



# ***Boroondara City Council***

## **DEVELOPMENT AND FUNDING OF SPORTSGROUND PAVILIONS POLICY**

### ***Policy Document***

**September 2003**

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# 1. Introduction

This policy is to provide a framework for decision making for the allocation of capital works funding for sporting pavilion development and redevelopment. This policy clearly sets out Council's and sporting club's roles and responsibilities as well as the guidelines and procedures to enable officers and sporting clubs to plan for the future and address the ongoing needs in the provision of sporting pavilions.

The key outcomes of this policy are to establish:

- Clear statements about Council and sporting clubs roles and responsibilities in pavilion development/redevelopment.
- Fair and equitable systems for the determination of pavilion development/redevelopment.
- Clear statements about what Council will and will not fund.
- Criterion to determine the priority in which projects will be funded.
- Guidelines that clearly define the procedure to clubs.
- A framework for Council's future decision making.

# 2. Background/Context

This policy will apply to any future pavilion development/redevelopment at Council's sportsgrounds, as listed in Appendix B. The policy will cover redevelopment or replacement of existing pavilions and construction of new pavilions at grounds which currently do not have one.

Within the City of Boroondara there are currently 43 sporting pavilions serving 37 sporting reserves. A list of grounds and pavilions can be found in Appendix B – Current Pavilions.

The pavilion infrastructure across Boroondara varies in terms of age, structural integrity and its ability to meet the current needs of sporting clubs.

Much of the infrastructure requires replacing or redeveloping if it is to service the sporting communities' needs adequately. Council has limited financial resources to put into replacing this infrastructure and meet Occupational Health and Safety, Disability Discrimination Act and Food Health Requirements due to competing pressures for asset upgrade and improvements. This policy provides a workable framework that will maximise the use of Council resources in a strategic manner and clearly sets out the roles and responsibilities of Council and sporting clubs.

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Over the past decades, the needs and functions of sporting clubs have increased as have sporting club's and community expectations around the quality and type of infrastructure provided. The requirement for social facilities and the need for pavilions to service both genders as well as retaining maximum flexibility are all placing existing infrastructures under pressure.

The recommendations of this policy were developed based upon extensive consultation with sporting associations, sporting clubs, Sportsground Special Committees, Council staff and benchmarking with other local municipalities.

### **3. Aim**

The aim of this policy is to establish a framework for the future development/redevelopment of sporting pavilions within the City of Boroondara. The policy will also ensure a clear direction for Council and sporting clubs in relation to the development/redevelopment and funding of sportsground pavilions.

### **4. Policy Objectives**

The objectives of the policy are:

- To ensure that any new development/redevelopment of sportsground pavilion infrastructure meets the needs of sporting associations and clubs.
- To ensure a consistent, systematic and equitable approach to the funding and development/redevelopment of sporting pavilions.
- To ensure that new or redeveloped sporting pavilions are integrated into the existing built and natural environment.
- To encourage and foster partnerships between the Council and sporting clubs in the planning and development/redevelopment of sporting pavilions.
- To ensure that the development and funding of sporting pavilions is responsive to the changing participation levels and requirements of the different sporting codes.
- To ensure that sporting clubs are fully aware of Council and club responsibilities in relation to the funding and development/redevelopment of sporting pavilions

## 5. Planning and Development Principles

The following planning and development principles will apply to the future planning of sporting pavilions and will form the basis for future decision making and prioritising of submissions for capital works funding.

Projects that are submitted for funding consideration through Council's Capital Works Program must demonstrate their ability to meet and satisfy these principles. The level of funding requested through the Capital Works Program will be determined by the requirements of the highest rating projects under this policy. Council considers projects on an annual basis and there is no guarantee that sporting pavilion development and upgrades will be regularly funded. The number of projects that are funded each year would be dependent on the total financial resources available and other Council priorities which may be part of Council's Capital Works Budget. The total available funds for sporting pavilion projects may therefore, vary from year to year.

The principles are consistent with Council's mission, goals and leisure principles.

1. The capital cost of constructing a new pavilion or redeveloping an existing facility should be met through both Council and sporting club contributions.
2. Council will only support the development of new or redeveloped pavilions for which there is an identified and substantiated need that is consistent with Council's assessment criteria (Refer Section 7.3).
3. Sporting clubs at the pavilion being proposed for redevelopment must demonstrate their ability to fulfil their maintenance obligations and cover operational commitments.
4. To ensure that resources are distributed equitably throughout the community, Council as a priority will support the sharing of facilities and encourage projects that allow joint development/redevelopment by Council and sporting clubs.
5. Council will give a consideration to supporting, as a priority, projects that encourage maximum and multi-functional use of facilities.
6. Council will play a direct role in encouraging clubs to make facilities available to other community groups by prioritising Council capital funding to clubs that actively work towards this objective.
7. Council will give priority to supporting the upgrading of existing facilities to achieve optimum use and development, before supporting development of similar new facilities.

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8. Council will give priority to facilities that are effectively and efficiently managed by sporting clubs.
9. Council will work in partnership with sporting clubs to attract State Government funding for sporting facilities.
10. Council will consider entering into licence agreements to offer clubs security of tenure where financial contributions have been made to pavilion developments. The key issue for Council is around maintaining community access to all facilities and not establishing “private clubs” on Council land.

## **6. Sporting Pavilion Components and Funding Contribution Schedules**

Tables 1, 2 and 3 below specify the pavilion component schedule for future new sporting pavilion development/redevelopment and include:

- The standard/base facility components. (Table 1)
- The non-standard facility components. (Table 2)
- Multiple sporting field facility components. (Table 3)
- Maximum size requirements for each component that Council will fund.
- Level of financial contribution to be made by Council and the sporting clubs.

The key principles determining the standard and non-standard components are:

- Council should be fully responsible for the components linked to active participation.
- Due to the broader community benefits of pavilion social facilities such as community building, networking and engagement, Council should fund the provision of this component. Social facilities also enhance opportunities for multi-use and catering to a broader range of users.
- Where the components are for the exclusive use of a sporting club and classified as non-essential, the club is responsible for funding these components.

The dimensions and layouts for individual pavilions may vary from the schedules due to design resolutions, site constraints, building and planning processes and issues around residential impact and amenity.

Flexible change rooms are a critical component to participation and coordination of sporting competitions. The size, position, number, design and mix should comply with the relevant sporting codes and their standards, and the number of sports grounds that the pavilion services.

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Storage rooms including the provision of storage systems, (i.e. shelving, hooks) shall be provided throughout the pavilion. Storage areas have been based on an allowance of 12m<sup>2</sup> per tenant club, up to a maximum of 48m<sup>2</sup> per pavilion. The size, position, number, design and mix of storage areas should reflect the number of sports grounds that the pavilion services, and the number of tenant clubs.

A funding contribution to a sporting pavilion development or redevelopment will not imply ownership or control of the facility. Council is the sole owner of its sportsground pavilions. The usage of the contributing parties and the ongoing building maintenance responsibilities will be formalised as part of a tenancy agreement.

The size areas detailed in the schedules below are the maximum that Council will fund. Clubs wishing to increase the area of specific components beyond the schedule will be totally responsible for funding the additional area.

**Table 1  
Standard Sporting Pavilion Components and Contribution Schedules**

COMPONENT	SIZE	MAXIMUM COUNCIL CONTRIBUTION	MINIMUM CLUB CONTRIBUTION
CHANGEROOMS • Home Team • Away Team	45m <sup>2</sup> 45m <sup>2</sup>	100%	Nil
AMENITIES (showers/toilets) • Home Team • Away Team	17.5 m <sup>2</sup> 17.5 m <sup>2</sup>	100%	Nil
UMPIRES ROOM	10m <sup>2</sup>	100%	Nil
PUBLIC TOILETS Internal • Male • Female • Disabled • Unisex Family External • Unisex Public toilets	15m <sup>2</sup>     10m <sup>2</sup>	100%	Nil
SOCIAL ROOMS	50m <sup>2</sup>	100%	Nil
STORAGE • Tenant Clubs • Community Groups • Cleaner	12m <sup>2</sup> to 48m <sup>2</sup> 2m <sup>2</sup> to 12 m <sup>2</sup> 2m <sup>2</sup>	100%	Nil
KIOSK/KITCHEN	15m <sup>2</sup>	100%	Nil
RUBBISH STORAGE AREA	5 m <sup>2</sup>	100%	Nil
SPECTATOR COVER	30m <sup>2</sup>	100%	Nil
<b>Sub-total Area Standard Facility Components</b> (excluding external cover)	<b>251m<sup>2</sup> to 275m<sup>2</sup></b>		

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**Table 2**  
**Non-Standard Sporting Pavilion Components and Contribution Schedules**

COMPONENT	INDICATIVE SIZE	MAXIMUM COUNCIL CONTRIBUTION	MINIMUM CLUB CONTRIBUTION
SEPARATE ADDITIONAL KITCHEN	15m <sup>2</sup>	Nil	100%
BAR	15m <sup>2</sup>	Nil	100%
MEETING ROOM	12m <sup>2</sup>	Nil	100%
FIRST AID/MASSAGE	9m <sup>2</sup>	Nil	100%
OFFICE	8m <sup>2</sup>	Nil	100%
GYMNASIUM	20m <sup>2</sup>	Nil	100%
COUNCIL EQUIPMENT STORAGE SHED	12m <sup>2</sup>	100%	Nil
TIMEKEEPER/SCORER	4m <sup>2</sup>	Nil	100%
<b>Sub-total Area Non-Standard Facility Components</b>	<b>95m<sup>2</sup></b>		

## 6.1 MULTI-FIELD SPORTS GROUNDS

Where a reserve has multiple sporting fields there is generally one main pavilion provided. Where one pavilion is unable to service the needs of the teams using the fields there may be a need to develop a second smaller pavilion. This facility should include home and away change room and amenity areas only.

The table below details the key requirements for a second smaller pavilion to support multiple sporting fields on one site.

**Table 3**  
**Second Pavilion Changeroom Components to Support Multiple Sporting Fields**

COMPONENT	SIZE	MAXIMUM COUNCIL CONTRIBUTION	MINIMUM CLUB CONTRIBUTION
CHANGEROOMS/AMENITIES		100%	Nil
• Home	45m <sup>2</sup>		
• Away	45m <sup>2</sup>		
AMENITIES (showers/toilets)		100%	Nil
• Home Team	15 m <sup>2</sup>		
• Away Team	15 m <sup>2</sup>		
PUBLIC TOILETS	10m <sup>2</sup>	100%	Nil
External			
• Unisex Public Toilets			
<b>Approximate Total Area</b>	<b>135 m<sup>2</sup></b>		

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## **6.2 PROVISION OF FURNITURE, FITTINGS AND EQUIPMENT**

Council will provide the minimum fixtures and fittings for the safe and functional use of sporting pavilions. Any items beyond the minimum shall be the total responsibility of the sporting clubs.

The following details Council and sporting club responsibilities in relation to the provision of furniture, fixtures and equipment.

### **(i) Council responsibilities**

- Plumbing fixtures and fittings for the provision of showers and toilets
- Bench style seating in change rooms
- Light fittings
- Hooks in change rooms
- Kitchen benches
- Appropriate floor coverings
- Security lighting
- Roller screen doors where appropriate
- Shelving within storage areas
- Hot water service

### **(ii) Tenant Sporting Clubs responsibilities**

- Tables
- Chairs
- Kitchen crockery
- Cutlery
- Refrigeration
- Dishwasher
- Drink fridges
- Oven
- Heating and air conditioning
- Instant hot water units in kiosk/kitchen
- Telephone and television connections and fittings
- Any other items as required by the clubs.

## 7. Boroondara Pavilion Improvement Program

The order in which existing pavilions will be replaced or redeveloped is determined by assessing each pavilion using the *Sportsground Pavilion Audit* and then the *Sporting Facilities Point Score Rating System*. Pavilions that score the highest will be submitted for consideration for capital works funding as part of Council's annual budget deliberations.

### 7.1 SPORTSGROUND PAVILION AUDIT

An audit of sporting pavilions (along with other Council buildings) was undertaken in 2002, which reviewed and categorised the pavilions and identified priorities for redevelopment.

Parks and Gardens and Infrastructure Services will annually review the audit and make adjustments according to changes in utilisation and building condition. The audit categories may be expanded in the future but the criteria used in 2002 were:

The objectives of the audit were:

1. To score the **Design and Size** of pavilions to determine how adequately the core components (change rooms, wet areas) meet the current and potential usage demands in relation to the number of sports grounds that the building services and the amount of sport played, as well as compliance with OH&S, DDA and Food Health requirements.
2. To score the current **Condition** of the pavilion in relation to its structural and physical condition.

The table below details the ratings used to assess each pavilion. The condition was considered the more important criteria and hence the scores are weighted 70:30 before being added together to give a pavilion an overall score.

**Table 4**  
**Sportsground Pavilion Audit**

CONDITION RATING	STANDARD	CONDITION DEFINITION	DESIGN AND SIZE
1.	Very Good	Significantly higher quality than that required for the relevant usage. Well above standard.	Core components are adequate to cope with current and potential demand
2.	Good	Above the level of quality required for the relevant usage. Above standard.	Core components are adequate to meet current demands, but could not handle increased usage.
3.	Average	Acceptable quality for the relevant usage. At required standard.	Core components are barely adequate to meet current demands.
4.	Poor	Lower level of quality than required for relevant usage.	Core components are inadequate to meet current demands.
5.	Very Poor	Significantly lower quality than that required for the relevant usage. Unacceptable standard.	Core components are completely inadequate to cater for current demands.

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## 7.2 Sporting Facilities Point Score Rating System

The highest scoring pavilions from the Sportsground Pavilion Audit process will then be assessed for funding under the Sporting Facilities Point Score Rating System. The 11 assessment criteria listed below need to be scored. The zero to four scoring system will allow the project rating to be decided against the degree the project meets or does not meet each criterion.

The highest scoring pavilions at the completion of this process will be proposed for capital works funding.

**Table 5**  
**Sporting Facilities Point Score Rating System**

PROJECT PRIORITY CRITERIA	PROJECT RATING CONTINUUM					SCORE
	No			Yes		
	Meets Criteria	Part Meets Criteria	Does Not Meets Criteria			
Does the existing pavilion enhance and create sporting opportunities for our community?	0	1	2	3	4	
Does the existing facility enhance the operational self-sufficiency and financial viability of the user groups?	0	1	2	3	4	
Would a new development increase the level of maintenance costs to Council?	0	1	2	3	4	
Does the existing facility comply with DDA requirements?	0	1	2	3	4	
Is the existing facility safe and secure for users?	0	1	2	3	4	
Is the club/organisation unable to contribute fund to the proposed project?	0	1	2	3	4	
Is the project incompatible with other site users and site facilities?	0	1	2	3	4	
Does the existing facility create and enhance opportunities for multi-use and catering to a broader range of users?	0	1	2	3	4	
Would upgrading alternative facilities in the area provide greater benefits than upgrading this facility?	0	1	2	3	4	
Does the existing facility enhance the amenity of surrounding areas?	0	1	2	3	4	
Has the project previously been short-listed but not funded due to lack of funds?	4	3	2	1	0	
<b>TOTAL PROJECT RATING SCORE</b>						

## **8. External Funding Support**

Council actively encourages groups to seek external funding from other sources including state and federal government agencies, state-sporting bodies, philanthropic trusts and sponsors donation.

Council must approve any application being made to state or federal governments or other external funding agencies prior to any application being made. A coordinated approach between all Council Departments will be taken in supporting any funding submissions.

## **9. Club Contributions**

All funding sources must be clearly identified in the funding submission and sporting clubs must familiarise themselves with Council policies in respect to sponsorship. Sporting Clubs must ensure that funding sources are secure, with all funds to be deposited with Council prior to the commencement of any works.

Council must approve all sponsorship proposals, bequests or donations to which conditions or requirements apply. (i.e. naming rights)

# Appendix A - DEFINITIONS

The Following table defines the terms used in this policy.

COMPONENT/TERM	DEFINITION
Amenities	Includes the showers and toilet facilities within the pavilion for the use by sporting clubs.
Bar	Refers to a dedicated room with access to the social room for the purpose of selling both alcoholic and non-alcoholic beverages.
Changerooms	Refers to the area within the pavilion used for the purpose of changing into sporting apparel.
Council	Refers to Boroondara City Council and any officer or Councillor representing the Council.
Council Equipment Shed	Refers to a dedicated area for storage of Council equipment such as turf wicket rollers, mowers, etc.
Core Components	Change rooms and wet areas. These areas are audited in the pavilion audit process.
First Aid	Refers to a separate room set up for the purpose of administering first aid.
Gymnasium	Refers to a separate room to house weight training and other forms of gym equipment.
Kiosk	Refers to an area with external selling access, dedicated to the preparation of pre packaged food and non alcoholic beverages
Kitchen	Refers to an room dedicated to the preparation and cooking of food with access to the social room
Meeting Room	Refers to a separate room set up for the purpose of club/community meetings.
Office	Refers to a separate room set up for the administration of the sporting clubs activities.
Public Amenities	Includes male, female and disabled toilet facilities including public external toilet access.
Social Rooms	Refers to an area within the pavilion dedicated for social activities/functions, meetings or programs.
Spectator Cover	Refers to the external covered area, which abuts the sporting pavilion for the purpose of weather protection whilst viewing the sports ground
Sporting Club	Refers to the tenant sporting club(s) who are allocated use of the sporting pavilion during the winter or summer sporting season.
Sporting Pavilion	Refers to the built infrastructure that is used for the purpose of supporting the use of the sporting field.
Storage	Refers to separate areas for the storage of equipment, furniture, uniforms, stock, and cleaning equipment.
Timekeeper/scorer	Refers to the area set aside for the scorers and timekeepers of the sporting competition.

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Umpires Room	Refers to a separate changeroom area for the umpires of the sporting competition.
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# Appendix B – CURRENT PAVILIONS

The Following lists the playing fields and pavilions to which this policy applies.

## **(i) Current Playing fields with Pavilions:**

- Anderson Park
- Ashburton Park
- Auburn Quarry Reserve
- Balwyn Park
- Burwood Reserve
- Burke Road South Reserve
- Camberwell Sportsground
  - Main Pavilion
  - Small Pavilion
- Canterbury Sportsground
- Deepdene Park
  - Horrie Watson Pavilion
  - Former Bowls Club Pavilion
- Dorothy Laver Reserve
- Dorothy Laver Reserve West
- Eric Raven Reserve
- Ferndale Park
- Frog Hollow Reserve
- Gordon Barnard Reserve
- Greythorn Park
- H.A. Smith Reserve
  - Reserve Rd Pavilion
  - Robinson Rd Pavilion
- Hartwell Reserve
- Hays Paddock
  - Main Pavilion
  - Archery Pavilion
- Highfield Park
- Hislop Reserve
- Howard Dawson Reserve
- Leigh Park
- Lynden Park
- Macleay Park
- Markham Reserve
- Myrtle Park
- Nettleton Park
- Rathmines Road Reserve
- St. James Park
- Stradbroke Park
  - North Pavilion
  - South Pavilion
- Victoria Park
  - North Pavilion
  - South Pavilion
- Victoria Road Reserve
- Warner Reserve
- Watson Park
- Willison Park
- Willsmere Park

## **(ii) Current Playing Fields Without Pavilions**

- Cooper Reserve
- Fairview Park
- Reservoir Reserve