

HOBSONS
BAY CITY
COUNCIL



Capital Development of Sport and Recreation Facilities Policy

Updated November 2023

Acknowledgment of Country

Council acknowledges the Bunurong People of the Kulin Nation as the Traditional Owners of these municipal lands and waterways, and pay our respects to Elders past, present and emerging.

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1. Introduction

The **Capital Development of Sport and Recreation Facilities Policy** was 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.

This policy helped inform the development of the **Sports Facility Needs Analysis (2018)**, which was established to guide specific projects based on participation and demand over a 10-year period. The Sports Facility Needs Analysis (SFNA) highlights short, medium and long term priorities for planning and delivery of projects to meet the community demand.

This policy provides a framework for clubs to propose capital works projects not included within the SFNA, a framework for approving requests and 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 following:

- **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.
- **Operating Guidelines** (Attachment B) which has been established to help guide clubs through Council's processes when administering facility development requests. The guidelines outline the process for club funded facility works (including community engagement) and Council's response to external grant programs (including letters of support).

2. 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 fit for purpose sport and recreation facilities.

3. 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).

Discretionary 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 Standard (Attachment A).

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, box lacrosse courts, 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.

4. 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 will maximise opportunities for all to participate in sport, regardless of ability, age, gender, LBGTQIA+, cultural background or disadvantage, by applying universal design principles to develop inclusive sport and recreation facilities.
- Council approval is required for all alterations to Council owned and managed 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 listed within the SFNA and a range of regular asset auditing practices that are undertaken periodically.
- 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. A dedicated project management resource may be required depending on the risk profile of the project. Availability of such resources will be considered when approving works and determining timelines.
- Projects may be referred to Council's draft 10-year capital works program as funded or unfunded items. Both funded and unfunded projects are subject to further review as part of the annual budget process each year.

5.3 Contributions

- Council's contribution towards the capital development of sport and recreation facilities will be subject to a combination of this policy, the SFNA and 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 in the form of a written letter of support 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) describes 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 may 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 club's 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.
- Council will engage with all stakeholders to obtain feedback to facility improvement designs however the final determination will be with Council.
- Where possible, Council will endeavour to provide a continuity of operations for tenant clubs by way of temporary facilities at an appropriate standard. If temporary facilities are not an option, Council will consider a relocation to a suitable venue for the club.

5. Procedural guidelines

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

6. Related documents

Sport and Recreation Strategy (2014)

Attachment A: Facility Development Standards

Attachment B: Operational Guidelines.

Leasing and Licensing Policy 2022-2030

Sports Facility Needs Analysis (2018)

7. Review date

This policy will be reviewed three years from the date of endorsement by ELT, unless it is required to be updated sooner.

8. Further information

For further information concerning this policy please contact Council's Coordinator Sport and Recreation by calling 9932 1000.

9. Document control

Policy Name	Capital Development of Sport and Recreation Facilities Policy
Object ID	A
Agility Document Number	
Responsible Directorate	Infrastructure and City Services
Policy Owner	Coordinator Sport and Recreation
Policy Type	ELT endorsed
Date Adopted by	November 2023
Review Date	November 2026

Attachment A: Facility Development Standards

Facility Development Standards

- The Facility Development Standards describe the standard to which Council will fund the development of all **new sport and recreation facilities**.
- Council will aim to meet the standards when undertaking major improvement works to **existing sport and recreation facilities**. This may not always be possible where existing site constraints or other issues make it cost prohibitive to do so.
- The standards will (where appropriate), help guide the renewal, refurbishment, maintenance and minor improvement of **existing facilities**.
- The Facility Components identified in Tables 1 and 2 (below) are considered to be **core infrastructure**.
- Council will fund **core infrastructure** to the level described at all **new facilities**. Clubs are required to fund any increase beyond the level described.
- Council will fund the replacement of **core infrastructure** at **existing facilities** should these exceed the level described in Tables 1 and 2. Clubs are required to fund any increase beyond the level provided at an **existing facility**.
- 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 **discretionary** will not be provided at all facilities. Council will determine the need for **discretionary** infrastructure 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 all **non-core infrastructure** to Council standards.
- Council may contribute towards the replacement of **non-core infrastructure** at **existing facilities** should these require removal or demolition during a capital development project. This will be considered at the planning stages of a project.
- 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 there are no standards specified for a particular sport this policy 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
Change Rooms <i>Australian Rules</i>	Core: 2 x 35 to 50m ² rooms per oval	- Council to determine the size of the change rooms required, with consideration of sports facility guidelines. - Fit out includes bench seating and hooks. - It is preferred that any additional change rooms be co-located and separated via a movable (e.g. roller) door.
Change Rooms <i>Soccer, Rugby, Lacrosse, Baseball, Cricket, Hockey</i>	Core: 2 x 20 to 30m ² rooms per field	
Change Rooms <i>Tennis</i>	Core: 2 x 10 to 15m ² rooms per venue	
Change Rooms <i>Netball</i>	Core: 2 x 20m ² rooms per venue	
Player Amenities <i>Australian Rules</i>	Core: 2 x 25m ² rooms per change room	- Toilet and shower provision to meet Building Code of Australia requirements. - Amenities to be unisex i.e. single cubicle toilets and showers. No urinals. - Amenities to be directly linked to the change rooms. - It is preferred that additional player amenities be co-located and separated via a lockable door.
Player Amenities <i>Soccer, Rugby, Lacrosse, Baseball, Cricket, Hockey</i>	Core: 2 x 16 to 25m ² per change room	
Player Amenities <i>Tennis</i>	Core: 2 x 8 to 10m ² rooms per change room	
Player Amenities <i>Netball</i>	Core: 2 x 14m ² rooms per change room	
Umpires Room	Core: 1 x 15 to 25m ² room per venue Non Core: Umpires room at Tennis venues	- Council to determine the size of the umpires room required. - Room to have direct external access. - Fit out includes bench seating and hooks. - Unisex principles to be applied to design.
Umpires Amenities	Core: 2 x 5 to 8m ² rooms per change room Non Core: Umpires room at Tennis venues	- Amenities to be directly linked to the umpires room. - Fit out includes 1 shower, 1 toilet (no urinals) and hooks.
Kitchen/Canteen <i>Australian Rules, Soccer, Rugby, Lacrosse, Baseball, Cricket, Hockey</i>	Core: 20 to 25m ²	- To comply with Australian Standard 4674 series, the Food Standards Code and Food Act 1984. - Fit out to include basic facilities only: Oven (300m) exhaust fan, hot plates/stove top, kitchen benches, lockable cabinets and space for the installation of fridges. (To meet HBCC Public Health requirements) - It is preferred that an internal and external servery be provided. - Council will not fund facilities that primarily support the serving of alcohol.
Kitchen/Canteen <i>Tennis, Netball</i>	Core: 15m ²	
Spectator Area / Shelter	Core: 25 to 100m ²	- Council to determine the size of the spectator area/shelter required. - To provide a clear view to the sportsground/courts. - A veranda incorporated into the front of the pavilion is preferred.

Facility Component	Standard	Comments
		As a minimum a shelter should be made available.
Storage - Internal	10 to 20m ² per seasonal / annual club. Discretionary: 10m ² for other regular user groups.	- Council to determine the size of the storage area required. - Fit out includes power and lighting. - Clubs are responsible for shelving, cabinets etc. - It is preferred that the room to have a direct link to the community (social) room.
Storage - External	10 to 20m ² per seasonal / annual club.	- It is preferable that external storage be provided as a detached shed / structure. - Fit out includes power and lighting. - Clubs are responsible for shelving, cabinets etc.
Community (Social) Room	Core: 50 to 100m ² Shared: 101 to 150m ² Non-core: 151m ² + Discretionary: Heating and cooling Netball: Discretionary: 25m ² - 40m ² Tennis: Discretionary: 60m ² – 120m ²	- Council to determine the size of the community (social) room required. - The cost to develop rooms between 101 to 150m² in size is to be shared between Council and clubs. - Clubs to fund the development of rooms over 150m². - It is preferred that the room provide a clear view of the sportsground.
Pavilion Toilets	Core: Male, female and accessible toilets	- Number of toilets to meet Building Code of Australia requirements. - Accessible toilets to include baby change facilities.
Cleaners Storage	Discretionary: up to 3m ²	Fit out to include a large trough sink.
First Aid Room	Discretionary: up to 10m ² Non-core: First aid at tennis venues	- It is preferable that the room have the capacity to convert to an office space when not required. - To provide easy access for emergency services. - To be included at a regional or high use facility.
Bin Enclosure	Discretionary	To be capable of housing up to 3 x 120L and 3 x 240L bins.
Public Toilets	Discretionary	Public toilets to have direct external access.
Circulation Space	Discretionary	

Facility Component	Standard	Comments
Internal Fit Out	Core: • Floor coverings inc non-slip flooring in wet areas • Fixtures such as hooks, hangers, toilet roll holders, paper towel dispensers, mirrors, partition walls, wall tiles, soap holders and baby change facilities • Hot water service • Plumbing fixtures including fittings for showers, toilets and sinks • Locks • Light fittings • Essential safety equipment including fire equipment Discretionary: • Security lighting and security doors.	• Council will select fixtures, fittings and materials that are durable and of a similar standard across all sport and recreation facilities.
Communications	Discretionary: NBN, data points Non-core: Public announcement system	• Supply of NBN connections and data points will be determined during the design phase of the project. • Public announcement system requirements to be determined during the design phase of the project. Any additional capacity requirements to supply the system will also be club funded..

Table 2: Other Sport and Recreation Facilities

Facility Component	Standard	Comments
Floodlights	Core: Sportsgrounds –50 to 100 lux. Shared: 100 lux + Shared: Tennis courts - Suitable for club competition (350 lux)	• Council to determine the lux level to be provided, based on the necessary training provision determined by the Australian Standards for sports floodlighting. • Lighting to comply with Australian Standard 2560 series. • The provision of infrastructure to support floodlighting upgrades beyond 50 lux to be provided (where appropriate). • The additional cost to develop floodlighting for sportsgrounds beyond 100 lux is to be funded by the club or other external means.
Sportsgrounds	Core: Natural turf surface Shared: Synthetic surfaces	• Automated irrigation connected to Councils central control system. • Dimensions, including run-offs, to meet the requirements of the relevant sporting code. • Construction to reflect local conditions / requirements to meet the level of sport played.
Cricket Wickets	Synthetic wickets Non-core: Turf wickets	• Clubs to fund the construction, preparation and maintenance for turf wicket installations.
Team Benches	Discretionary: Maximum of two team benches per sportsfield.	• To be included within any new sportsfield development. • Not to be incorporated as a retrofit on sportsfields that historically have not included team benches.
Goal Posts	Appropriate for the level of sport played	• Clubs to fund nets, padding and portable goals as required.
Tennis Courts	Core: Public tennis courts Shared: Courts at club venues	• Court sizes to comply with Tennis Australia guidelines. • Hard courts (i.e. acrylic) are preferred. Clubs to fund the cost of upgrading to another surface type. • Designed and constructed in response to site specific soil conditions. • The cost to install and maintain tennis courts at club venues will be shared between Council and clubs. • Clubs to fund nets and posts at club venues once new courts are constructed.
Tennis Court Fencing	Core: Public tennis courts Shared: Courts at club venues	• 3.6m black PVC coated 45mm diamond chain wire fencing. • Suitable pedestrian and maintenance access points to be included.
Training (Cricket) Nets	Shared: Public access synthetic training nets. Non-core: Additional nets, locked nets, turf wickets, lighting and power.	• Council to determine the number of cricket nets required. • The cost to construct cricket nets will be shared between Council and clubs. • It is preferred that training nets and run ups be positioned off the field of play. • It is preferred that multiuse training facilities be established.
Sportsground Fencing	Discretionary	• 1 metre high with a suitable number of pedestrian access points and an appropriately located maintenance / emergency services vehicle access gate.
Reserve Fencing	Discretionary	• 1m high pipe and rail fencing.

Facility Component	Standard	Comments
Safety Fencing / Behind Goal Fencing or Netting	Discretionary	Council to determine if safety fencing is required.
Car Parking	Discretionary	Council to determine if any car park improvements are required
Flag pole	Discretionary Non-core: new flag poles	Council to determine whether any existing flag poles are replaced during a project.
Electronic Scoreboards	Non-Core	Clubs to fund purchase and installation of electronic scoreboard, in accordance with Club Proposed Works Process

Attachment B: Operating Guidelines

1. Introduction

The Operating Guidelines (the guidelines) have been established to help guide Council's processes when administering facility development requests. The guidelines outline the process for club funded works (including community engagement) and Council's response to external grant programs (including letters of support). The guidelines will be implemented in conjunction with the Capital Development of Sport and Recreation Facilities Policy.

2. Club funded facility works process

Club funded works are projects that arise infrequently, are not planned by Council and require full funding from the club. These projects can include coaches boxes, scoreboards and minor pavilion improvements.

All club funded works needs to be reviewed and approved by Council, in writing, prior to the works commencing.

Given the range of requests, there is a detailed review process that Council undertakes to determine the suitability of the project. There are many factors included through the review, none more important than the potential risks involved. The project review process can take up to 12 weeks depending on the complexity and risk profile.

If a project is deemed to have high risk and high complexity then a Council project manager will need to be assigned to manage implementation of the project. Council's project managers are generally at capacity delivering a vast suite of projects for the community. If there are no project management resources available, the project will be on hold until such time when the necessary project management resources can be procured to deliver the project.

Other components of the project review include:

- Community engagement requirements
- Planning and building permit requirements
- Alignment with Council's current policies

The detailed Club Funded Facility Works Process can be found below in Appendix 1 and Project Risk Analysis in Appendix 2.

3. External funding programs

Council will apply for external funding through relevant funding programs to assist with projects highlighted within its five-year Capital Works Program or SFNA. Where this is the case, it will be requested that clubs provide a letter of support to strengthen an application.

With many grant programs, such as the Community Facility Funding Program through Sport and Recreation Victoria, Council is required to submit the grant application. Council will, at its discretion, apply for grants on behalf of a club if the club project aligns with funding guidelines, Council's strategic priorities and where there is no cost to Council.

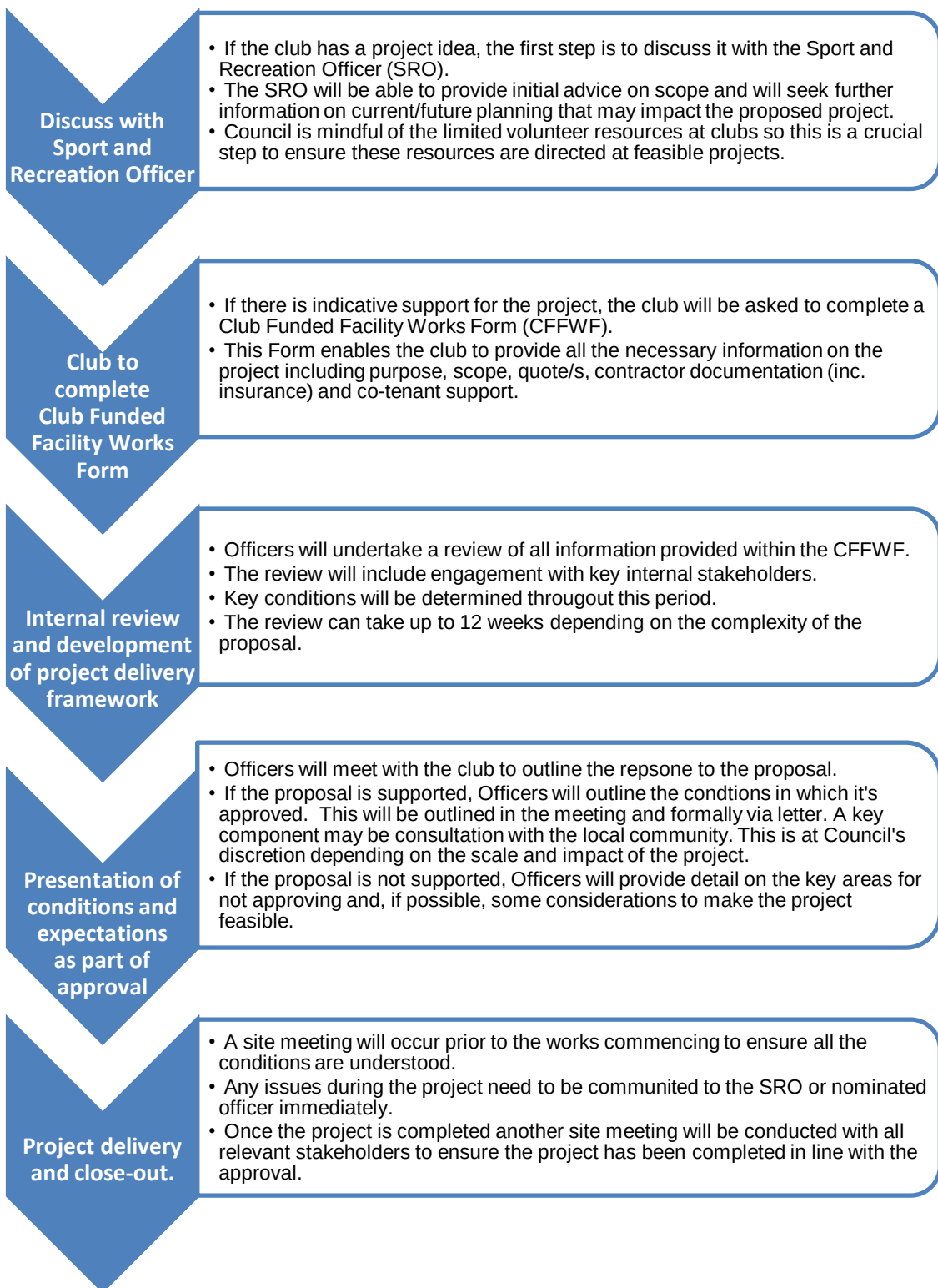
Where grant programs arise that enable clubs to submit an application, the proposed project is to be reviewed through the club funded works process prior to the grant application being submitted.

If a grant application is submitted where Council hasn't provided approval, yet funding is received, it could jeopardise the success of the project and future funding applications.

If the timelines within the grant application do not enable a sufficient review, Council will determine the risk profile and if appropriate may provide an indicative letter of support subject to several conditions.

Requests for letters of support within one week of the grant program will not be accepted.

Appendix 1: Club Funded Facility Works process



Appendix 2: Project Risk Analysis

The following table provides a high-level decision-making framework that assists officers to determine whether a project proceeds and what are the resource implications.

		Low	COMPLEXITY	High
RISK	High	High Risk, Low Complexity		High Risk, High Complexity
		Consult Consult internally to determine whether a project management resource is required.		PROJECT MANAGER Council's Project Manager required to deliver project. Timing will be subject to available resources.
	Low	Low Risk, Low Complexity		Low Risk, High Complexity
		PROCEED Project can be managed by the sport and recreation team.		Consult Consult internally to determine whether a project management resource is required.

Below are some indicators that impact the risk level of a project:

Risk Ratings				
	Safety	Financial	Reputation	Compliance
LOW	- No building permit required. - Club has provided all necessary contractor documentation - Previous positive history with contractor.	- Club has no outstanding debt. - Club provides proof they can fund project and provide funding upfront.	- Project improves amenity onsite. - Final design will not impact residents negatively. - Detailed and positive communication throughout the project discussion.	- Project is in line with relevant facility standard through Council and sport's governing body. - Club is flexible with design to ensure it meets all necessary standards.
HIGH	- Documentation is minimal or not to the appropriate standard. - The preferred contractor is not suitably qualified.	- Club has debt or poor history of paying outstanding debt. - Club is unable to fund or show proof of funds during the assessment process.	- Impacts amenity and nearby residents. - Impact to the natural environment.	- Design is over and above the facility standard provided by Council and the sport's governing body. - The project impacts future planning at the site.