



Investigation into City utilisation of school playing fields

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Table of Contents

| | |
|--|----|
| 1.0 EXECUTIVE SUMMARY | 3 |
| 2.0 INTRODUCTION | 5 |
| 2.1 Background | 5 |
| 3.0 PROJECT FINDINGS | 5 |
| 3.1 Population demographics | 5 |
| 3.2 Existing shared use agreements with schools | 5 |
| 3.3 Park classification | 6 |
| 3.4 Active park utilisation | 6 |
| 3.4.1 Active park utilisation - winter 2018..... | 7 |
| 3.4.2 Active park utilisation - summer 2017-18 | 8 |
| 3.5 Sporting infrastructure at schools | 8 |
| 3.6 Potential school sites | 8 |
| 3.6.1 Northern suburbs..... | 9 |
| 3.6.1.1 Lake Joondalup Baptist College..... | 9 |
| 3.6.2 Central suburbs | 10 |
| 3.6.2.1 Mater Dei College | 10 |
| 3.6.2.2 Prendiville Catholic College..... | 10 |
| 3.6.2.3 Woodvale Secondary College..... | 11 |
| 3.6.3 Southern suburbs..... | 11 |
| 3.6.3.1 Duncraig Senior High School..... | 12 |
| 3.6.3.2 Warwick Senior High School..... | 12 |
| 3.7 Risks to the City | 13 |
| 3.7.1 Annual park maintenance program | 13 |
| 3.7.2 Eligibility for grant funding..... | 14 |
| 3.8 Access agreement requirements | 14 |
| 3.9 Financial / budget implications | 14 |
| 3.10 Use of under utilised City parks | 15 |
| 4.0 CONCLUSION | 16 |

LIST OF ATTACHMENTS

- 1 Attachment 1 – Existing shared use sites.
- 2 Attachment 2 – Active park utilisation maps for summer 2017-18 and winter 2018.
- 3 Attachment 3 – High utilisation active parks and identified schools map for summer 2017-18 and winter 2018.
- 4 Attachment 4 – Aerial map of Lake Joondalup Baptist College, Joondalup.
- 5 Attachment 5 – Aerial map of Mater Dei College, Edgewater.
- 6 Attachment 6 – Aerial map of Prendiville Catholic College, Ocean Reef.
- 7 Attachment 7 – Aerial map of Woodvale Secondary College, Woodvale.
- 8 Attachment 8 – Aerial map of Duncraig Senior High School, Duncraig.
- 9 Attachment 9 – Aerial map of Warwick Senior High School, Warwick.

1.0 EXECUTIVE SUMMARY

Due to the inability to develop additional active parks, the City experiences a demand for those parks with adequate sporting infrastructure. An assessment on active park utilisation was undertaken on data from the summer 2017-18 and winter 2018 seasons. This identified that during the winter season 14 active parks are classified as over utilised (above 60% utilisation) with three parks rated above 80% utilisation which can lead to a detrimental impact on the quality of the playing turf. Utilisation in summer is less intensive however there were four active parks classified as over utilised.

Future population forecasts suggest City managed parks will become increasingly over utilised. The forecasts anticipate that by 2036 the City's population will increase from 162,742 to 177,483. The key growth suburbs are predicted to be: Joondalup; Ocean Reef; Beldon; Padbury; Duncraig; Greenwood and Warwick.

At its meeting held on 26 June 2018 (C59-06/18 refers), Council requested a report on the investigation and potential opportunities in the City utilising school playing fields to assist with high demand for active park space.

As a result, a study was undertaken in late 2018 which identified six school sites for potential City use. The school sites were identified based on their suitable location near over utilised City managed parks and being appropriately sized to cater for a range of senior and junior sports. This would provide flexibility for the City to meet the community's changing demands over time.

The school sites identified were:

- Duncraig Senior High School, Duncraig;
- Lake Joondalup Baptist College, Joondalup;
- Mater Dei College, Edgewater;
- Prendiville Catholic College, Ocean Reef;
- Warwick Senior High School, Warwick; and
- Woodvale Secondary College, Woodvale.

For sporting clubs to access school sites however, adequate sporting infrastructure is required such as: sports floodlighting; change rooms; storage; toilets and meeting room. As school playing fields are utilised by the school during the day there is generally no need for them to provide sports floodlighting. It is currently unknown if these schools have the other infrastructure required to allow sporting club access, therefore the City may need to invest in sporting infrastructure on land that it does not own or manage.

Entering into an agreement with schools for the City to access their playing fields would bring several risks including:

- the likely required City investment for infrastructure on land that it does not own or manage.
- the school playing field would likely be maintained independently from the City, which may result in it not being maintained to the City's requirements or they may require additional investment in annual maintenance to meet the City's requirements.
- the school's expectation of access fees may not be in line with the City's.
- the ability for sporting clubs to be approved a liquor licence to supply / sell alcohol on a school site is unknown.
- it is unknown if the schools have additional ground water reserves on their water licence, which could restrict increased park utilisation.

- it is unknown if the schools have adequate power supplies to allow for the installation of sports floodlighting. This may result in the school site not being suitable or additional capital expenditure being required to ensure an adequate power supply.
- the City may not be eligible for external funding programs such as the Community Sporting and Recreation Facilities Fund (CSRFF) program. Typically, this program's eligibility criteria states that projects occurring on private land are considered ineligible.
- there is a potential for school sites to close, leading to issues relating to capital investment costs, disposing of City assets and displacement of City usage allocated to the school playing fields.

Any agreement with a school to access their playing fields would need to minimise the associated risks. The City would also need to further discuss potential interest and access opportunities with each identified school, as to date no contact has been made with the identified schools.

An alternative option to reduce park over utilisation is to further develop the under utilised City managed active parks. This option would also require a financial investment from the City in sporting infrastructure such as: sports floodlighting; change rooms etc however would occur on City managed land where the identified risks of utilising school playing fields are removed.

It is therefore recommended that further development of City managed infrastructure on under utilised active parks is prioritised over accessing school sites due to land ownership issues, the identified risks and that there would likely be similar financial investment required.

2.0 INTRODUCTION

2.1 Background

At its meeting held on 12 December 2017 (CJ204-12/17 refers), Council noted the review of the active reserves and community facilities report and the recommendations made for works based on a strategic approach to the future provision of community and sporting facilities and infrastructure. The review identified that 13 active parks were above the industry guideline for usage of 25 hours per week (peak periods) in winter, which is known to have a detrimental impact on the quality of the playing surface.

As the City has limited ability to develop additional parks on new land (as it is effectively “built out”), it is important to implement a strategic approach to the ongoing management of parks and provision of infrastructure. This will be further evident as the City’s forecast population increases from 162,742 to 177,438 by 2036, which will result in increased utilisation pressure on existing active parks.

At its meeting held on 26 June 2018 (C59-06/18 refers), Council requested a report on the investigation and potential opportunities in the City utilising school playing fields to assist with high demand for active park space.

3.0 PROJECT FINDINGS

3.1 Population demographics

The 2016 Australian Bureau of Statistics census data states that the City’s Estimated Resident Population (ERP) was 160,995 people. The City utilises Profile id. as a population forecasting tool with the City’s 2018 ERP being 162,742 people.

A minimal increase in the City’s population is expected by 2021 however, by 2036 population is expected to increase by 9% to 177,438. The suburbs predicted to have the highest population growth rates are: Ocean Reef (28.87%); Warwick (28.27%); Joondalup (26.85%); Beldon (13.94%); Greenwood (12.87%); Duncraig (11.61%); Padbury (11.21%) and Heathridge (10.99%).

It is anticipated that population increases will result in increased demand for active parks and community facilities across the majority of suburbs by 2036.

3.2 Existing shared use agreements with schools

At its meeting held on 25 November 2008 (CJ253-11/08 refers), Council considered options for the management of shared use arrangement between the City and the Department of Education (DOE) to formalise existing arrangements with schools that shared an adjoining land boundary, or the City managed park is utilised by the school given it is adjacent to the school site. At this meeting, Council adopted the recommended implementation of a cost sharing model which in most cases sees the DOE / Catholic Education Office contribute a fixed percent (25%) of the annual maintenance cost of a City managed park that is being used by the school. The City currently has 12 shared use agreements including: 10 with the DOE and two with the Catholic Education Office.

The difference between the existing shared use sites and the schools identified in this study is that the school playing fields identified in this report are owned by the schools and are not

located across shared land managed by the City. A list of current shared use locations is provided in Attachment 1.

3.3 Park classification

The *Parks and Public Open Spaces Classification Framework* (PPOSCF) is used in the planning and provision of park asset infrastructure based on strategic and sustainable planning principles.

The PPOSCF classifies parks and public open spaces in order for the City to determine where assets should be allocated according to the function, size, geography and catchment of an area. Active parks are split into four sub-categories – regional, district, local and neighbourhood.

A summary of the active reserves and their classification is provided in Table 1.

Table 1 – City managed active parks and their classification.

| Classification | Active Reserve |
|----------------|--|
| Regional | Percy Doyle Reserve, Duncraig. |
| District | Chichester Park, Woodvale; Iluka District Open Space, Iluka; James Cook Park (north and south), Hillarys; MacDonald Park, Padbury; Marri Park, Duncraig; Penistone Park, Greenwood; Seacrest Park, Sorrento; Warrandyte Park, Craigie; and Warwick Open Space, Warwick. |
| Local | Admiral Park, Heathridge; Barridale Park, Kingsley; Beldon Park, Beldon; Bramston Park, Burns Beach; Bridgewater Park, Kallaroo; Caledonia Park, Currambine; Christchurch Park, Currambine; Ellersdale Park, Warwick; Emerald Park, Edgewater; Falkland Park, Kinross; Flinders Park, Hillarys; Forrest Park, Padbury; Glengarry Park, Duncraig; Heathridge Park, Heathridge; Kingsley Park, Kingsley; MacNaughton Park, Kinross; Mawson Park, Hillarys; Melene Park, Duncraig; Mirror Park, Ocean Reef; Ocean Reef Park, Ocean Reef; Otago Park, Craigie; Prince Regent Park, Heathridge; Robin Park, Sorrento; Santiago Park, Ocean Reef; Timberlane Park, Woodvale; and Windermere Park, Joondalup. |
| Neighbourhood | Belrose Park, Kallaroo; Blackall Park, Greenwood; Callandar Park, Kinross; Carlton Park, Currambine; Charonia Park, Mullaloo; Hawker Park, Warwick; Hillarys Park, Hillarys; Juniper Park, Duncraig; Korella Park, Mullaloo; Lexcen Park, Ocean Reef; Littorina Park, Heathridge; Moolanda Park, Kingsley; Newcombe Park, Padbury; Parkside Park, Woodvale; and Warrigal Park, Greenwood. |

3.4 Active park utilisation

The City has 51 active parks with varying demand based on several factors including size, location and the level of infrastructure provided. Generally, parks that are well-utilised are large in size (1.8 hectares or more), are suitably located within residential areas and have a high level of infrastructure provided (such as change rooms, storage and floodlighting). Typically, an active park is available for use 45 hours per week (during peak periods), however if a park has over 25 hours of high intensity activity scheduled it can lead to a detrimental impact on the quality of the playing surface.

The park utilisation data is based on the following criteria:

- The bookings analysed occurred Monday to Friday 4.00 pm to 9.00 pm and Saturday / Sunday 8.00 am to 6.00 pm, as this considered typical sporting club usage time (peak period).
- Utilisation includes preseason bookings for both summer and winter.
- Summer data is based on bookings from the 2017-18 season.
- Winter data is based on bookings from the 2018 season (actual bookings up to August 2018, with the remainder based on forecasts).

Park usage is separated into five usage categories as per Table 2.

Table 2 – Park usage categories.

| Percentage usage | Hours per week | Usage category colour key |
|------------------|---------------------------|---------------------------|
| 0 to 20% | 0 to 9 hours per week | Green |
| 21 to 40% | 9.5 to 18 hours per week | Blue |
| 41 to 60% | 18.5 to 27 hours per week | Yellow |
| 61 to 80% | 27.5 to 36 hours per week | Orange |
| 81 to 100% | 36.5 to 45 hours per week | Red |

A review of the utilisation of active parks was undertaken to identify potential school sites located within close proximity to City managed parks that were over utilised (above 60% utilisation).

It is important to note that since park utilisation was last analysed in 2017, the City has worked with the sporting clubs to reduce bookings that are not used. This has changed the number of booked hours, resulting in more accurate usage information. However, it is important to note that the park usage data is still based on bookings, not actual utilisation.

The active park utilisation data has been shown in a summer and winter utilisation map which is provided in Attachment 2.

3.4.1 Active park utilisation - winter 2018

The active park utilisation review identified 14 active parks as per Table 3 that are considered as over utilised in winter 2018. Sixteen active parks have a utilisation rate of between 41% to 60%, meaning if usage increased in the future these active parks may become over utilised. Compared to the 2017 winter utilisation data, seven additional active parks are now over utilised, however active parks that are utilised above 80% has reduced by two.

Table 3 – Over utilised active parks (above 60% utilisation), winter 2018.

| Active park | Sports | Hours per week | Utilisation rate |
|-------------------------|-----------------------------------|----------------|------------------|
| Windermere Park | AFL | 40.51 | 90.02 |
| Falkland Park | AFL, football (soccer) | 37.21 | 82.69 |
| Admiral Park | Rugby league, AFL, touch football | 36.54 | 81.20 |
| MacDonald Park (north) | AFL | 31.78 | 70.62 |
| Chichester Park (south) | Football (soccer) | 31.32 | 69.60 |
| Seacrest Park (west) | AFL | 31.00 | 68.90 |
| Heathridge Park | AFL | 30.94 | 68.76 |
| Kingsley Park | AFL | 30.21 | 67.12 |

| Active park | Sports | Hours per week | Utilisation rate |
|-----------------------------|-------------------------|----------------|------------------|
| Penistone Park (west lower) | AFL, lacrosse, softball | 30.02 | 66.71 |
| Seacrest Park (east) | AFL | 29.92 | 66.50 |
| Emerald Park | AFL | 29.39 | 65.31 |
| Forrest Park | AFL | 28.43 | 63.18 |
| Iluka Open Space (east) | Football (soccer) | 28.03 | 62.29 |
| Bramston Park | Football (soccer) | 27.76 | 61.68 |

3.4.2 Active park utilisation - summer 2017-18

The active park utilisation review identified four active parks as per Table 4 that are considered as over utilised in summer 2017-18. A further 17 active parks have a utilisation rate of between 41% to 60%, meaning if usage increased in the future these active parks may become over utilised. Compared to the 2016-17 summer utilisation data, six less active parks are now classified as under utilised (below 40% utilisation), meaning demand has increased or been better spread across the existing parks.

Table 4 – Over utilised active parks (above 60% utilisation), summer 2017-18.

| Active park | Sports | Hours per week | Utilisation rate |
|-----------------------------|---------------------------|----------------|------------------|
| Penistone Park (west lower) | Cricket, little athletics | 31.60 | 70.27 |
| Iluka Open Space (west) | Cricket | 30.80 | 68.39 |
| MacDonald Park (north) | Cricket | 30.00 | 66.69 |
| Hawker Park | Cricket, little athletics | 28.10 | 62.50 |

3.5 Sporting infrastructure at schools

Secondary schools generally provide:

- one large senior sized oval for AFL / cricket;
- one rectangular field for hockey / football (soccer);
- multipurpose hard courts (tennis / netball); and
- an indoor multipurpose court (basketball / netball / indoor soccer).

As school playing fields are utilised by the schools during the day there is generally no need for them to provide sports floodlighting. There is usually a provision for change rooms and toilets but not storage, kiosks or meeting room at schools. It is important to note that any infrastructure that is provided, is usually within the school's secured fenced area and may not be easily accessible from the school playing fields outside of school hours. Therefore, the City may need to provide sporting infrastructure on land it does not own or manage including:

- sports floodlighting.
- toilets.
- change rooms.
- storage.
- kiosks.
- meeting room.

3.6 Potential school sites

For the study, the geographic area of the City has been separated into three catchment areas approximately five kilometres apart. This was to ensure that appropriate sites were identified

within each catchment. It is important to note that an identified school's catchment may cross over these areas due to its location near the boundary. The three catchment areas are:

- Northern suburbs – Burns Beach; Connolly; Currambine; Kinross; Iluka and Joondalup.
- Central suburbs – Beldon; Craigie; Edgewater; Heathridge; Kallaroo; Ocean Reef; Mullaloo and Woodvale.
- Southern suburbs – Duncraig; Greenwood; Hillarys; Kingsley; Marmion; Padbury; Sorrento and Warwick.

The identified school sites have been mapped against the highly utilised City managed parks as per Attachment 3.

For each potential school site, an estimated park dimension has been noted, which are inclusive of the required sports required boundary and run off areas. This demonstrates the school playing field suitability for certain sporting activities.

3.6.1 Northern suburbs

The suburb of Joondalup's population is anticipated to grow by 26.85% from 9,430 residents to a total of 11,971 residents by 2036. Therefore, there is likely to be an increased demand for active parks in this area. Joondalup is currently only serviced by one active park, Windermere Park, which is over utilised in both the summer and winter seasons. The suburbs of Burns Beach; Currambine; Kinross and Iluka currently experience a high demand for adequate sporting infrastructure, resulting in over utilisation occurring at Iluka District Open Space, Iluka; Falkland Park, Kinross and Bramston Park, Burns Beach. Compared to the central and southern suburbs, the northern suburbs have a reduced provision of adequately sized senior active parks, which increases the demand on the existing active parks.

3.6.1.1 Lake Joondalup Baptist College

Lake Joondalup Baptist College, Joondalup, has been identified as a potential school site for City use due to the size of its active playing fields and central location near the Joondalup Central Business District, which will likely account for the majority of the forecast population growth (Attachment 4 refers). Access to this school's playing fields could assist in reducing over utilisation at Windermere Park, Joondalup (1.5 kilometres away), Iluka District Open Space, Iluka (2.5 kilometres away), Bramston Park, Burns Beach (3 kilometres away) and Falkland Park, Kinross (3.5 kilometres away).

Lake Joondalup Baptist College sporting amenities include:

- one senior sized AFL / football (soccer) park (140 metres x 115 metres).
- one junior sized football (soccer) park (100 metres x 55 metres) with two cricket practice nets, which could be relocated to increase the parks functionality. It is believed no sports floodlighting exists on either park.

This site could cater for a range of senior and junior sports such as AFL, cricket, football (soccer), hockey and rugby. However, for the City to use this site to allocate sporting club usage the following sporting infrastructure would likely be required: sports floodlighting; toilets; change rooms; storage; kiosks and meeting room. The City has not contacted the school, therefore it is unknown if the school is interested in establishing an agreement for City access and if its school playing fields are available for use.

This school is located adjacent to HBF Arena which may provide attractive ancillary facilities for some clubs.

All other alternative school sites in the northern suburbs were not deemed appropriate due to shared use agreements already existing or the school playing field size not being suitable for both senior and junior sport. Mater Dei College, Edgewater is deemed as being suitable and could assist in meeting demand in the southern areas of Joondalup. For the purposes of this study this school is located in the central suburbs and is discussed accordingly in section 3.6.2.1.

3.6.2 Central suburbs

The suburb of Ocean Reef is anticipated to grow by 28.87% from 8,211 residents to a total of 10,582 residents by 2036. The suburbs of Beldon and Heathridge are also anticipated to grow by over 10% by 2036. Therefore, there is likely to be an increased demand for active parks in these areas. The central suburbs are well serviced by local and neighbourhood parks; however, these parks are under demand pressure as there is limited district or regional level parks. Under utilised city managed active parks in this area have spare capacity however they do not have adequate sporting infrastructure.

3.6.2.1 Mater Dei College

Mater Dei College, Edgewater, is a private school that has been identified as a potential school site due to the size of its school playing fields and the suburbs of Beldon, Heathridge and Joondalup's anticipated future population growth, noting Joondalup is in the northern suburbs (Attachment 5 refers). This location could service the suburbs of Edgewater; Heathridge; Beldon and the southern area of Joondalup. Access to this school's playing fields could assist in reducing over utilisation at Chichester Park, Woodvale (3 kilometres away); Warrandyte Park, Craigie (2 kilometres away), Emerald Park, Edgewater (1 kilometre away); Heathridge Park, Heathridge (1.7 kilometres away) and Admiral Park, Heathridge (1.3 kilometres away).

Mater Dei College sporting amenities include:

- one senior sized AFL or football (soccer) or cricket park (185 metres x 110 metres) with three cricket practice nets and one sports floodlighting pole.
- one senior sized football (soccer) park (100 metres x 90 metres).

This site could cater for a range of senior and junior sports such as cricket, AFL, football (soccer), hockey and rugby. However, for the City to use this site to allocate sporting club usage the following sporting infrastructure would likely be required: sports floodlighting; toilets; change rooms; storage; kiosks and meeting room. The City has not contacted the school, therefore it is unknown if the school is interested in establishing an agreement for City access and if its school playing fields are available for use.

Mater Dei College has been recommended over Belridge Secondary School, Beldon, due to the higher level and flexibility of sporting amenities available.

3.6.2.2 Prendiville Catholic College

Prendiville Catholic College, Ocean Reef, is a private school that has been identified as a potential school site due to the size of its active playing fields and Ocean Reef's anticipated future population growth (Attachment 6 refers). This location could service the suburb of Connolly; Currabine; Heathridge; Iluka and Ocean Reef. Access to this school's playing fields could assist in reducing over utilisation at Santiago Park; Ocean Reef (500 metres

away); Prince Regent Park, Heathridge (600 metres away) and Ocean Reef Park, Ocean Reef (1.8 kilometres away).

Prendiville Catholic College sporting amenities include:

- one senior sized AFL and cricket park (155 metres x 120 metres) with three synthetic cricket practice nets.
- one senior sized football (soccer) field (110 metres x 90 metres).
- one junior sized football (soccer) field (90 metres x 50 metres) or a junior cricket field.

This site could cater for a range of senior and junior sports such as athletics, AFL, cricket, football (soccer), hockey and rugby. However, for the City to use this site to allocate sporting club usage the following sporting infrastructure would likely be required: sports floodlighting; toilets; change rooms; storage; kiosks and meeting room. The City has not contacted the school, therefore it is unknown if the school is interested in establishing an agreement for City access and if its school playing fields are available for use.

Prendiville Catholic College has been recommended over Ocean Reef Senior High School, Ocean Reef, due to the higher level and flexibility of sporting amenities available.

3.6.2.3 Woodvale Secondary College

Woodvale Secondary College, Woodvale, is a public school that has been identified as a potential school site due to the size of its active playing fields and it being within close proximity to high utilisation parks such as Chichester Park, Woodvale (1 kilometre away); Timberlane Park, Woodvale (200 metres); Warrandyte Park, Craigie (2.7 kilometres away) and Kingsley Park, Kingsley (1.5 kilometres away) (Attachment 7 refers). This location could further service the suburbs of Woodvale and Kingsley. A further opportunity may exist for access to be arranged to the school's indoor multipurpose courts (basketball and netball). The school also offers specialist programs for football (soccer) and basketball. Access to this school's playing fields could assist in reducing over utilisation at Chichester Park, Woodvale; Timberlane Park, Woodvale; Warrandyte Park, Craigie and Kingsley Park, Kingsley.

Woodvale Secondary College sporting amenities include:

- one senior sized AFL / cricket park (160 metres x 100 metres) with four synthetic cricket practice nets.
- one junior sized football (soccer) field (95 metres x 55 metres).
- indoor multipurpose courts (basketball and netball).

This site could cater for a range of senior and junior sports such as athletics, AFL, basketball, cricket, football (soccer), hockey, netball and rugby. If the four cricket practice nets were relocated, it could increase the functionality of the junior sized football (soccer) field to senior sized. However, for the City to use this site to allocate sporting club usage the following sporting infrastructure would likely be required: sports floodlighting; toilets; change rooms; storage; kiosks and meeting room. The City has not contacted the school, therefore it is unknown if the school is interested in establishing an agreement for City access and if its school playing fields are available for use.

3.6.3 Southern suburbs

The suburb of Warwick is anticipated to grow by 28.27% from 3,902 residents to a total of 5,005 residents by 2036. The suburbs of Padbury, Duncraig and Greenwood are also anticipated to grow by over 10% by 2036. Therefore, there is likely to be an increased demand

for active parks in these areas. Unlike the northern and central areas of the City the southern suburbs are well serviced by all park classifications. As a result, higher park utilisation generally occurs in the southern suburbs with sporting infrastructure being adequate on district and regional level parks, however local and neighbourhood parks lack adequate sporting infrastructure, resulting in them being under utilised.

3.6.3.1 Duncraig Senior High School

Duncraig Senior High School, Duncraig, is a public school that has been identified as a potential school site due to the size of its school playing fields, central location and the suburbs anticipated future population growth (Attachment 8 refers). This location could service the suburbs of Sorrento, Duncraig, Hillary's and Padbury. Access to this school's playing fields could assist in reducing over utilisation at Seacrest Park, Sorrento (1.5 kilometres away), Percy Doyle Reserve, Duncraig (1.6 kilometres away) and MacDonald Park, Padbury (2 kilometres away).

Duncraig Senior High School sporting amenities include:

- one senior sized AFL or football (soccer) or cricket park (190 metres x 115 metres) with four synthetic cricket practice nets.
- The park could also be configured into two senior sized football (soccer) or hockey fields (95 metres x 70 metres).

This site could cater for a range of senior and junior sports such as athletics, AFL, cricket, football (soccer), hockey and rugby. However, for the City to use this site to allocate sporting club usage the following sporting infrastructure would likely be required: sports floodlighting; toilets; change rooms; storage; kiosks and meeting room. The City has not contacted the school, therefore it is unknown if the school is interested in establishing an agreement for City access and if its school playing fields are available for use.

Duncraig Senior High School has been recommended over St Stephens School, Duncraig and St Marks Anglican Community School, Hillarys, due to the higher level and flexibility of sporting amenities available.

3.6.3.2 Warwick Senior High School

Warwick Senior High School, Warwick, is a public school that has been identified as a potential school site due to the size of its active playing fields, central location and the suburbs anticipated future population growth (Attachment 9 refers). This location could service the suburbs of Warwick, Greenwood and Duncraig. Access to this school's playing fields could assist in reducing over utilisation at Warwick Open Space, Warwick (200 metres away), Penistone Park, Greenwood (1 kilometre away) and Ellersdale Park, Warwick (600 metres away).

Warwick Senior High School sporting amenities include:

- one senior sized AFL or cricket park (150 metres x 110 metres).
- one junior sized AFL (150 metres x 90 metres) with four synthetic cricket practice nets.
or
- the park could also be configured into two senior sized football (soccer) or hockey fields (95 metres x 80 metres). Overall park size is 150 metres x 205 metres.

This site could cater for a range of senior and junior sports such as athletics, AFL, cricket, football (soccer), hockey and rugby. If the centre cricket pitch was relocated or removed, it

could increase the parks functionality. However, for the City to use this site to allocate sporting club usage the following sporting infrastructure would likely be required: sports floodlighting; toilets; change rooms; storage; kiosks and meeting room. The City has not contacted the school, therefore it is unknown if the school is interested in establishing an agreement for City access and if its school playing fields are available for use.

Warwick Senior High School has been recommended over Greenwood Senior High School, Greenwood, due to the higher level and flexibility of sporting amenities available.

3.7 Risks to the City

Entering into an agreement with schools for the City to access their playing fields would bring several risks including:

- the likely required City investment for infrastructure on land that it does not own or manage.
- the school playing field would likely be maintained independently from the City, which may result in it not being maintained to the City's requirements or they may require additional investment in annual maintenance to meet the City's requirements. This risk is explored further in section 3.7.1.
- the school's expectation of access fees may not be in line with the City's.
- the ability for sporting clubs to be approved a liquor licence to supply / sell alcohol on a school site is unknown.
- it is unknown if the schools have additional ground water reserves on their water licence, which could restrict increased park utilisation.
- it is unknown if the schools have adequate power supplies to allow for the installation of sports floodlighting. This may result in the school site not being suitable or additional capital expenditure being required to ensure an adequate power supply.
- the City may not be eligible for external funding programs such as the CSRFF program. Typically, this program's eligibility criteria states that projects occurring on private land are considered ineligible. This risk is explored further in section 3.7.2.
- there is a potential for school sites to close, leading to issues relating to capital investment costs, disposing of City assets and displacement of City usage allocated to the school playing fields.

3.7.1 Annual park maintenance program

The identified schools in this report own and maintain their school playing fields. This may result in it not being maintained to the City's requirements or they may require additional investment in annual maintenance to meet the City's requirements.

A summary of the City's annual active park maintenance program is shown in Table 5. If a shortfall exists, the additional maintenance costs will likely need to be met by the City in full or negotiated on a pro rata usage basis with the school.

Table 5 – City annual maintenance program (active park).

| Item | Description |
|------------------------|--|
| Mowing | 40 cuts per year at 15-18 millimetres |
| Verti-mowing | Once per year (approximately / if required) |
| Verti-draining | Twice per year (approximately / if required) |
| Fertiliser application | Eight – ten per year (approximately / if required) |

| Item | Description |
|---------------------------|--------------------------------------|
| Nutrient testing | Four tests per year |
| Parasite testing | One test per year |
| Spearhead application | Once per year |
| Wetting agent application | Once per year |
| Fungicide application | Twice per year |
| Top dressing | Only if required / quantity can vary |
| Turf replacement | Only if required / quantity can vary |
| Debris removal | Only if required / quantity can vary |

3.7.2 Eligibility for grant funding

The Western Australian Government, through the Department of Local Government, Sport Cultural Industries (DLGSCI) provides financial assistance to Local Government Authorities and sport and recreation clubs through the CSRFF program to develop basic sport and recreation infrastructure. The joint funding partnership is usually based on an equal one third contribution from each partner.

Typically, projects occurring on private land are considered ineligible for CSRFF. However, exceptions to this will be considered by DLGSCI if a long term formal agreement is in place; sufficient City access is allowed and the cost of that access is in line with other City managed facilities; funding includes a school contribution; and adequate facility planning and justification has been undertaken to demonstrate this is the only solution to meet the needs of the City.

3.8 Access agreement requirements

After considering the identified risks, if the City was to still progress an agreement with any school for access to their playing fields, the following requirements have been identified:

- agreement term is a total of 20 years with an initial agreement term of 10 years with the option to renew twice for a further five years. This would predominately cover the life of the asset, ensuring eligibility for the CSRFF program.
- annual maintenance of the park meets the required City standards to allow community sporting competition or training.
- City access is provided from 4.00 pm to 9.30 pm on week nights and 8.00 am to 9.30 pm on weekends, however the City may identify additional operational hours based on further identification of suitable users.
- schools to charge the City a reasonable rate to utilise their school playing fields and facilities.
- access to the school's car park, toilets and change rooms is provided if they are within close proximity to the park.
- infrastructure improvements such as sports floodlighting to be undertaken on the site. Construction of these works should be managed by the City not the school.
- community access is managed through the City's existing hiring processes.
- appropriate level of Public Liability Insurance cover will need to be obtained by the City through the Local Government Insurance Scheme.

3.9 Financial / budget implications

If the City was to progress any agreement with a school to access their playing fields the following financial implications would need to be determined for each site:

- the capital costs, operating expenses and replacement costs may be required for sporting infrastructure such as: sports floodlighting; toilets; change rooms; storage; kiosks and meeting room. The exact sporting infrastructure requirements would be determined on a case by case basis depending on the sites existing infrastructure and the sporting club's requirements. Capital funding may also be required to improve the condition of the playing surface at each school to ensure it meets the City's requirements.
- the possible increased operational costs that may be required for the annual maintenance of the school playing field to ensure it meets the City's requirements.
- the City may be charged an access fee from the school for their playing fields. The access fee amount is currently unknown and would be established when negotiating the agreement, if it was deemed applicable by the school.

3.10 Use of under utilised City parks

An alternative option to reduce park over utilisation is to further develop the under utilised City managed active parks. This option would also require a financial investment from the City in sporting infrastructure such as: sports floodlighting; change rooms etc however would occur on City managed land where the identified risks of utilising school playing fields are removed.

The active reserve and community facilities review last undertaken in 2017, evaluates the City's active reserve utilisation and identifies the sports infrastructure needed on active reserves to make better use of the City's parks and service the needs of the community.

The last review was undertaken in 2017-18 and at its meeting held on 12 December 2017 (CJ205-12/17 refers), Council noted the recommended priority for future project works as outlined in the report which would be used to develop the City's future Five Year Capital Works Program.

In regard to sports infrastructure the report made recommendations based on a priority order taking into consideration a number of different factors including - trends in growth of individual sports; facilities within the catchment area of the different sporting clubs; distribution and allocation of grounds; surrounding reserve infrastructure; and current utilisation rates.

The review recommended the upgrade of floodlighting to increase utilisation at Timberlane Park, Woodvale; Christchurch Park, Currambine; Moolanda Park, Kingsley; Santiago Park, Ocean Reef; Hawker Park, Warwick and MacNaughton Park, Kinross.

The review also suggested that improving toilet, change room and clubroom facilities that at the following parks would also increase utilisation - Chichester Park North, Woodvale; Carlton Park, Currambine; MacNaughton Park, Kinross; Christchurch Park, Currambine; Littorina Park, Heathridge and Santiago Park, Ocean Reef.

This study has also identified additional active parks that an upgrade of floodlighting would increase utilisation. These locations were not identified in the active reserve and community facilities review as there were higher priority locations (as mentioned above). The additional active parks that would be suitable for floodlighting works include:

Northern Suburbs:

- Caledonia Park, Currambine: Junior and senior soccer (football).

Central Suburbs:

- Littorina Park, Heathridge: Junior and senior soccer (football).
- Charonia Park, Mullaloo: Junior and senior soccer (football).
- Mirror Park, Ocean Reef: Junior and senior (preseason) AFL.
- Otago Park, Craigie: Junior and senior (preseason) AFL.

Southern Suburbs:

- Hillarys Park, Hillarys: Junior and senior soccer (football).
- Blackall Park, Greenwood: Junior AFL / soccer (football) and senior AFL / soccer (football) preseason.
- Glengarry Park, Duncraig: Junior AFL and senior AFL preseason.
- James Cook Park, Hillarys: Junior and senior soccer (football).

Improving the sporting infrastructure at under utilised City parks will assist with the demand for adequate active parks without the risks associated with using school site and can reliably be eligible for CSRFF funding, compared to school sites being on a case by case basis.

4.0 CONCLUSION

Due to the inability to develop additional active parks, the City experiences a demand for those parks with adequate sporting infrastructure.

This study has identified six school sites within the City that if access was available, may assist with high demand for active park space. The school sites were identified based on their suitable location near over utilised City managed parks and being appropriately sized to cater for a range of senior and junior sports.

For sporting clubs to access school sites however, adequate sporting infrastructure is required such as: sports floodlighting; change rooms; storage; toilets and meeting room which will likely require the City to fund the capital and maintenance costs for infrastructure on land that it does not own or manage.

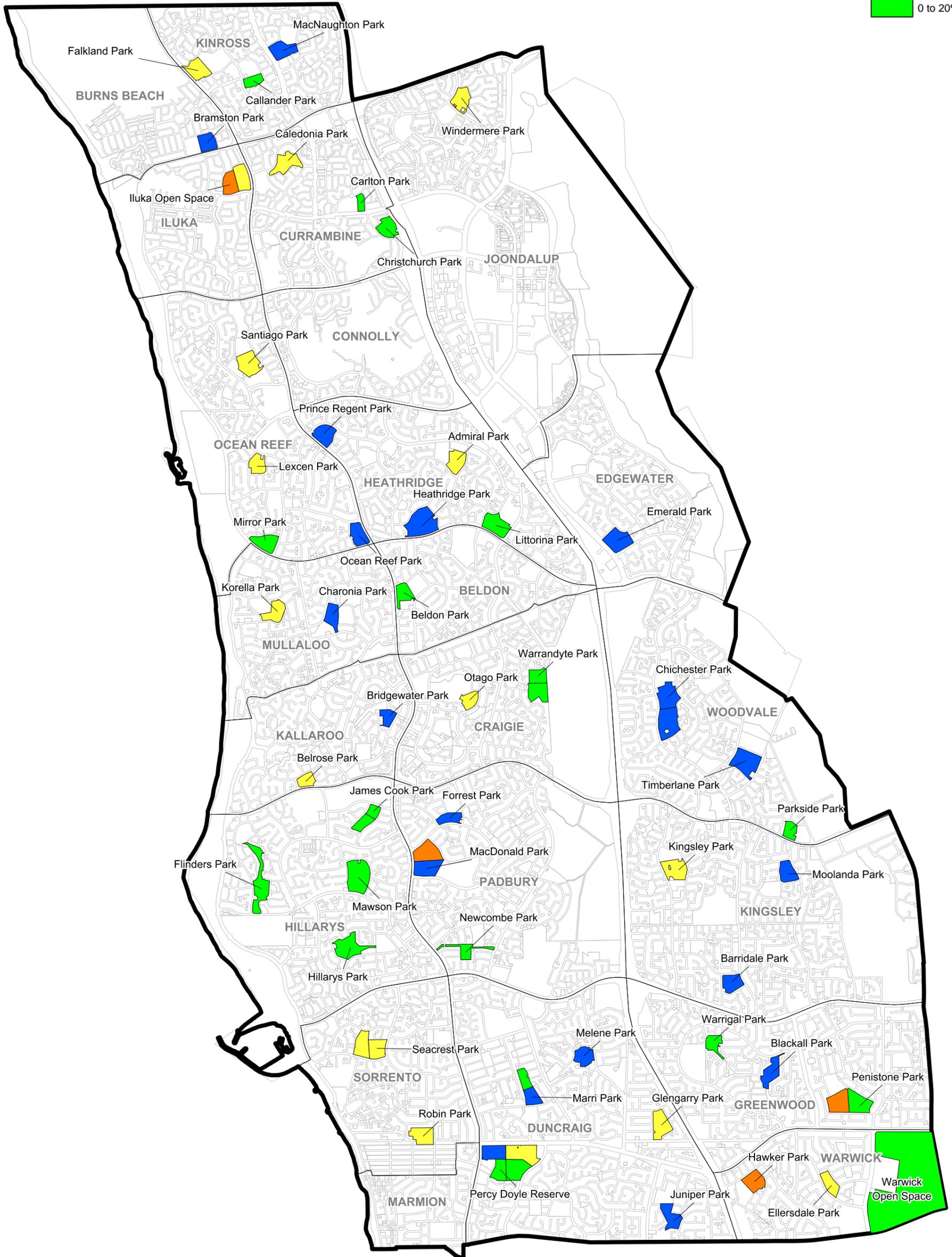
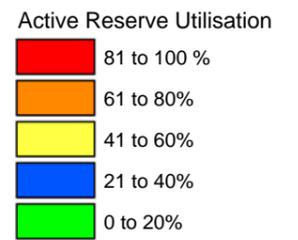
Entering into an agreement with schools for the City to access their playing fields would also bring other risks and financial implications such as grant funding eligibility, playing field maintenance levels and access fees.

An alternative option to reduce park over utilisation is to further develop the under utilised City managed active parks. This option would also require a financial investment from the City in sporting infrastructure such as: sports floodlighting; change rooms etc however would occur on City managed land where the identified risks of utilising school playing fields are removed.

It is therefore recommended that further development of City managed infrastructure on under utilised active parks is prioritised over accessing school sites due to land ownership issues, the identified risks and that there would likely be similar financial investment required.

Existing shared use agreements

| Name of School | Name of Park | Agreement |
|--|-------------------------|---|
| Beldon Primary School | Beldon Park | School pays 25% of the annual maintenance costs for the park. |
| Eddystone Primary School | Littorina Park | School pays 25% of the annual maintenance costs for the City owned portion of the park and 100% of the school portion of the park. |
| Mullaloo Beach Primary School | Korella Park | School pays 25% of the annual maintenance costs for the City owned portion of the park and 100% of the school portion of the park. |
| North Woodvale Primary School | Chichester Park (North) | School pays 25% of the annual maintenance costs for the park. |
| Mullaloo Heights Primary School | Charonia Park | School pays 25% of the annual maintenance costs for the park. |
| Beaumaris Heights Primary School | Santiago Park | School pays 12.5% of the annual maintenance costs for the park (park is used by two schools so they pay half each) |
| St Simon Peter Catholic Primary School | Santiago Park | School pays 12.5% of the annual maintenance costs for the park. (park is used by two schools so they pay half each) |
| Currambine Primary School | Carlton Park | School pays 25% of the annual maintenance costs for the City owned portion of the park and 100% of the school portion of the park. |
| Kinross Primary School | Callander Park | School pays 25% of the annual maintenance costs for the City owned portion of the park and 100% of the school portion of the park. |
| Kinross College | Falklands Park | Reciprocal agreement - School has free use of the City's park and the City has free use of the school's tennis courts. School pays 100% of the annual maintenance costs for the school soccer oval. |
| Creaney Primary School | Kingsley Park | School pays 5% of the annual maintenance costs for the park (park is maintained to a high level so the schools pays lower %) |
| St Luke's Catholic Primary School | Parkside Park | School pays 25% of the annual maintenance costs for the park. |



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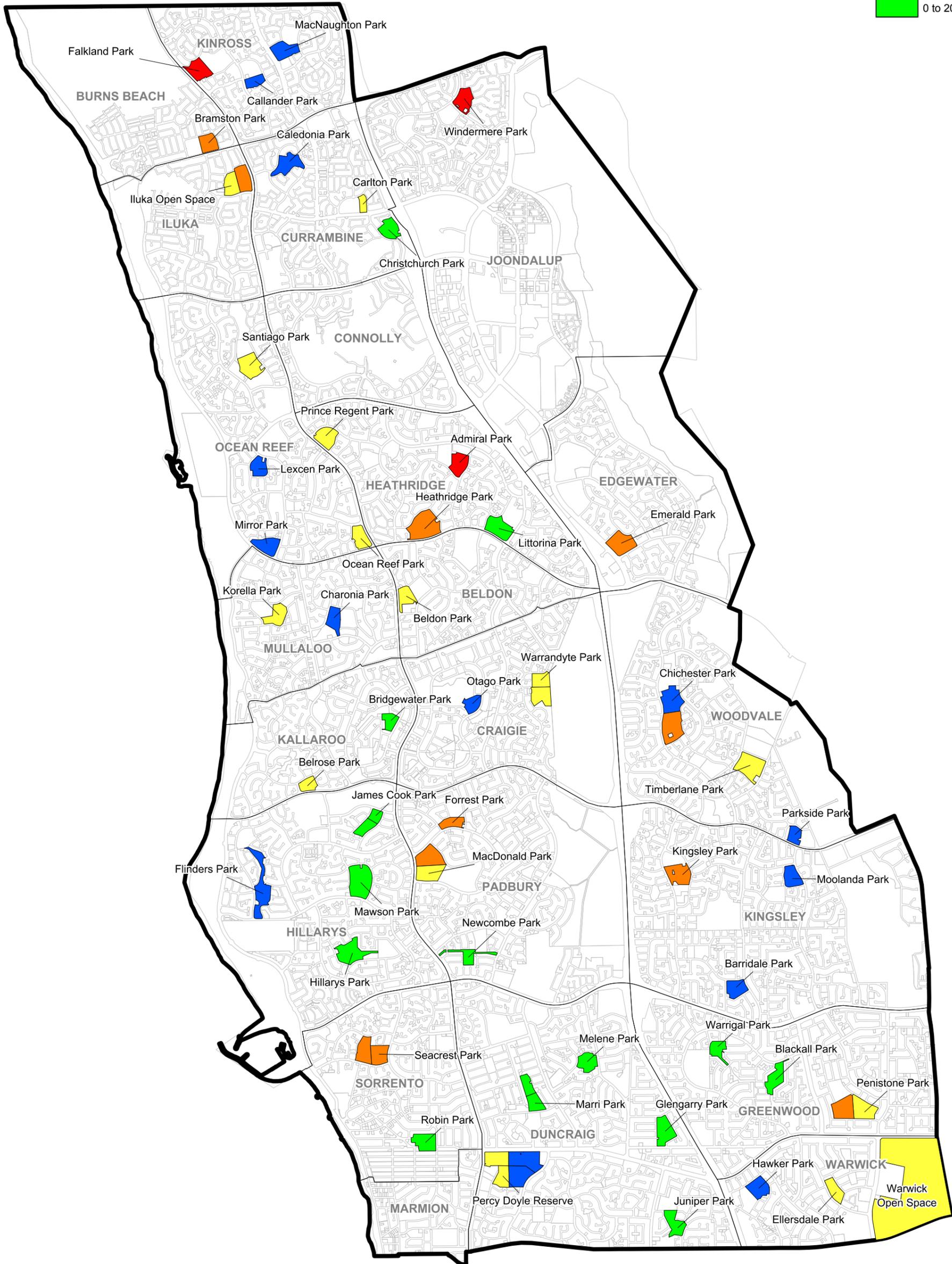
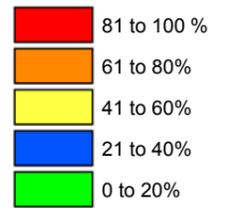
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Active park utilisation summer 2017-18

Active Reserve Utilisation



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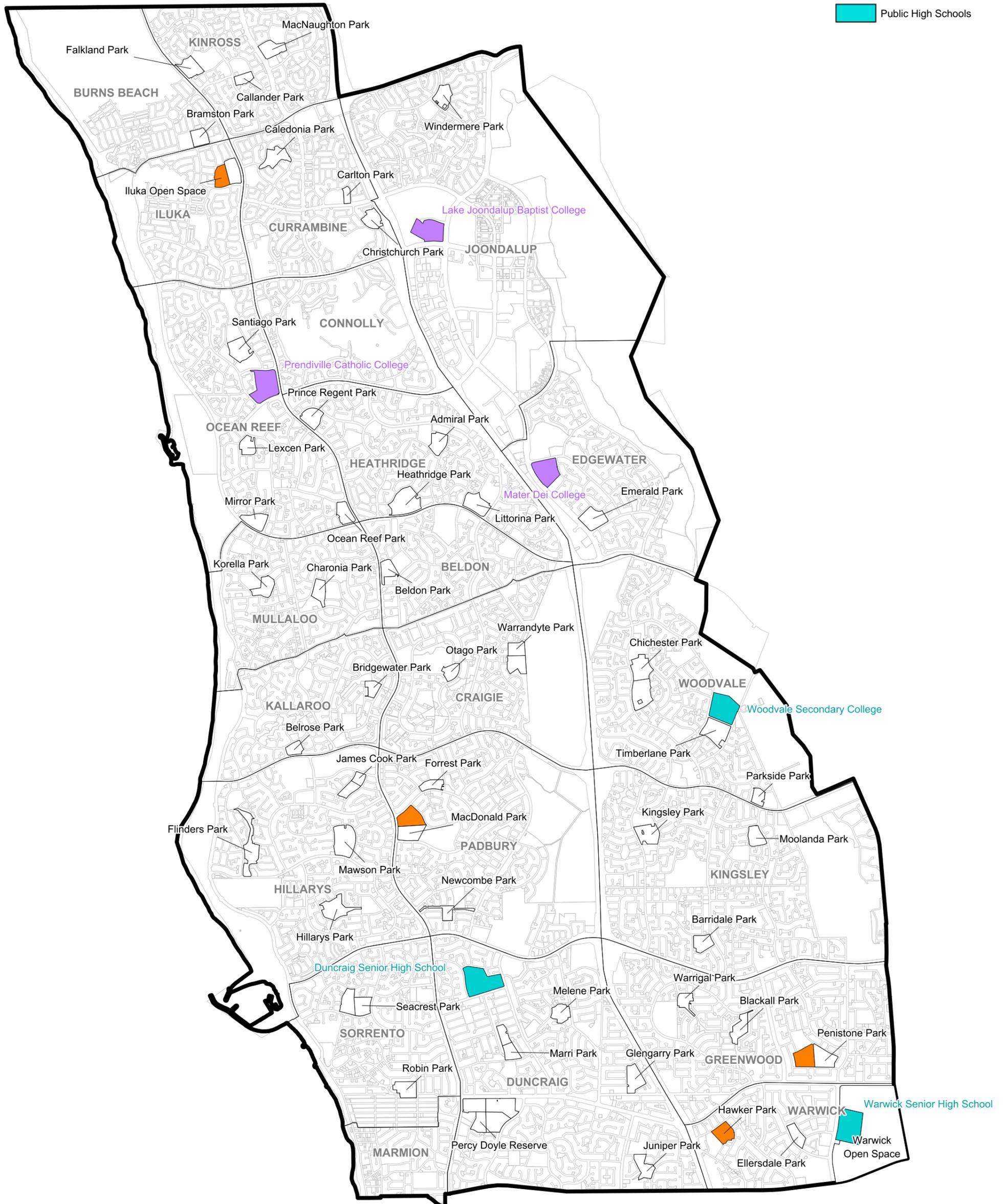
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Active park utilisation
 winter 2018

Active Reserve Utilisation



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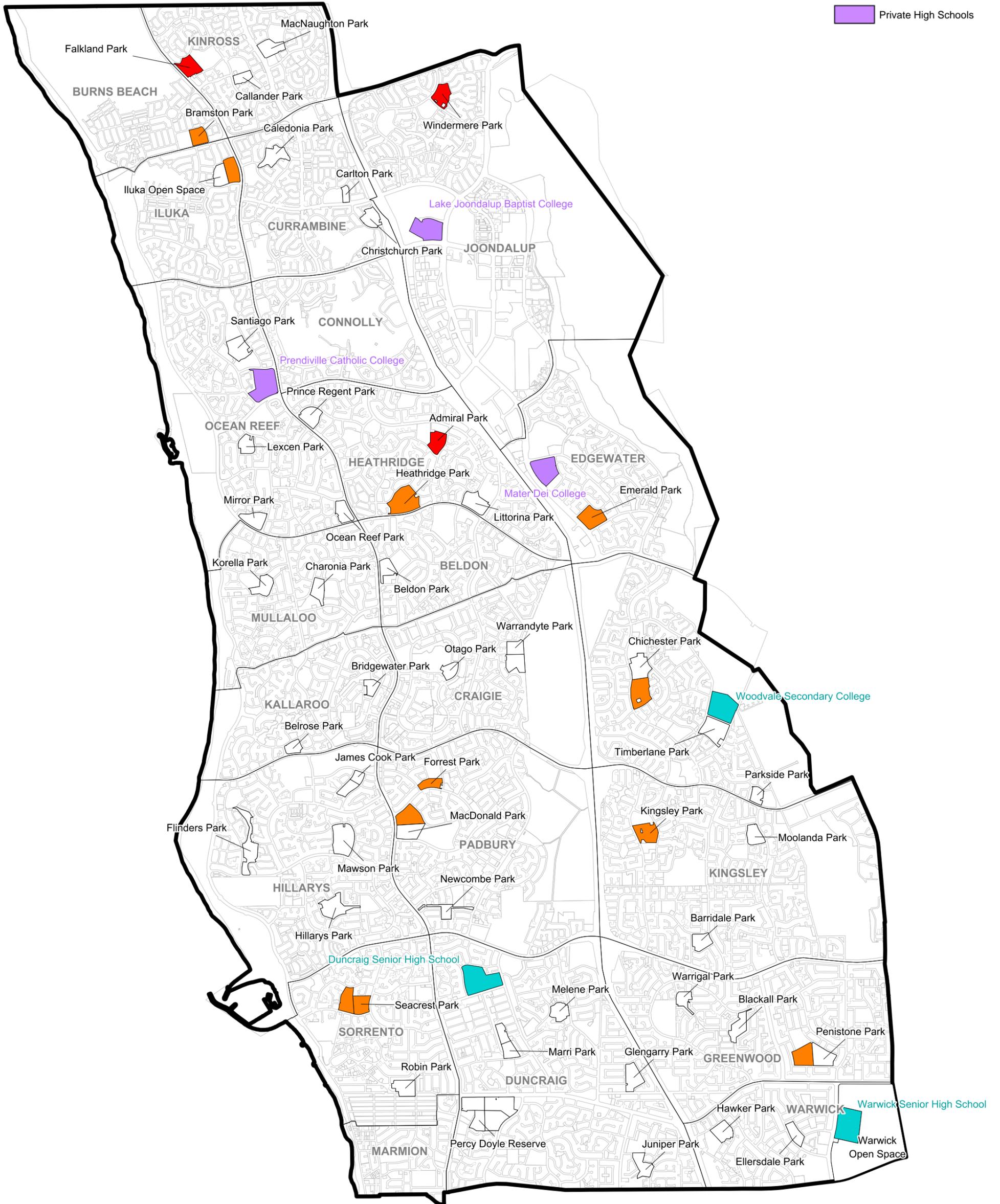
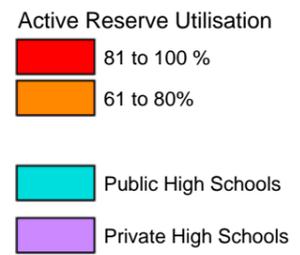
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**High utilisation parks and identified schools
 Summer 2017-18**



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High utilisation parks and identified schools Winter 2018



Park 1: 140 metres x 115 metres
 Park 2: 100 metres x 55 metres

Park 1

Park 2

KENNEDYA DR

JOONDALUP DR

SHENTON AV

8

170



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Lake Joondalup Baptist College, Joondalup

9/08/2018

1:2257





Park 1: 185 metres x 110 metres
 Park 2: 100 metres x 90 metres

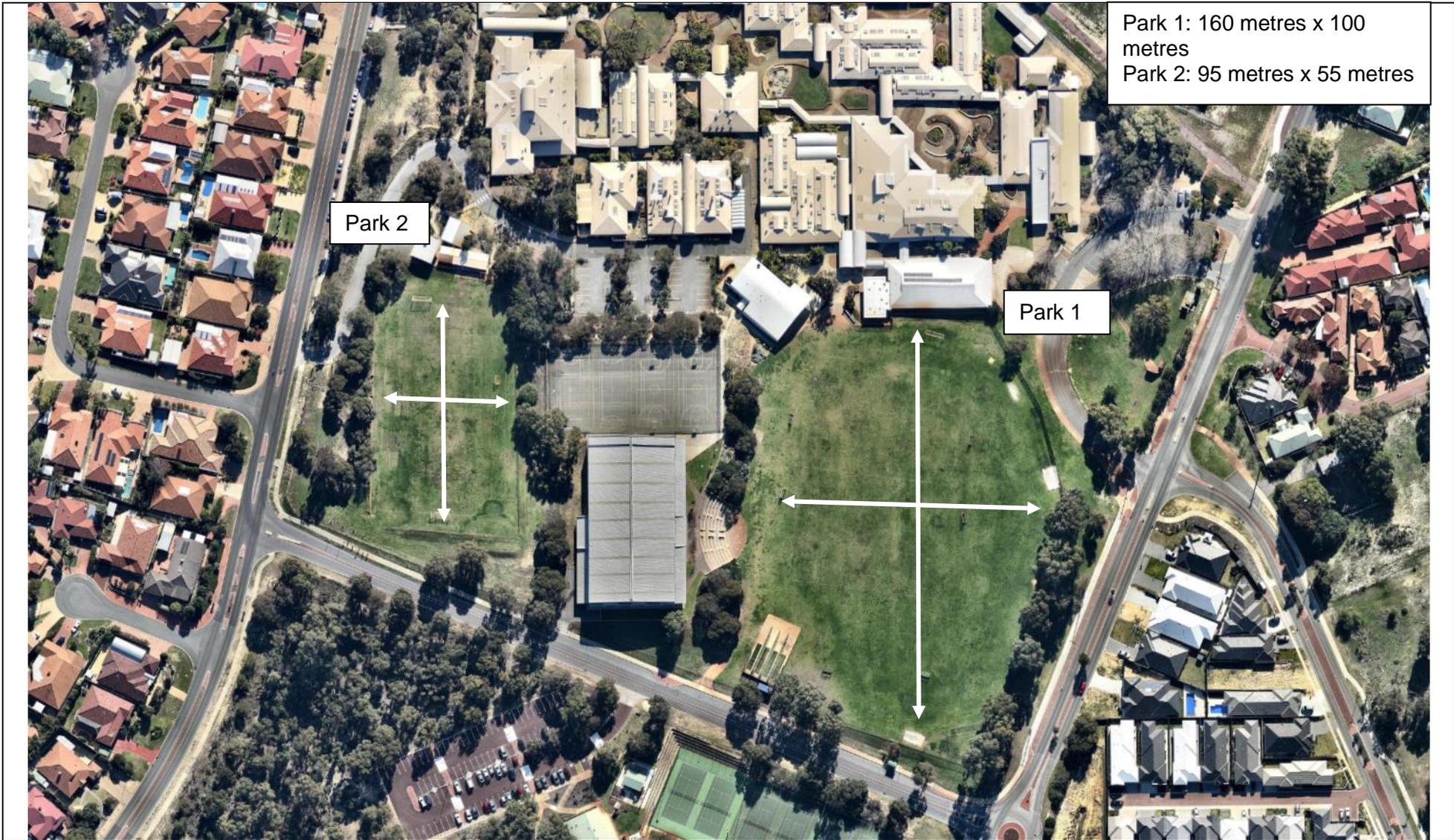
Park 1

Park 2



Park 1: 155 metres x 120 metres
 Park 2: 110 metres x 90 metres
 Park 3: 90 metres x 50 metres





Park 1: 160 metres x 100 metres
 Park 2: 95 metres x 55 metres

Park 2

Park 1



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Woodvale Secondary College, Woodvale

13/09/2018

1:2257





190 metres x 115 metres
or
Two x 95 metres x 70 metres.



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DunCraig Senior High School, DunCraig

13/09/2018

1:2257



Overall 150 metres x 205 metres
 Park 1: 150 metres x 105 metres
 Park 2: 150 metres x 90 metres
 or two senior sized football (soccer) or
 hockey fields (95 metres x 80 metres).

