum impact on the park setting and visitor experience | 1 Assess the requirement for retention of facilities or replacement with aesthetically appropriate multi-functional facilities within the plan of management process | as appropriate | Manager - Parks and Recreation | <ul style="list-style-type: none"> existing buildings assessed for suitability design criteria and recreation building development zones applied where appropriate building aesthetics improved and impact minimised |
| | 2 Where appropriate provide architectural design criteria for regional park buildings for forthcoming plans of management | ongoing | | |
| | 3 Buildings to be of an aesthetically acceptable design and to be replaced refurbished when funds and priorities dictate | ongoing | | |
| | 4 Consider the need for recreation building zones within each regional park plan of management | as appropriate | | |



| OBJECTIVE | MEANS OF ACHIEVEMENT | TARGET PERIOD | RESPONSIBILITY | MEANS OF ASSESSMENT |
|---|---|---------------|---------------------------|---|
| F) To encourage high quality sporting activities within regional parks | 1. appropriate improvement costs to be partly incurred by users and partly by Council in order to maintain a high standard of sporting facilities | ongoing | Recreation Assets Manager | <ul style="list-style-type: none"> * sporting standards maintained and improved * recognition as quality sporting venues * schools access provided within lease/license agreements |
| | 2. sports to be promoted as the major form of recreation within regional parks | ongoing | | |
| | 3. associated sporting facilities and amenities to be of a high standard complementing the grade of play and to include sports halls, swimming pools, gymnasiums and multi-purpose sporting centres | ongoing | | |
| | 4. schools to have access to high quality regional parks for training experience | ongoing | | |
| G) To ensure public access to regional parks is available during defined periods | 1. Investigate within site specific plans of management the casual use levels and demands on the park | short term | Recreation Assets Manager | <ul style="list-style-type: none"> * casual recreation trends and needs upon regional parks assessed * appropriate signage and other notification in place * casual use of parks not adversely affecting quality of playing surfaces |
| | 2. Place signs and other appropriate notification within parks as necessary to notify public of access periods | ongoing | | |
| | 3. Ensure the booking system for use of the fields incorporates occasional use by informal recreation groups | ongoing | | |



| OBJECTIVE | MEANS OF ACHIEVEMENT | TARGET PERIOD | RESPONSIBILITY | MEANS OF ASSESSMENT |
|---|--|---------------|--|---|
| G) To enter into lease and/or licence agreements with sporting organisations within regional parks | 1. ensure agreements and procedures are in compliance with the Crown Lands and Local Government Acts and have a clear and unambiguous intent | ongoing | Recreation Assets Manager Director-Corporate Services | <ul style="list-style-type: none"> relevant Acts have been complied with - decrease in number of legal challenges lease/licence agreements comply with provisions of this plan and <i>exclusive</i> use and alienation of the public from regional parks is avoided |
| | 2. lease agreements to be entered into only when lessee proposes to undertake capital improvements at a sum of no less than \$1.2 million over the lease period | ongoing | | |
| | 3. responsibility for maintenance of leased are to be solely that of the lessee | ongoing | | |
| | 4. licenses are to avoid any rights to exclusive occupancy and leases to prevent clubs from alienating the public from regional parks | ongoing | | |
| | 5. no licence agreement is to exceed a five year period, with an additional five year option if conditions contained in the COSRPOM strategic plan have been satisfied | ongoing | | |
| | 6. licensees and lessees will not be permitted to sub-licence/lease facilities to a third party | ongoing | | |



| OBJECTIVE | MEANS OF ACHIEVEMENT | TARGET PERIOD | RESPONSIBILITY | MEANS OF ASSESSMENT |
|---|---|----------------|--|---|
| H) To ensure excellent communication between Council and lessees/licensees | 1. lessee/licensee to provide annual reports to Council containing a record of accounts, number of teams and age groups, type of activity and any issues that have arisen over the year | ongoing | Recreation Assets Manager Director - Corporate Services | * annual reports submitted * meetings undertaken * parties satisfied with agreement and its implementation |
| | 2. a general meeting to take place twice a year between a Council representative and the lessee/licensee to exchange information | ongoing | | |
| I) To maintain regional parks an appropriate standard | 1. attract funding from a range of sources to help lessees/licensees in this requirement | ongoing | Recreation Assets Manager | * sporting standards recognised as Council's best * licensee lessees involvement in improving standards has increased * funding for improvements sought |
| | 2. Council to aid maintenance where necessary and review ability of lessee/licensee to uphold maintenance part of the agreement | as appropriate | | |
| J) To ensure that recommendations within site specific plans of management are allocated appropriate levels of funding | 1. works to be allocated according to identified performance targets within the relevant annual works program | ongoing | Recreation Assets Manager | * appropriate funding levels allocated as necessary * user pays system implemented within specified time frame |
| | 2. Implement 'user pays' system as set out in Section 5 of the COSRPOM Strategic plan | medium term | | |



3.3 Indicative Time Frame for Implementation

| WORKS | COMMENTS | FINANCIAL YEAR | | | ONGOING (ANNUAL REVIEW) |
|-------|---|--|--------------------------|----------------------|----------------------------|
| | | SHORT TERM 1996-2000 | MEDIUM TERM 2000-2006 | LONG TERM 2006-20 | |
| A1 | | undertake plans of management (PoM) | | | |
| A2 | | develop Coogee Oval PoM | | | |
| A3 | | review Heffron Park PoM | | | |
| B1 | | allocate funding and work | | | |
| C1 | | identify flexible key indicators for the site specific plans of management | | | |
| C2 | | annual review of performance indicators via annual works programs - any significant changes must be formally assessed by Council | | | |
| D1 | | review inventory | | | |
| E1 | as appropriate assess requirement of existing facilities or replacement | | | | |
| E2 | | buildings design criteria | | | |
| E3 | | aesthetic considerations and improvements | | | |
| E4 | as appropriate | | | | |



| WORKS | COMMENTS | FINANCIAL YEAR | | | ONGOING (ANNUAL REVIEW) |
|-------|----------|--|--------------------------|----------------------|----------------------------|
| | | SHORT TERM 1996-2000 | MEDIUM TERM 2000-2006 | LONG TERM 2006-20 | |
| F1 | | appropriate improvement costs to be partly incurred by users and partly by Council in order to maintain a high standard of sporting facilities | | | |
| F2 | | sports to be promoted as the major form of recreation within regional parks | | | |
| F3 | | associated sporting facilities and amenities to be of a high standard complementing the grade of play and to include sports halls, swimming pools, gymnasiums and multi-purpose sporting centers | | | |
| F4 | | associated sporting facilities and amenities to be of a high standard complementing the grade of play and to include sports halls, swimming pools, gymnasiums and multi-purpose sporting centers | | | |
| G1 | | investigate within site specific plans of management the casual use levels and demands on the park | | | |
| G2 | | place signs and other appropriate notification within parks as necessary to notify public of access periods | | | |
| G3 | | Ensure the booking system for use of the fields incorporates occasional use by informal recreation groups | | | |
| H1 | | ensure agreements and procedures are in compliance with the Crown Lands and have a clear and unambiguous intent | | | |
| H2 | | lease agreements to be entered into only when lessee proposes to undertake capital improvements at a sum of no less than \$1.2 million over the lease period | | | |
| H3 | | responsibility for maintenance of leased areas are to be solely that of the lessee | | | |
| H4 | | licenses are to avoid any rights to exclusive occupancy and leases to prevent clubs from alienating the public from regional parks | | | |
| H5 | | no licenses agreement is to exceed a five year period, with an additional five year option if conditions contained in the COSRPOM strategic plan have been satisfied | | | |
| H6 | | licensees and lessees will not be permitted to sub-license/lease facilities to a third party | | | |



| | | |
|----|--|--|
| I1 | | lessee/licensee to provide annual reports to Council containing a record of accounts, number of activity and any issues that have arisen over the year |
| I2 | | a general meeting to take place twice a year between a Council representative and the lessee/licensees to exchange information |
| J1 | | attract funding from a range of sources to help lessees/licensees in this requirement |
| J2 | as appropriate Council to aid maintenance where necessary and uphold maintenance part of the agreement | |
| K1 | | works to be allocated according to identified performance target within the relevant annual works program |
| K2 | | implement 'user pays' system as set out in Section 5 of the COSRPOM strategic plan |



4. REFERENCES

COSRPOM Community Survey (1995) RCC

Randwick Community Needs Survey (1986) McNair and Anderson

Veal (1990)



5. APPENDICES

Appendix A

Results of the COSRPOM Community Survey

A total of 8,000 surveys were distributed throughout the Randwick City LGA. The delivery team used the census collector district boundaries (CCD's) within which there are an average of 200 dwellings. By delivering an average of 37 survey forms within each of the 216 collector districts, the 8,000 household deliveries were achieved. For the survey results to be significant, a return of 600 was required although 800, or 10% was aimed for. In the event, the return used in the calculations below was from 640 people, although surveys were still being returned almost a month after the close date.

(Respondents were required to respond to three of up to eleven statements within each of questions 1-8. If, for example, 640 people addressed a question, the statistics will show the percentage of that total number of people who responded positively to each of the three most popular statements.)

Question 1:

When asked *which facilities or amenities did people require more of*, 282 people out of 611 who responded to the question, (46.2%) indicated that shade structures were necessary, followed by the provision of coastal walking trails at 44.6% and bike lanes at 37% of respondents

Question 2:

The 1986 recreation needs study indicated that 70% of the 600 respondents were in favour of additional landscaped parklands being provided. In 1995 we asked the question slightly differently: *'If Council were to buy more land for open space purposes, what type of open space should it be for?'* A significant 71.7% of respondents indicated that land to extend the coastal walkway was necessary and 51.9% of respondents indicated that land containing threatened plants and/or wildlife should be purchased.

Question 3:

When asked *which three options will best improve the general appearance of the City's open space area*, of the 622 people that answered this question, the highest response was to provide native plants (53.3%), followed closely by demolishing/refurbishing unsightly buildings and designing new buildings to be in keeping with the open space location (54.2%) and providing attractive park furniture (49.2%) indicating that a reasonably equal aesthetic emphasis should be placed on all elements: the natural; built; and 'comfort' values of the City's open spaces.

Question 4:

When asked *what people consider to be the most effective ways that Council can raise people's awareness of the natural environment* a significant 57% of the 622 respondents saw interpretive signage as the best way, followed by the provision of school kits (54.5%) and the provision of an environment centre (41.6%). Clearly, the most favoured method is not necessarily the most expensive method of raising environmental awareness.

Question 5:

The most favoured areas of open space where maintenance practices seen as necessary to be increased include beach areas where a tremendous 90.7% of the 623 respondents for the question saw this area as important for maintenance, followed by playgrounds indicated by 51.0% and sports parks at 37%.

Question 6:

When asked *which type of maintenance required more attention within open space areas* the removal



of litter was the most popular at 66.3%, followed by the removal of graffiti (56.5%) and the maintenance of amenities buildings (44.0%) of the 623 respondents.

Question 7:

A health and safety question requiring people to indicate *which areas of health and safety should have the highest priority* found that out of the 612 respondents, 70.9% saw glass and needles removal as a priority, 61.6% saw rubbish removal as a priority and 49.2% saw policing of open space areas against anti-social activity as a priority.

Question 8:

Addressed the question of *how Council may best inform residents of improvements or plans to improve open space areas*. Of the 626 respondents, 74.6% considered notifications in newspapers was one of the best ways, the next popular being notification through a newsletter delivered to people's homes (51.0%), followed by display of posters and brochures in public areas at 43.1%.

(Questions 9-11 use the Likert Scale technique whereby respondents grade their answers according to whether they agree or disagree, with 1= strongly disagree, 2=disagree, 3= not sure, 4= agree and 5= strongly agree.)

Question 9:

This question asked whether *respondents agreed that a joint venture between Randwick City Council and its neighbouring councils to provide a multi-recreational indoor facility-* from the total 617 people who responded to this question 45.2% strongly agreed, while 5.0% disagreed indicating fairly strong support for this concept although further investigation as to community perceptions will be necessary.

Question 10:

The statement offered in this question was *Council should look at re-designing road space in low volume traffic areas to provide safer play areas for local children* both the 'strongly disagree' result (9.5%) and the 'disagree' result (9.4%) showed quite a high resistance to this idea, while the 'strongly agree' result of 42.6% also means there is reasonable community support for this concept. Again, this will need to be researched further on an specific basis.

Question 11:

The question of whether *park users should share buildings in order to minimise the loss of open space* (by not needing to provide more buildings) was strongly agreed with by 44.1% of the total 610 respondents while only 3.6% strongly disagreed with the statement.

Question 12:

When asked *which one group of people required more open space facilities suitable to their needs*, out of the 10 choices respondents were offered, the most popular response at 24.5% was for 'families' to be provided with more facilities followed by 'young people' at 23.3% and people with disabilities at 20.0%.

Question 13:

This provides Council and the community with interesting results of the *appropriate (non traditional) facilities in well used parks*. People were able to tick any activity they wanted and therefore were not restricted to any number of answers. Responses offered showed the following to be appropriate from a total of 623 respondents:

| | | |
|----------------------|-------|---|
| Occasional concerts | 62.0% | of people responded positively to this option |
| Outdoor plays/cinema | 47.5% | |
| Coffee Shops | 44.5% | |
| Kiosks | 43.2% | |



Arts & Crafts fairs

41.4%

Question 14:

Respondents were asked *which one area aimed at protecting the environment of the City of Randwick, should be given the highest priority* - pollution control was a convincing first place at 62.4% of the 604 respondents for this question. Further assessment and information derived from other community consultative methods has shown that the community considers stormwater pollution control should feature heavily in the area of Council's pollution control efforts.

Question 15:

Of the 352 people who said they *would like to be involved in helping to improve parks, beaches and recreation in the City of Randwick*, an encouraging 51.7% responded that they would get involved in the 'Community Street Tree Planting Project', 50% said they would notify Council of any problems or necessary maintenance and 31.4% said they would join a consultative group that would recommend improvements to a specific open space area close to their home.

Question 16:

This was an open ended question that asked *which presently unavailable leisure/sporting activities and/or open space facilities would you like to see provided in the City of Randwick* - 29 different categories were derived from the many responses with the most popular being bike lanes and a cycleway at 21.5% of respondents, the coastal walk link and walking tracks associated with it at 14.2%, basketball facilities and an indoor pool each representing 12.4% of respondents and an indoor sports centre that was identified as necessary by 10.7% of respondents.

Question 17:

In terms of who actually responded to the survey, not all people filled in the five elements of this question, but for those who did; 55.2% were female, reflecting reasonably balanced gender mix (Randwick LGA comprises 50.2% female and 49.8% males).

The age of respondents was dominated by young to middle aged adults; 41.1% and 30.7% respectively (actual Randwick total of these age groups; 52.5%), full-time employed and retired people made up a total of 65.4% of respondents with representation from the unemployed being the lowest at 2.5%.

The \$20,000 - \$40,000 income bracket was most highly represented at 33% followed by those earning \$40,000 - \$70,000 at 21.7% and a reasonably even representation from all income earners in the brackets below these, while full time workers dominated the occupation type at 44.9% of the 602 respondents.

The highest response rate was from those who reside in the Coogee postcode area 28.5% followed closely by the Randwick/Clovelly and Maroubra postcode areas respectively at 24.8% and 20.4% which can be said to reflect the population densities within the City of Randwick.



Appendix B

User Pays

Parks, ovals and reserves, medium strips and beaches are high maintenance areas that cost Council in the order of \$5 million per annum. These costs are to a small extent offset by groups and individuals paying for the use of some facilities eg., playing fields, pools, beach hire for commercial gain etc. to the order of \$300,000 (1994/95 cost estimates). In addition to maintenance costs, grants and developer contributions provide funding for new facilities for the 'embellishment' of existing facilities. Open space funding is however one of many other services provided by Council and one which must be looked at in priority terms along with community centres, garbage collection, local enforcement, upkeep of roads, etc.

Council's goal is to fund the improved provision of open space and its associated facilities. Innovative methods require investigation and piloting eg., selling advertising within a Recreation Directory; charging for social gatherings/events such as weddings and parties and investigating further income producing activities associated with the Community Nursery. Lease and licence agreements and associated charges must be based on the user pays principles set out below. However, regular booking of facilities for the exclusive use of playing fields may incur an increased cost and conversely, clubs involved in a lease agreement whereby improve of facilities at their own cost is necessary, will see reduced user charges than those identified within the user pays formula.

Sports ovals (District and Regional parks) take up a substantial proportion of the maintenance budget for open space. Some of these costs should be offset by users paying for their exclusive use of these areas. As well as grants, developer contributions and a maintenance fund, 'user pays' charges are levied to regular users of sports fields, commercial photographers and filming crews at the beaches and license and lease fees are charged to those with a stronger commitment to the consistent use for club purposes of open space facilities. This plan provides methods of measuring user pays that are based on maintenance, administrative and on site staff costs for the following:

- * *Public sporting uses* such as football, netball, cricket, basketball whereby a percentage of the upkeep and maintenance of the area will be charged to the hiring club/organisation in relation to their time using the defined area (see formula below);
- * *Public Cultural uses* such as carnivals, theatre, film shows and community performance will incur a flat rate as follows which is based on current charges:

Cultural and Social Events Proposed Charges

| Location | Day(\$) | Half Day(\$) | Hour Rate(\$) |
|---|---------|--------------|---------------|
| Coogee Beach (and Grant Reserve) | 160.00 | 90.00 | 30.00 |
| Maroubra Beach (and Byrne Reserve) | 140.00 | 70.00 | 23.00 |
| Yarra Bay Beach (and Bicentennial Park) | 140.00 | 70.00 | 23.00 |
| Clovelly Beach (and Bundock Park) | 110.00 | 55.00 | 17.00 |



| Location | Day(\$) | Half Day(\$) | Hour Rate(\$) |
|-----------------------------------|---------|--------------|---------------|
| Malabar Beach (and Cromwell Park) | 110.00 | 55.00 | 17.00 |
| Frenchmans Beach (and reserve) | 110.00 | 55.00 | 17.00 |

- * *Private Social uses* such as weddings, parties and gatherings which are not profit oriented will be charged the full cost of upkeep and maintenance of the area used in relation to the pre-arranged time spent using the area.
- * *Commercial uses* such as filming, photography and promotions which are profit oriented to be charged the full rate of upkeep and maintenance of the area in relation to the pre-arranged period of use. The following revised charges are recommended:

Filming - Proposed Charges

| Filming Type (per day) | Charge (\$) |
|------------------------------------|-------------|
| Feature film | 600.00 |
| Commercials and non- Feature films | 450.00 |
| Still photography | 160.00 |

For the sporting fields charges, four different classes of fields will be used, standardising user pays fees among those within each classification. The premiere class, Coogee Oval, is the top venue for sport within the City of Randwick. Class A comprises excellent quality playing fields, Class B include those that are in good quality and Class C are those that are in need of repair, are not full size or are in areas where use is low because of low population numbers or an inconvenient location.

Currently hired playing fields by their Class grouping are as follows:

Class **Park/Reserve**

Premiere Class: Coogee Oval

Coogee Oval has a maintenance cost of \$172,800 per annum

Class A: Snape Main Ground
Kensington Oval

Class A playing fields are averaged to cost Council \$109,100 per annum

Class B: Snape Outer Ground
Burrows Park
Paine Reserve
Latham Park
Coral Sea Park
Nagle Park



Pioneers Park
 Heffron Park #1
 Heffron Park Hockey Field #1
 Heffron Park Hockey Field #2
 Heffron Park Hockey Field #3
 Heffron Park Hockey Field #4
 Heffron Park #3
 Heffron Park #4
 Heffron Park Mini Soccer Fields

Class B playing fields are averaged to cost Council \$18,871 per annum

Class C
 Bardon Park
 Broadarrow Reserve
 Trenerry Reserve
 Byrne Reserve
 Woomera Reserve
 Heffron Park #2

Class C playing fields are averaged to cost Council \$8,800 per annum

The following formula has been developed for determining the cost of maintaining playing fields within each class type per hour:

(The premiere class (Coogee Oval) is used within this example)

- a) cost of annual maintenance of playing field (\$172,800)
- b) divided by 48 - the number of potential playing weeks (\$3600 per week)
- c) multiplied by eg., 26 - the summer season weeks (\$93600)
- d) divided by 424 - the number of hours used in the summer season (\$220)
- e) add the total season hours across the periods and divide by the number of periods within the year to reach cost per hour (\$135) (see Table 5)

$$(a / b \times c / d / e = N)$$

NOTE:

* Weeks Per Season

| | |
|-----------------|-------------------------------|
| Winter Season = | 22 (April through to August) |
| Summer Season = | 26 (October through to March) |



Maintenance Costs, Hours of Use and Recouping Charges for Sporting Venue Classes within the City of Randwick

| Park Reserve classification | hours of use | | | | sum hours of use | maintenance cost (\$) | user charge per hour (\$) | | | | average users charge per hour (\$) | |
|-----------------------------|--------------|----------|---------|---------|------------------|-----------------------|--|----------|---------|---------|------------------------------------|-------|
| | hours of use | | | | | | (maint cost / 48 playing weeks x weeks in season / user hours) | | | | | |
| | wint w/e | wint w/d | sum w/e | sum w/d | | | wint w/e | wint w/d | sum w/e | sum w/d | | |
| Premiere Class | 747.0 | 97.0 | 424.0 | | 1 268 | 172.800 | 106.0 | 81.0 | 220.0 | | TOTAL | 135.6 |
| Class A | 998.0 | 2260.5 | 1057.0 | 834.0 | 5 149 | 109.100 | 50.0 | 22.0 | 55.0 | 70.0 | | 49.1 |
| Class B | 3064.5 | 8967.0 | 696.5 | 3316.0 | 16 043 | 18.871 | 2.8 | 0.9 | 14.6 | 3.0 | | 5.3 |
| Class C | 157.5 | 760.5 | 314.0 | 453.0 | 1 685 | 8.800 | 25.6 | 5.3 | 15.0 | 10.5 | | 14.1 |
| TOTAL | 4,966.5 | 12,085 | 2,491.5 | 4,603 | | 338,300 | 170.5 | 106.1 | 101.0 | 77.7 | | |

If the costs of maintenance for each classification are incurred in full by the user, those costs for users of the Premiere and the Class A sports fields would be significantly greater than those set out in the current Management Plan for Randwick City Council (1994/97). The class B fields on the other hand show a significantly reduced user fee from that within the Management Plan.



Class B fields are used far more intensively than the other classes. This additional use brings the user price down according to the above equation. However, both as a benefit to the higher grade fields and to those who enjoy watching sport at this premiere level, a subsidy towards these classes will be partly provided from the B Class field players and largely from Council's funds. Additionally, all B Class fields and/or associated facilities will be experiencing capital improvements within the life of this plan and funds from users will help to contribute towards this.

It is also expected that for the A Class and Premiere Class fields, leases will be taken out with Council and all lessees are expected to undertake capital works as part of the agreement (see Leases and Licenses) therefore reducing further cost to Council.

The following increases are proposed in order to bring user charges more closely in line with maintenance costs:

Current and Proposed User Charges for Sports Venues

| Class | Current Charge (adult weekday) (\$/ hour) | Charge to re- coup costs (\$/ hour) | Proposed charge (\$/ hour) | % increase (\$/ hour) |
|----------------|---|---|----------------------------------|--------------------------|
| Premiere Class | 25.00 (presently Class A) | 135.60 | 40.00 | 62.5% |
| Class A | 25.00 | 49.10 | 32.50 | 50.0% |
| Class B | 17.00 | 5.30 | 25.50 | 50.0% |
| Class C | 10.50 | 14.10 | 14.25 | 37.5% |

NOTES:

1. All proposed increases are to be introduced within a five year period with 20% annual increments until then.
2. Lease and license tender documents to be based on these costs but will incur appropriate deductions or increases as determined by Council
3. Fees to vary from those above for turf wicket use, public holidays, Sundays and Weekends at the same percentage difference as those currently set out within the Management Plan.
4. Schools use after school hours and certain community events to be charged at 20% of the above rates.
5. Night lighting is in addition to the charges identified above.
6. Any additional services required, including maintenance, will incur additional costs.

Helfron Park netball courts will be considered in the C Class and therefore incur a 37.5% increase above current charges over a five year period.

All other charges set out in Council's Management Plan are recommended as continuing to increase at the CPI rate.



Appendix C

Leas, Licence and Permit Arrangements

The principle characteristics of licence or lease agreements include the following: a licensee should not have the legal right to exclusive possession of public land and conversely, a lease agreement provides exclusive or concurrent rights of possession, occupancy and access to the premises. Council is able to enter into either a licence or lease agreement with a third party for the use of public land either through the provisions of the Crown Land Act, 1989 or the Local Government Act, 1993. The former Act being applicable to Crown Reserves for which Council has been appointed Trustee. In either case, certain requirements and conditions peculiar to each Act are imposed on Council to ensure that the land being subject to a licence or lease agreement will be put to a use that is ancillary to the purpose for which the reserve or parkland has been set aside, that is, for the purpose of public recreation and enjoyment.

The Environmental Planning and Assessment Act, 1979 further ensure that any development proposal put forward by an existing or potential licensee or lessee wishing to develop public land, meets the criteria outlined within the planning instrument. Together these Acts effectively protect the land from inappropriate development or use such as excessive commercialisation and alienation of public land.

It is proposed that *permits* will be issued for activities such as: carnivals; festivals; busking and other similar events. Activities subject to a permit will be permissible in all but remnant bushland areas where such activities are deemed inappropriate. Permits will replace the current 'seasonal licence' agreement system. Permits, unlike the standard lease and licence agreements will not require the holders to undertake any maintenance or repair works on the area they have received permission for. Furthermore, applicants may be required to submit a Local Approvals Application unless for a standard sporting use.

The various activities deemed appropriate and inappropriate by Council and a significant number of the community representatives who were consulted in the preparation of the plan, are reflected in the generic park types, each of which have their own specific goals. In accordance with these goals and appropriate uses, the following table identifies the type of arrangement and permissive use that is suited to each park type. This distribution amongst the park types ensures an equitable balance of facilities and preserves the purpose for which the park was set aside.

Management by Legal Agreement of Open Space Facilities

| PARK TYPE | LEGAL ARRANGEMENT TYPE | PERMISSIBLE USE |
|------------------|------------------------|---|
| REGIONAL | LEASE | Major Sports Events |
| DISTRICT | LEASE, LICENCE, PERMIT | Regional and local sports, social and cultural events |
| NEIGHBOURHOOD | LICENCE, PERMIT | Local team sports, social and cultural events |
| BEACH/FORESHORE | LICENCE, PERMIT | Promotional, social and cultural events |
| REMNANT BUSHLAND | NONE | Low key passive use |
| POCKET | PERMIT | Social activities |
| CIVIC | PERMIT | Social and cultural events |
| ROADSIDE RESERVE | PERMIT | Promotional, social and cultural events |



Leases and licenses also provide a source of income for Council. In the case of Crown land, income derived must be returned to the land and utilised for further improvements or maintenance works in the reserve. This should also be the case for Council freehold community land where substantial income can be attained through licensing or leasing agreements. Alternatively, these agreements should place the obligation of maintenance and improvements on the licensee or lessee. Permit holders will pay the full 'user pays' fees outlined in Appendix C, while lease and licence holders will be based on user pays charges and adjusted according to maintenance and/or capital works programs that the lessee/licensee has agreed to undertake.

Where licences and leases are to be considered, the following conditions, besides those standard conditions imposed by Council, should apply:

- (a) Licenses and leases should meet the requirements of the respective Act under which they are issued as well as Council's town planning controls.
- (b) The agreement should clearly define the rights to occupy and avoid rights to *exclusive* occupancy, access or concurrent posse.
- (c) New and renewable licence and lease agreements with a rental return value, or established potential commercial value as determined by an independent valuation of over \$10,000 pa (Consumer Price Indexed from 1995 onwards) are to be offered by public tender in accordance with the Local Government Act, 1993.
- (d) The alienation of extensive tracts of public land by commercially orientated development at a single site should be avoided where:
 - a development proposal displaces a high number of existing user groups
 - the total area of land to be alienated represents a substantial proportion of the sites available open space.
 - the proposal contravenes the outcomes of public consultation and the requirements of the respective governing Acts for that land.

In addition, where tenderers are the existing lease or holders, consideration should be given to that party's past contribution to the community through their previous improvements or services. However, this factor should not be the determining factor in assessing tender applications. Council should strive to achieve a reasonable return that reflects accountability in the management of recreational resources.

For lease agreements the following additional conditions should apply:

- (a) Lease agreements should only be entered into where the applicant proposes to expend \$ 1.2 million on new development works (CPI adjusted from 1995). These works should not include maintenance works. Other conditions relative to Development and Building Application submissions should also apply.
- (b) Lease agreements should not be extended by the provision of an option.
- (c) To preserve a diversity of recreational opportunities the proposed development must be ancillary to the purpose of the park and must not duplicate other nearby facilities such as golf driving ranges, gymnasiums etc. In addition, they must avoid duplicating facilities were there already



exist a significant number of nearby similar facilities such as particular types of sports playing fields

In addition, the following condition should be applicable to licence agreements:

- licence agreements should not exceed five (5) years with an option of an additional five years being offered only if Council agrees that the licensee's expenditure and the nature of the type of development warrants such a condition. Assessment of the development proposal should be as outlined in this plan and the relevant legislation.

Leasing and Licensing of Open Space Facilities

| GOAL | STRATEGY | PRIORITY | RESPONSIBILITY |
|--|--|----------|--|
| To ensure accountability in the management of legal agreements for the use of public land | <ol style="list-style-type: none"> 1. Ensure compliance as per this plan 2. Ensure terms and conditions are equitable and achievable for all parties 3. Ensure a reasonable or market return on all recreational assets subject to licence, lease or permit agreements | high | Corporate Services Engineering Services |
| To ensure that any lease, licence or permit arrangement benefits the community through the introduction of improved recreational opportunities | <ol style="list-style-type: none"> 1. Ensure that there is a demand for the lease/licence/permit activity as per this plan and associated generic plans of management. 2. Monitor the use and facility under the legal agreement 3. Ensure that all agreements result in fulfilling a range of identifiable benefits to the community | high | |
| To control the amount of open space land that is leased or licensed to private and community organisations | <ol style="list-style-type: none"> 1. Wherever possible avoid the fencing of leased or licensed facilities 2. Provide licensees and permits where applicable that avoid the <i>exclusive</i> use of open space 3. Leases and licences to be entered into only in certain open space locations as per this plan | high | |
| To decrease Councils day to day management and maintenance role within district and regional parks through the provision of lease/licence agreements | <ol style="list-style-type: none"> 1. lease arrangements to be made available for all district and regional parks 2. lessees must undertake capital improvements to a minimum sum of \$1.2 over a 20 year lease period 3. Ensure that maintenance and management matters set out in the license/lease agreements are being upheld through a consistent review process | medium | |



| GOAL | STRATEGY | PRIORITY | RESPONSIBILITY |
|--|---|----------|----------------|
| To provide a set of standard conditions for all lease and license agreements | <ol style="list-style-type: none"> 1. all leases and licenses to comply with the Local Government Act (1993) and the Crown Lands Act (1989) as appropriate 2. licenses to avoid any rights to exclusive occupancy 3. Agreements to be unambiguous in their intent and purpose 4. No licence agreement is to exceed a five year period, with an additional five year option being offered on the compliance of specific conditions 5. All other conditions to be complied with as per this plan | high | |

