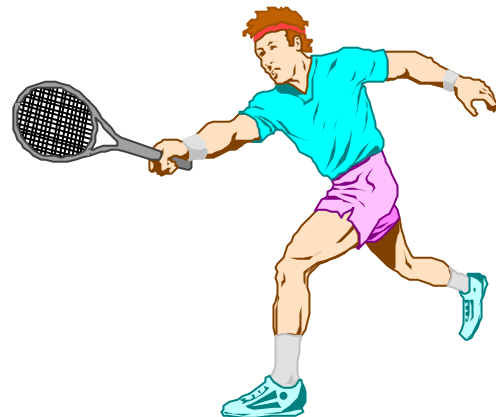




CARDINIA

RESERVES POLICY

FRAMEWORK & POLICY PAPER



Adopted 21 May 2001

**Prepared by Sykes Humphreys Consulting
In partnership with
Cardinia Shire Council Recreation & Community Services**

EXECUTIVE SUMMARY

INTRODUCTION:

Cardinia Shire Council provides resources to support the development, management and maintenance of Recreation Reserves within the Shire. There are currently thirty reserves within the municipality that offer organised and structured sporting opportunities for residents. These reserves generally have an oval or playing field, but in some cases may just have tennis courts or a bowling green.

Recreation Reserves within the Shire operate under an appointed Committee of Management and receive an annual maintenance grant from Council. Under this system, Committees are responsible for the ongoing maintenance and development of the reserve, including ground and building maintenance. Committees are also responsible for the management of user groups and usage of facilities, collection of annual reserve fees or agreeing to in-kind contributions, and the provision of an annual report (as required under Section 86 of the Act).

Current issues for Council and Committees under the current system include; inability of some reserves to maintain reserves within their current budget; the varying degree of financial and/or in-kind assistance from clubs across reserves; ineffective Committee system in some cases; insufficient reporting mechanisms; and lack of input on the allocation of grounds throughout the municipality.

The development of the Reserves Policy addresses the current system and the above mentioned issues under the four main categories. These include:

- Maintenance Policy
- Management Policy (including reserve allocation)
- Financial Arrangements
- Capital Development.

BASIS OF THE POLICY / GUIDING PRINCIPLES

Through its Reserves Policy, Council aims to:

- Ensure sufficient resources are allocated, by all relevant parties, to maintain reserves to an appropriate standard.
- Work in partnership with reserves Committees of Management to provide quality facilities for tenant clubs and the general community.
- Ensure that the community access to public open space areas is maintained.
- Provide a fair and equitable system of funding for both ongoing maintenance and capital improvements.
- Encourage maximum utilisation of reserve facilities by tenant clubs (within responsible management guidelines) so as to promote community participation in a range of sporting pursuits.
- Closely monitor use and utilisation of reserves so as to plan for future provision and manage under- and over-use of facilities.

- Ensure that all residents, including those with special needs, have opportunities to participate in organised sport.

MAINTENANCE POLICY

- Reserves Committees of Management will be provided with an annual maintenance grant to undertake agreed maintenance in accordance with the management agreement.
- Maintenance grants provided to Committees of Management must not be used for capital development of reserves, and Committees will be required to provide evidence of expenditure of funds in annual reports to Council.
- Where it is agreed that a Committee of Management is unable to fulfill its obligations for maintenance under the terms of the management agreement, responsibility for maintenance will return to Council, and no maintenance grant will be available.
- Where it is agreed that specific tasks are best undertaken by a single contractor organised or approved by Council, the cost shall be apportioned to each Committee of Management and deducted from the maintenance grants.
- Council may vary a grant to a Committee of Management, should the primary uses of the reserve change.

MANAGEMENT POLICY

Management Models – to be used as the basis for negotiation between Council and users, to select an structure that best suits each individual circumstances:

<u>Groups</u>	<u>Management Approach</u>	<u>Type of Agreement</u>
Sole Users: Eg. Equestrian, Tennis, Bowls, Netball, Scouts Where facilities operate separately and independently	Long term Sole Tenancy	Lease
Seasonal Users: Eg. Football, Cricket, Athletics, Soccer, Baseball, Agric. Society OR/ Combination of seasonal and sole users that might share a reserve and work cooperatively	Section 86 Committee of Management OR/ DNRE appointed Committee of Management	Deed of Delegation Relevant Agreement
Township Reserves with mix of uses	Extension of Section 86 agreement with Township Committee of Management	Deed of Delegation
Other	Direct Council Management Advisory Committee for users.	Tenancy Agreements with individual users

- Council will incorporate into all agreements with Committees of Management, statements regarding the range of responsibilities for management, maintenance and development of reserves.
- Committees of Management and Clubs will be responsible for maintenance of buildings on reserves, including an agreed maximum budget to deal with vandalism. The management agreement will define this limit, at which point Council will provide financial assistance.
- As part of the responsibilities required by management agreements, Council will require all Committees of Management to submit detailed financial reports that include all activities on Recreation Reserves.
- Council will approve seasonal allocations to all sportsgrounds, in conjunction with Committees of Management, prior to fixtures and programs being finalised.
- Council will approve venues for annual finals series for all sporting reserves, in conjunction with Committees of Management and relevant Associations.

FINANCIAL ARRANGEMENTS – ANNUAL MAINTENANCE GRANTS

Annual grants proposed here are calculated per facility, so where a reserve has more than one facility, the grant is increased accordingly.

Sole Use:	Tennis:	Nil
	Netball	\$100/court
	Bowls:	Nil
	Fire Brigades/Scout Groups	Nil
Seasonal:	Equestrian:	Neighbourhood: \$1,000 / \$500 *
		District/Regional: \$2,000 / \$1000 *
	Grounds:	Neighbourhood: Summer only \$1,000
		District: Summer/Winter: \$9,000
		District: Summer only: \$5,000

- *Where equestrian facilities are part of larger reserves, 50% of grant is payable*

FUTURE DIRECTIONS

In implementing this policy, the following are priorities:

1. Change all management structures of reserves as recommended in the policy document
2. Make adjustments to the reserve grants as follows:
 - Reserves that receive increased funding to receive new funding level in 2001/02
 - Reserves that will receive a reduced level of funding to be reduced as follows: 30% of reduction in 2001/02, 30% in 02/03, and the remaining 40% of the reduction in 2003/04
 - Reserves to receive the same level of funding to be notified and grants paid as usual.
3. Maintenance schedules for each Reserve to be negotiated with Committees of Management and incorporated in management agreements
4. Resource Kits to be prepared and distributed to each Committee of Management, including a copy of the policy, agreements, relevant council documents and various resource materials.

REVIEW

It is important that the Committees of Management for each Reserve provide council with regular and accurate information (as stated in the policy document), to enable statutory reporting requirements to be satisfied and also provide council with sufficient data and information to monitor the implementation of this policy.

It is suggested that this policy be reviewed in 3 years, following full implementation of the policy and once there is sufficient accurate information to provide some fine-tuning to the policy statements.

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Chapter 1: Introduction

Cardinia Shire Council provides resources to support the development, management and maintenance of a number of Recreation Reserves within the Shire, that offer various organised and structured sporting opportunities for residents.

When local government provides public open space for the general community to access a range of opportunities, a general standard of provision is expected by all residents, and covered through ratepayer revenue and external funding. Sporting clubs usually require an additional and higher standard of maintenance over and above that which is provided for public open space. Accordingly, there is generally an expectation that where clubs/committees require further development and maintenance, they should contribute towards these costs.

Council's existing policy for reserves maintenance funding has been successfully implemented since its adoption in 1996. A number of concerns about the management of reserves in recent months has led to the need to review the policy.

The process of review has included an extensive "information gathering" exercise to develop a current 'profile' of all reserves, and a consultation process with reserve committees that included written surveys and an evening forum.

The development of a comprehensive policy includes consideration of management structures, maintenance responsibilities, capital development guidelines and financial contributions. Included in management approaches is the issue of reserve allocations. Council has had little input in the past about which reserve clubs and teams use across their seasons, and also fixtures and finals allocations by leagues and associations. There is clearly a role for Council to play in this area that addresses issues of utilisation of reserves, community needs and on-going maintenance priorities.

Council's Corporate Plan (Cardinia Shire Council 1999-2002), states the Vision as:

"To provide and improving environmentally sustainable lifestyle that promotes opportunity, celebrates diversity and provides citizens with the climate to fulfil their potential."

One of Council's commitments that is relevant to the provision of Recreation Reserves is:

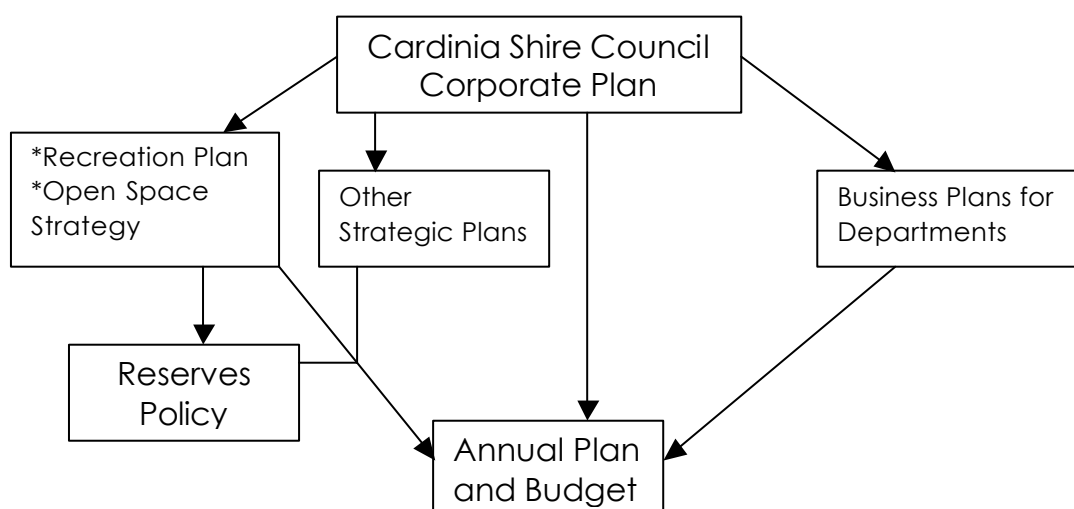
"We will consult with our communities and foster community ownership of local facilities and services."

Under the Key Result Area: "The Community", the four main goals are:

1. To involve the community in improving quality of life at Cardinia Shire Council
2. To increase community leadership and volunteerism
3. To enhance communication between Council and the Community
4. To facilitate appropriate community services.

The development of a new Reserves Policy that integrates the various operations of Recreation Reserves, is consistent with the goals expressed in Council's Corporate Plan.

It is also important that policies such as this one are formulated within the context of Council's overall strategic planning framework. In accordance with Council's framework, it is proposed that the Reserves Policy is presented in the following context:



As mentioned above, Council's previous policy was adopted and has been implemented over the past four years. The policy defined a grading system to form the basis for allocating maintenance funding annually to Committees of Management. Committees have established maintenance practices over the years that include the use of local and club-based volunteers to assist with the maintenance responsibilities for reserves. Many committees have also purchased machinery to undertake various tasks and also engage the services of local contractors.

The policy defined the reserves into the following categories:

Category:	Name:	Examples:
1	Exclusive Recreation Facilities	Bowling, Golf
2	Semi-Exclusive Use Grounds	Equestrian, Tennis
3	Basic Defined Grounds	Ovals with summer use only, plus tennis and amenities
4	Medium Defined Grounds	Formed ovals, year round use
5	Regional Grounds	Formal ovals and facilities, regional standard sport

Maintenance grants to Committees of Management were established within the categories and for each Reserve, are listed in the chapter outlined the Financial Arrangements.

The next few chapters in this report discuss issues and summarise the existing situation then move through to recommending new policy approaches for Council in reserve management, maintenance and development.

Chapter 2: Reserves in the Cardinia Shire

Thirty reserves within Cardinia Shire provide sporting facilities and therefore are included in this policy. They generally have an oval or playing field, but in some cases there may be just tennis courts or a bowling green. Where a community group/sporting club occupies a facility for its own exclusive use and/or structured activities, there needs to be an agreement about the level of provision of facilities. Such agreements may establish type of facilities required and who will provide them, how public access to open space is maintained, who is responsible for maintenance and how the facilities should be managed.

The thirty reserves in Cardinia Shire are listed over the next few pages in tables that provide various information about the characteristics of facilities and user groups.

There will be some reserves that are not covered by this policy due to the ownership status of the land and/or independence of the tenant user group.

Township	Reserve	Components														Sports/Groups										Owner								
		Playing Fields	Facilities with Lighting	Pavilion/Clubroom	Social Rooms	Tennis Courts	Netball Courts	Crick: Nets	Bowling Green	Equestrian Facilities	Public Toilets	Community Building	RRQ/Picnic Area	Fire Brigade Track	Swimming Pool Cplx	Camping area	Dog Arena	P'ground/Skate/BMX	Gym	Shelter	Storage Shed	Football	Cricket	Tennis	Netball		Equestrian	Agriculture Society	Baseball	Lawn Bowls	Athletics	Other		
Avonsleigh	Chandler	1	1	2		2		2		1											1	1	1											Council
Beaconsfield	Beaconsfield	1	2	2	1	8	1.5	4				1						1			1	1	1	1									1	DNRE
Bunyip	Bunyip	1	2	2		6	1	2		1	2	1	1			1	1				1		1	1	1	1							1	DNRE
Cardinia	Cardinia	1	1	2		4		4				1						3				1	1										Council	
Catani	Catani	1	1	2	1	4	1	3		1	1	1					1	1	1	3	1	1	1	1	1								DNRE	
Cockatoo	Josie Bysouth			2		2				3	1	1					1								1								Council	
Cockatoo	Community Res		1	2		4			1		1	4	1				2						1						1				Council	
Cockatoo	Mountain Road	2	2	3			4				1									1	1	1	1							1			Council	
Cora Lynn	Cora Lynn	1	1	2	1	2	2			2		1							2		1		1	1									DNRE	
Emerald	Worrell Reserve	1	2	3	1	5	4	2		1	3						2	1			1	1	1	1								1	Council	
Garfield	Garfield	1	2	4	1	6	2	2	1	1	1	1	1	1			1			1	1	1	1	1					1			2	Council	
Garfield Nth	Cannibal Creek			1						3	1	1			1					4					3								DNRE	
Gembrook	Gembrook	1	2	2	1	2	2	4		1											1	1	1	1									Council	
KooWeeRup	Cochrane Park			2		2			1			1	1	1	1		1			1		1						1					1	Council
KooWeeRup	KooWeeRup	1	2				1	3		1										1	1	1	1	1	1								DNRE	
Lang Lang	Lang Lang	1	1	2			1	2		1	2									1	1	1	1	1									Trust	
Maryknoll	Maryknoll	1		1		2					1	1					1			1		1	1										Council	
NarNarGoon	NarNarGoon	1	2	2	1	3	2	3			1	2	1				1			1	1	1	1	1								1	Council	
NarNarGoon Nth	Yarrabubba									2	1									2					2								Council	
Officer	Officer	2	2	3	1	6	1	3		1	1	1					1			1	1	1	1									1	Council	
Pakenham	Pakenham Major	3	3	3	1		2	2				1								1	2	1	1	1			1		1	1			1	Council
Pakenham	PB Ronald		1	2	1	6			2	1	3	1	1	1			2						1					1					5	Council
Pakenham Upp	Huxtable Road			1						4	1														2								Council	
Pakenham Upp	Pakenham Upper	1		2		4		3									1					1	1										DNRE	
Pakenham Sth	Rythdale			1		2				1		1											1										Council	
Tynong	Tynong	1	1	1		6						1											1										DNRE	
Tynong Nth	Tynong Nth					4						1	1																				Council	
Upp Beaconsfield	Upp Beaconfield	1	1	1			2		3	1	1	1					2				1	1			2							2	DNRE+ED	
Upp Beaconsfield	Sutherland Park		1	1		7											1					1											Council	
Yannathan	Yannathan			1		3				1	1								1	1			1										Council	
Totals:		23	31	54	10	90	24.5	41	5	19	23	20	18	3	3	1	1	21	3	5	19	16	16	20	13	14	1	1	4	2	15			

Reserves in the following tables have been divided into 2 categories – reserves where users share facilities on a seasonal basis and may also have sole users, (where both exist on the same reserve, they are further defined in chapter 4), and reserves that have 1 or 2 primary tenants as year-round users.

Seasonal Users

Reserve	User Club/s	Membership	Fee Charged for seasonal use? *	Other types of use (casual)							Fee charged for casual use?
				Sports Clubs	Recr. Clubs	Comm un. Groups	School Groups	Sports Assoc League	Other Assoc	Private Functions	
Chandler	Emerald Senior Football Club	85	No				✓				No
	Emerald Cricket Club	120	No								
	Avonsleigh Tennis Club	16	No								
Beaconsfield	Beaconsfield Football Club	120	No							✓	Yes
	Beaconsfield Cricket Club	110	No								
	Beaconsfield Tennis Club	420	No								
	Beaconsfield Netball Club	70	No								
Bunyip	Bunyip Football Club		Yes			✓			✓		Yes
	Bunyip Cricket Club	28	Yes								
	Bunyip Tennis Club	21	Yes								
	Bunyip Netball Club	59	Yes								
	Gippsland Regional Appaloosa Club Bunyip & District Agricultural Society Bunyip Fire Brigade	46	Yes No								
Cardinia	Cardinia Cricket Club	70	Yes	✓			✓	✓	✓		No
	Cardinia Tennis Club		Yes								
Catani	Catani Football Club	200	No			✓					Yes
	Catani Cricket Club	60	No								
	Catani Tennis Club	20	No								
	Catani Netball Club	40	No								
	Catani Pony Club	70	No								
Mountain Road	Gembrook-Cockatoo Jnr Football Club	150	No	✓	✓					✓	No
	Cockatoo Cricket Club	24	No								
	United Netball Club of Cockatoo	85	No								
	Cockatoo Little Athletics Centre	179	No								
	Cockatoo Veterans Athletics Club	15									
Cora Lynn	Cora Lynn Football Club	250	Yes	✓		✓			✓		Yes
	Cora Lynn Tennis Club		Yes								
	Cora Lynn Netball Club	50	No								
	Catani Cricket Club (2 nd ground)		No								

* Please note that where there is no fee charged for user group by the Management Committee, there is often an agreement for in-kind contribution to assist with the maintenance of facilities. Information about the extent of in-kind support has also been sought and is mentioned in late sections of this document.

Reserve	User Club/s	Membership	Fee Charged for seasonal use? *	Other types of use (casual)							Fee charged for casual use?
				Sports Clubs	Recr. Clubs	Comm un. Groups	School Groups	Sports Assoc League	Other Assoc	Private Functions	
Emerald(Worrell)	Emerald Jnr Football Club	145	No	✓		✓	✓				No
	Emerald Cricket Club	72	No								
	Emerald Tennis Club		No								
	Emerald Netball Club	77	No								
	Emerald SES	52	No								
Garfield	Garfield Football Club	160	No								
	Garfield Cricket Club	30	No								
	Garfield Tennis Club	20	No								
	Garfield Netball Club	60	No								
	Garfield Bowling Club	54	No								
	Garfield Sporting and Social Club	200	No								
Gembrook	Gembrook Football Club	150	No			✓					Yes
	Gembrook Cricket Club		No								
	Gembrook Tennis Club		No								
	Gembrook Netball Club	44	No								
KooWeeRup	KooWeeRup Football Club	200	No								
	KooWeeRup Cricket Club	65	No								
	KooWeeRup Netball Club	60	No								
	KooWeeRup Horse Riders Club	17	No								
Lang Lang	Lang Lang Football Club	120	Yes	✓			✓				No
	Lang Lang Cricket Club	70	No								
	Lang Lang Netball Club	50	No								
	Port Phillip Show Jumping Club	60	Yes								
Maryknoll	Nar Nar Goon/Maryknoll Cricket Club	55	Yes				✓			✓	Yes
	Maryknoll Tennis Club	21	Yes								
Nar Nar Goon	Nar Nar Goon Football Club	170	Yes	✓			✓	✓			No
	Nar Nar Goon/Maryknoll Cricket Club	56	Yes								
	Nar Nar Goon Tennis Club		Yes								
	Nar Nar Goon Netball Club	70	Yes								

* Please note that where there is no fee charged for user group by the Management Committee, there is often an agreement for in-kind contribution to assist with the maintenance of facilities. Information about the extent of in-kind support has also been sought and is mentioned in late sections of this document.

Reserve	User Club/s	Membership	Fee Charged for seasonal use? *	Other types of use (casual)							Fee charged for casual use?
				Sports Clubs	Recr. Clubs	Comm un. Groups	School Groups	Sports Assoc League	Other Assoc	Private Functions	
Officer	Rythdale-Officer-Cardinia Football Club	140	No	✓			✓			✓	No
	Officer Cricket Club	80	No								
	Officer Tennis Club	35	No								
	Rythdale-Officer-Cardinia Netball Club	65	No								
	Officer Scout Group	55	No								
Pakenham Major	Pakenham Football Club	250	Yes	✓		✓	✓	✓		✓	Yes`
	Pakenham Lions Club		Yes								
	Pakenham Football Social Club	300	Yes								
	Pakenham Cricket Club		Yes								
	Pakenham Netball Club	65	Yes								
Pakenham Little Athletics Centre	229	Yes									
Pakenham Baseball Club	45	Yes	(See note **)								
Pakenham Upper	Pakenham Upper Toomuc Cricket Club		Yes	✓						✓	Yes
	Pakenham Upper Tennis Club	58	No								
Tynong	Tynong Tennis Club	120	No								
	Garfield Cricket Club (proposed user)										
Upper Beaconsfield	Beaconsfield Jnr Football Club		Yes			✓	✓				Yes
	Upper Beaconsfield Cricket Club	80	Yes								
	Upper Beaconsfield Pony Club		Yes								
	Upper Beaconsfield Riding Club	40	Yes								
	1 st Upper Beaconsfield Scout Group	90	Yes								
Upper Beaconsfield Primary School		Yes									

- Please note that where there is no fee charged for user group by the Management Committee, there is often an agreement for in-kind contribution to assist with the maintenance of facilities. Information about the extent of in-kind support has also been sought and is mentioned in late sections of this document.
- ** Pakenham Major Reserve has set fees for user groups, however clubs have not yet been charged the agreed fees.

Sole/Exclusive Year-round Users

Reserve	User Club/s	Membership	Fee Charged for seasonal use? *	Other types of use (casual)							
				Sports Clubs	Recr. Clubs	Comm un. Groups	School Groups	Sports Assoc League	Other Assoc	Private Functions	Fee charged for casual use?
Josie Bysouth	Cockatoo & District Pony Club	40	No								
Cockatoo Community	Cockatoo Tennis Club Cockatoo & District Bowls Club	80	No No								
Cannibal Creek	Cannibal Creek Pony Club West Gippsland Quarterhorse Association Mt Cannibal Adult Riding Club		No	✓	✓	✓					Yes
Cochrane Park	KooWeeRup St Johns Tennis Club KooWeeRup Bowling Club KooWeeRup Amateur Swimming Club	55 75	No No								
Yarrabubba	Nar Nar Goon Riding Club Nar Nar Goon Pony Club		No								
P.B.Ronald Reserve	Pakenham Tennis Club Pakenham Bowling Club Pakenham Fire Brigade Pakenham Pigeon Club Westernport Theatre Group Pakenham Lions Social Club (gaming)	10									
Huxtable Road	Pakenham Pony Club Pakenham Upper Riding Club	75 38	Yes Yes	✓		✓					Yes
Rythdale	Rythdale Tennis Club	133	Yes								
Tynong North	Tynong Tennis Club (2 nd facility)		No								
Sutherland Park	Upper Beaconsfield Tennis Club		No								
Yannathan	Yannathan Tennis Club		No	✓							Yes

* Please note that where there is no fee charged for user group by the Management Committee, there is often an agreement for in-kind contribution to assist with the maintenance of facilities. Information about the extent of in-kind support has also been sought and is mentioned in late sections of this document.

Chapter 3: Key Issues in developing a Policy

A list of key issues were presented to the forum, attended by 37 representatives of Cardinia Shire Recreation Reserves. During the discussions, it was agreed that the issues listed were relevant and it was agreed that two more should be added to the list. Issues are:

- Inequity in financial arrangements, at all levels
- Committee system doesn't work in all cases
- Maintenance: standards, responsibilities
- Utilisation of grounds – little planning, demands not necessarily catered for
- Accountability back to Council
- Hierarchy of grounds – out of date?
- Impact of absorbing growing clubs – lack of input where secondary grounds are accessed
- Insurance – blanket cover for casual users, requesting clarification of who is liable and do committees/clubs have the right policies now?

3.1 Community Issues

Open and lengthy discussion on a number of reserve management, maintenance and development issues resulted in the following comments:

Maintenance:

- ◆ Each Reserve operates differently and no one is in the same situation. Each Committee needs to assess the requirements of their user groups / clubs, and prioritise accordingly.
- ◆ Perception that too much of the allocated resources are spent on sportsfields and not enough allocated to minor sports areas, eg. equestrian.
- ◆ Mowing is a major cost, requiring specialist equipment. Each ground must be cut at a specific time each week. This factor would therefore make it difficult for Council to perform this task. There was mixed opinion about whether Council should do the mowing.
- ◆ Lack of equipment is a limiting factor – ie. Committees cannot easily get roads graded. Rotary drainer is another piece of equipment that is difficult to get hold of.
- ◆ Council no longer has the ability (or equipment) to get things done & Parks & Gardens Contractor only follows contract specifications.
- ◆ The Turf Reports are very beneficial, however they are also unrealistic, all the items cannot possibly be carried out.
- ◆ Committees believe that Council was meant to increase the annual funding allocation. The price of most things has increased over the years (including rates), however Council's Maintenance Grant has not. Instead, Council has reduced their responsibilities / obligations. "Council is not pulling its weight".

- ◆ Council should set standards for maintenance.
- ◆ There is an overall lack of manpower / volunteers. Volunteers are typically those that are heavily involved / participate in club activities.
- ◆ Volunteers have a hidden costs (ie. diesel for tractor)
- ◆ Grading of access roads is a particular problem – committees have safety issues if it is not done, but have to provide gravel, equipment, etc and are given no extra \$.

A list of potential maintenance items that Council could take over for all reserves, in dividing responsibilities, was discussed:

- Grading of roads
- Rotary drainer
- Tree trimming
- Some maintenance (eg mowing) of playing surfaces
- Loan of specialised equipment
- Roadside maintenance – “nature strips”
- Fire Prevention works

Management:

- ◆ Committees of Management should have the power to make their own decisions. Committees of Management are generally happy for Council to set some guidelines, resource them appropriately and establish a positive relationship.
- ◆ All user groups / clubs appear to be incorporated.
- ◆ “Speed humps can be a liability for Reserves if they cause damage to someone’s car”
- ◆ Equestrian groups seem to have a different set of issues from the other sportsfields users, ie: maintenance needs not given priority, access issues to facilities and reserve facilities for events, compatibility with other reserve users can be a problem.

Pricing:

- ◆ Some Committees believe that fees lead to complacency, with clubs expecting everything to be done for them.
- ◆ Some Committees would appreciate Council providing a guide to establishing a fee structure for their Reserve.
- ◆ Committees may be allocating their maintenance funds collected from clubs or received from Council, differently to each other? What are the priorities? (NB: And the accountability??)

Capital Funding:

- ◆ Community Capital Works Grants - Committees are relatively happy with \$1 - \$1 contribution. However they do not see why halls etc. receive a higher contribution than Recreation Reserves (many clubrooms are used more often than hall meeting rooms).
- ◆ Committees would like a clear understanding of the criteria used in assessing capital works funding applications.
- ◆ The majority of Committees believe that the Township Committees is an additional hurdle in the application process. KooWeeRup however, support their Township Committee and believe that they are the best way to go.

3.2 Council Issues:

In addition to these important issues expressed by Committees, Council also has specific issues that require further explanation:

1. There are currently insufficient reporting mechanisms in place for Council to determine how much the Recreation Reserves and associated facilities receive.
2. Some Committees are struggling to maintain reserves within current budget parameters. Because there currently is no accountability back to Council explaining how the maintenance grant funds are spent, there is no way to quantify the requests for additional assistance, making it difficult to respond. In addition, Council is often unclear about the maintenance standards that committees are working by. (Turf reports have helped to guide practices but there is no formal reporting).
3. Council is aware that the degree of financial and/or in-kind assistance from clubs varies across reserves. This has created a situation that is not always fair to clubs and can make committees' tasks in managing and maintaining reserves difficult.
4. Cardinia Shire Council has invested heavily in sporting facilities and seeks input on the allocation of grounds within the municipality. Use of reserves (allocations) by clubs has been historically managed by Committees of Management or by the clubs directly. This has resulted in:
 - some reserves only being 6 months of the year (1 season)
 - some reserves becoming over-crowded and over-used at peak times
 - some grounds are under-utilised
 - secondary grounds being allocated by Committees of Management with no input from Council regarding needs and priorities
 - major events/finals have been on grounds that are unable to cater adequately for such events (inadequate consultation with leagues and associations)
 - limited opportunities for new sports to develop

3.3 Policy Framework

It is important to establish a basis on which Council builds its policy for Reserves. The following statements express Council's position and objectives in the management and provision of reserves for organised sport.

Through its Reserves Policy, Council aims to:

- **Ensure sufficient resources are allocated, by all relevant parties, to maintain reserves to an appropriate standard.**
- **Work in partnership with reserves Committees of Management to provide quality facilities for tenant clubs and the general community.**
- **Ensure that the community access to public open space areas is maintained.**
- **Provide a fair and equitable system of funding for both ongoing maintenance and capital improvements.**
- **Encourage maximum utilisation of reserve facilities by tenant clubs (within responsible management guidelines) so as to promote community participation in a range of sporting pursuits.**
- **Closely monitor use and utilisation of reserves so as to plan for future provision and manage under- and over-use of facilities.**
- **Ensure that all residents, including those with special needs, have opportunities to participate in organised sport.**

3.4 Condition Audit

A review of the condition of all reserves by the consultants developing Council's Open Space Strategy (with some comments added by the team preparing this policy), is summarised as follows: Assessment ratings given were: Excellent, V/Good, Good, Fair, Poor

Reserve	Relevant key issues											
	Signage	Access for all	Amenity	Shade Shelter	Park Maintenance	Vandalism	Safety Risk	Lighting	Parking	Toilets	Sporting Fields	Sporting Facilities
Chandler	Good	Fair	Good	Good	Good	Fair	Good	Good	Good	Poor	Good	Good
Beaconsfield	Good	Fair	Good	Good	Fair	Good	Good	V/Good	Good	Fair		Good
Bunyip	Fair	Fair	Good	Good	V/Good	Good	Good	V/Good	Good	Fair		Good
Cardinia	Good	V/Good	V/Good	V/Good	V/Good	V/Good	Good	Good	V/Good		V/Good	V/Good
Catani	Good	Fair	Fair	Fair	Good	Fair	Good	V/Good	Good		Fair	Good
Josie Bysouth	Good	Poor	Good	Fair	Good	Fair	Fair		Good	Fair		Good
Community Res Cockatoo	Good	Fair	Good	Good	Good	Fair	Good	Good	Good	Good		Good
Mountain Road	Good	Fair	Good	Fair	Good	V/Good	Fair	Good	Good	Fair	Good	Fair
Cora Lynn	Poor	Fair	Good	Good	V/Good	Good	Good	Good	V/Good	Fair	V/Good	Good
Worrell Reserve	Fair	Fair	Good	V/Good	Good	Good	Fair	Good	Good	Fair	Fair	Good
Garfield	Fair	Good	Fair	Poor	Good	Good	Good	V/Good	Good	V/Good	Good	V/Good
Cannibal Creek	Good	Fair	Good	Good	Fair	Good	Good	Good	Good	Fair	V/Good	Good
Gembrook	Good	Fair	Good	Fair	Good	V/Good	Good	Good	Good	Good	Good	
Cochrane Park	Fair	Fair	Good	Good	Good	Good	Good	Fair	Good	Poor		V/Good
KooWeeRup	Good	Fair	Fair	Good	Good	Good		V/Good	Good		Good	Good
Lang Lang	Fair	Fair	Good	Fair	Good	Good	Good	Good	Good	Good	Good	Good
Maryknoll	Good	Fair	V/Good	Good	Good	V/Good	Good		Fair	Good	Good	Fair
NarNarGoon	V/Good	Fair	Good	Good	V/Good	Good	Good	V/Good	Good	Good	Good	Good
Yarrabubba	Fair	Poor	Fair	Fair	Poor	Good	Poor		Poor	Good		
Officer	Good	Fair	Good	V/Good	Good	Good	Good	Good	Good	Fair	Good	Good
Pakenham Major	V/Good	Good	Fair	Fair	Good	V/Good	Good	Good	V/Good	Fair	V/Good	Excellent
PB Ronald	Good	Good	Fair	Good	Good	Fair	Good	Fair	Good	Fair		Good
Huxtable Road												
Pakenham Upper	Good	Fair	V/Good	V/Good	Fair	V/Good	Good		Good	Poor	Good	Good
Rythdale	Poor	Poor	Good	Good	Fair	Good	Good		Poor			Fair
Tynong	V/Good	Fair	Good	Fair	Good	V/Good	Good	V/Good	Good			Good
Tynong Nth	Fair	Good	Fair	Good	Fair	Good	Good	Fair	Good			Fair
Upp Beaconfield	Fair	Fair	Good	Fair	Good	Good	Good	Good	Good	Fair	Good	Good
Sutherland Park	Good	Fair	V/Good	Good	Good	Fair	Good	V/Good	Good	Fair	Good	Good
Yannathan	Poor	Fair	Good	Good	Good	Good	Good	Fair	Good	Fair		Good

Among these results, the following observations emerge:

- 23 reserves (77%), recorded a rating of “Good” or higher for Park Maintenance and 22 (73%) rated “Good” or higher for Park Amenity. This would indicate that the maintenance practices on reserves are generally effective.
- 24 reserves (80%) rated “Good” on safety/risk factors, suggesting that, for the most part, assets are being maintained responsibly.
- Sporting facilities were rated as “Excellent” for 1 (3%), “Very Good” for 3 (10%), “Good” for 19 (63%) and Fair for only 4 (13%), generally indicating that facility provision for sporting pursuits is at a reasonably high standard.
- It is acknowledged that some of the ratings result from development of the reserves that is primarily a Council responsibility and others may result directly from Committee of Management performance. The table of results is used in this policy as a guide and a basis for discussion with Committees

Further, feedback from the Reserve Committees of Management indicated the following comments for the existing arrangements:

Area of Responsibility and Definition	Rating				Total Number of Responses
	Very Satisfied	Okay	Could be Better	Not Working	
Maintenance: Regular (day-to-day, seasonal and annual) works required to keep a facility up to a standard suitable for its agreed uses.	6	10	3	0	19
Capital Development: Minor or major (one-off) improvement to a facility to change its standard and condition for new or modified uses – additional infrastructure may be added or existing facilities may be upgraded.	6	8	4	1	19
Management: The way in which a facility is managed day-to-day by a designated responsible body, to make it available for users and to monitor the day-to-day, short and long term issues related to the facility.	7	11	0	1	19

The satisfaction level of Reserve Committees of Management seems to be quite high, even though it is evident from the consultation that Committees are looking for some improvements to the current approach.

Chapter 4: Classification of Reserves

It is important that reserves are classified according to an agreed hierarchy of facilities, to provide a basis for establishing appropriate facility standards, capital development priorities and to provide guidance for fair pricing structures to be introduced.

The Recreational Open Space Strategy, adopted in December 2000, suggests a uniform classification system across all open space. It is important that there is consistency in the approaches of strategic and policy documents to classify facilities, so this policy has used the Recreational Open Space Strategy classification as the basis for developing a hierarchy of reserves. In addition, this policy has divided reserves into key components and provided a further layer of classification, to apply management principles to individual facilities within reserves, in recognition of the different and diverse components.

The following pages outline each reserve, its classification under the definition provided by the Recreational Open Space Strategy, the components and sub-categories, and finally a suggested future category where it is proposed that further development or down-grading should be considered.

Please note the definitions below to be read in conjunction with the classifications and categories for each reserve.

RECREATIONAL OPEN SPACE STRATEGY DEFINITIONS:

Sporting Open Space
<u>Neighbourhood Sportsgrounds</u> : Up to 2ha with a catchment of less than 1km (3-5K population) in urban areas. Grass sports areas used mainly for junior training and competition and as informal space.
<u>District Sportsgrounds</u> : 6-8 ha with an urban catchment of less than 2km and rural catchment of less than 10km (10-15K population) Grass sportsgrounds, usually irrigated and incorporating several playing areas, used heavily for junior and senior training and competition.
<u>Enclosed(leased)outdoor sporting facilities (Regional/Sub-regional)</u> : Population catchment larger than 15km. Fenced outdoor sporting facilities, eg.ovals, greens, providing higher standard of playing surface and amenities. Used mainly for senior competition, with provision for spectator seating
Recreational Open Space
<u>Local Park</u> : 1ha with catchment less than 0.5km in urban area(population 1-2K) Small parks
<u>Neighbourhood Park</u> : Up to 2km with urban catchment 1km(population 3-5K) Moderate size parks
<u>District/Town Park</u> : 6-8ha, with urban catchment of less than 2km and rural catchment of less than 10km. Extensive informal park/grassland, may have range of sports facilities and/or linear feature
<u>Regional Park</u> : 100-200ha, catchment of urban: greater than 25km

Source: Cardinia Shire Council Recreational Open Space Strategy (draft), prepared by EDAW, 2000

RESERVES POLICY DEFINITIONS, USED IN SUB-CATEGORIES:

<u>Neighbourhood</u> : Informal playing surfaces, training and/or low level competition, small facility with few activities, limited catchment and growth potential
<u>District</u> : Township-type catchment, one or more playing surfaces of good standard, possibly a variety of activities, training and competition venue, some complementary facilities
<u>Regional</u> : More than 1 playing surface, high level of facility provision and competition sport, high standard playing surface, possibly a variety of activities across reserve, high ability to generate income and a range of complementary facilities.

Reserve Township	Area	Open Space Strategy Classification	Reserve Components	Usage Category	Sub-Category of Component	Possible future sub-category
Chandler Reserve, Avonsleigh	4 ha	District Outdoor Sport	Oval Tennis Courts	Seasonal (summer/winter) Sole Use	District Neighbourhood	Neighbourhood
Beaconsfield Reserve, Beaconsfield	24.3ha	District Outdoor Sport	Oval Netball Court Tennis Courts	Seasonal (summer/winter) Sole Use Sole Use	District Neighbourhood District	
Bunyip Reserve, Bunyip	21.3 ha	District Outdoor Sport	Oval Horse Riding Arena Netball Courts Tennis Courts Fire Brigade Track Dog Arena	Seasonal (summer/winter) Sole Use Sole Use Sole Use Sole Use Casual Use (no category)	District Neighbourhood District District District Neighbourhood	
Cardinia Reserve, Cardinia	3ha	District Outdoor Sport	Oval Tennis Courts	Seasonal (summer only) Sole Use	District District	
Catani Reserve, Catani	8ha	District Outdoor Sport	Oval Tennis/Netball Crts Equestrian Area	Seasonal (summer/winter) Sole Use Sole Use	District District Neighbourhood	
Josie Bysouth Reserve, Cockatoo	3.8ha	District Outdoor Sport	Horse Riding Arena Horse Riding Arena	Sole Use Sole Use	District Neighbourhood	
Community Reserve, Cockatoo	4.2ha	District Outdoor Recreation	Tennis Courts Bowling Green	Sole Use Sole Use	District District	
Mountain Road Reserve, Cockatoo	21.9ha	District Outdoor Sport	Oval Athletics Track Netball Courts	Seasonal (summer/winter) Seasonal (summer only) Sole Use	District District District	Regional

Reserve Township	Area	Open Space Strategy Classification	Reserve Components	Usage Category	Sub-Category of Component	Possible future sub-category
Cora Lynn Reserve, Cora Lynn		District Outdoor Sport	Oval Tennis/Netball Crts	Seasonal (summer/winter) Sole Use	District District	
Worrell Reserve, Emerald	4.4ha	District Outdoor Sport	Oval Tennis Courts Netball Courts	Seasonal (summer/winter) Sole Use Sole Use	District District District	
Garfield Reserve, Garfield	12ha	District Outdoor Sport	Oval Tennis Courts Netball Courts Bowling Green	Seasonal (summer/winter) Sole Use Sole Use Sole Use	District District District District	
Cannibal Creek Reserve, Garfield Nth	52.93ha	Regional Outdoor Sport	Arena Arena Arena	Sole Use Sole Use Sole use	District District District	
Gembrook Reserve, Gembrook	5ha	District Outdoor Sport	Oval Tennis/Netball Crts	Seasonal (summer/winter) Sole Use	District District	
Cochrane Park, KooWeeRup	7ha	District Outdoor Recreation	Tennis Courts Fire Brigade Track Bowling Green	Sole Use Sole use Sole Use	Neighbourhood District District	
KooWeeRup Reserve, KooWeeRup	7ha	District Outdoor Sport	Oval Netball Court Horse Riding Area	Seasonal (summer/winter) Sole Use Sole Use	District District Neighbourhood	
Lang Lang Showgrounds, Lang Lang	13ha	District Outdoor Sport	Oval Horse Riding Arena Netball Crt(indoor)	Seasonal (summer/winter) Sole User Sole User	District Neighbourhood District	

Reserve Township	Area	Open Space Strategy Classification	Reserve Components	Usage Category	Sub-Category of Component	Possible future sub-category
Maryknoll Reserve, Maryknoll	22.6ha	District Outdoor Sport	Oval Tennis Courts	Seasonal (summer only) Sole Use	District Neighbourhood	
NarNarGoon Reserve, NarNarGoon	5.8ha	District Outdoor Sport	Oval Tennis Courts Netball Courts	Seasonal (summer/winter) Sole Use Sole Use	District District District	
Yarrabubba Reserve, NarNarGoon Nth	7.5ha	District Outdoor Sport	Horse Riding Arena Horse Riding Arena	Sole Use Sole Use	District District	
Officer Reserve, Officer	5.1ha +	District Outdoor Sport	Oval Practice Field Tennis Court Netball Court Scout Hall	Seasonal (summer/winter) Seasonal (summer only) Sole Use Sole Use Sole Use	District Neighbourhood District District District	
Pakenham Major Reserve, Pakenham	20.1ha	Greater Region Indoor & Outdoor Sport	Oval 1 Oval 2 Athletics Track Netball Courts	Seasonal (summer/winter) Seasonal (summer/winter) Seasonal (summer-7 mths) Sole Use	Regional District District District	Regional
PB Ronald Reserve, Pakenham	6.7ha	District Outdoor Recreation	Tennis Courts Bowling Greens Fire Brigade Track	Sole Use Sole Use Sole Use	District District District	Regional Regional
Huxtable Road Reserve, Pakenham Upper	18.6ha	District Outdoor Sport	Horse Riding Arena Horse Riding Arena Horse Riding Arena Cross Country Crse	Sole Use Sole Use Sole Use Sole Use	District District District District	

Reserve Township	Area	Open Space Strategy Classification	Reserve Components	Usage Category	Sub-Category of Component	Possible future sub-category
Pakenham Upper Reserve, Pakenham Upper	2.7ha	District Outdoor Sport	Oval Tennis Courts	Seasonal (summer only) Sole Use	District Neighbourhood	
Rythdale Reserve, Pakenham South		Neighbourhood Outdoor Sport	Tennis Courts	Sole Use	Neighbourhood	
Tynong Reserve, Tynong	8.3ha	District Outdoor Sport	Oval Tennis Courts	Seasonal (summer only) Sole Use	Neighbourhood District	
Tynong Nth Reserve, Tynong North	1.2ha	Neighbourhood Outdoor Sport	Tennis Courts	Sole Use	Neighbourhood	
Upper Beaconsfield Reserve, Upper Beaconsfield	7.4ha	District Outdoor Sport	Oval Horse Riding Arena Scout Hall	Seasonal (summer/winter) Sole Use Sole Use	District District District	
Sutherland Park, Upper Beaconsfield	3.7ha	District Outdoor Sport	Tennis Courts	Sole Use	District	
Yannathan Reserve, Yannathan	0.3ha	Neighbourhood Outdoor Sport	Tennis Courts	Sole Use	Neighbourhood	

Chapter 5: Maintenance Policy

5.1 Policy Statements:

Council has been providing annual funding to reserves Committees of Management, to undertake maintenance responsibilities for Reserves. This approach, for most cases, has been successful.

A few issues that have affected the success of this approach, have been identified:

- Some Reserves Committees claim to be struggling financially to meet all obligations
- Lack of accountability back to Council to ensure that funds are spent appropriately, and acceptable maintenance standards are achieved.
- Some committees struggling with Management structure (as a section 86) which has a direct impact on the ability of the Committee to fulfill its obligations for maintenance and management.
- Some maintenance tasks that are the responsibility of the committee could be more efficiently undertaken by Council (or a single agency).

Having reviewed the audit assessment of all reserves (undertaken by consultants preparing the Recreational Open Space Strategy), discussed issues with committees in a forum and conducted on-site inspections, it is clear that the current approach of committees undertaking maintenance with financial input from Council is generally successful and there is support for this approach to continue.

The following table outlines some of the clear advantages of this approach, and for some of the disadvantages, the second column suggests opportunities for improvement.

<u>Advantages</u>	<u>Opportunities for Improvement</u>
1. Local workforce reduces travel time/expenses. 2. Local understanding of maintenance needs and users' timelines. 3. Use of volunteers reduces overall costs and encourages local involvement and pride in community facilities.	1. More accurate documentation will provide: <ul style="list-style-type: none"> ➤ Accountability of Committee back to Council (funding body) ➤ A clearer picture of the financial position of committees to enable review of grants and negotiation between Council and Committees regarding funding issues.

It should be pointed out that not every reserve Committee of Management will be suited to this approach. Where resources are unavailable or it is agreed that better outcomes can be achieved, Council should resume responsibility for maintenance. In such a case, income from users (regular and casual) would be directed to Council.

The maintenance grants need to be adjusted according to the needs of the Reserves Committees of Management and users, and detailed discussion and recommendations are included in the section: “Financial Arrangements”.

One of the recommended outcomes of this report is that Council arrange for some of the items of maintenance that are best delivered by a single operator, whether a Council or independent contractor, as the costs would be less, as opposed to each Committee of Management organising the works separately. This should include consideration of such items as:

- Grading of access roads
- Rotary drainer
- Tree trimming
- Some maintenance (eg. aeration) of playing surfaces
- Loan of specialised equipment
- Roadside maintenance – “nature strips”
- Fire Prevention works

Costs of these works would need to be covered from the existing budget allocations, and it is not intended that they become an additional council responsibility. It is recognised that Committees of Management need to be notified when works are planned.

The following policy statements are recommended:

- **Reserves Committees of Management will be provided with an annual maintenance grant to undertake agreed maintenance in accordance with the management agreement.**
- **Maintenance grants provided to Committees of Management must not be used for capital development of reserves, and Committees will be required to provide evidence of expenditure of funds in annual reports to Council.**
- **Where it is agreed that a Committee of Management is unable to fulfill its obligations for maintenance under the terms of the management agreement, responsibility for maintenance will return to Council, and no maintenance grant will be available.**
- **Where it is agreed that specific tasks are best undertaken by a single contractor organised or approved by Council, the cost shall be apportioned to each Committee of Management and deducted from the maintenance grants.**
- **Council may vary a grant to a Committee of Management, should the primary uses of the reserve change.**

5.2 Maintenance Standards:

This section provides guidance for the preparation of maintenance requirements within the management agreements, as outlined in the policy statements above. Under the existing (1996) policy, Council provides a funding allocation to each reserve, and in addition to this, is responsible for the following:

- Surrounds (The grassed area surrounding most grounds are maintained by Council's Parks and Gardens Contractor, to a low standard with specifications: minimum length 100mm and no higher than 500mm)
- Provision of an annual turf report and recommended maintenance program The results of these reports are provided to Committees to guide their maintenance practices.
- Garbage collection (for garbage bins supplied by Council)
- Building Insurance
- Blanket cover for hire of Council buildings

At present Recreation Reserve Committees of Management are responsible for the following:

- Ground maintenance including watering, slashing, fertilising, weed control, top dressing etc. (Council provides a recommended maintenance program, which Committees follow to the best of their ability. Limited funds usually restrict Committees from implementing the entire maintenance program).
- Utility costs (water, sewerage, electricity, gas)
- Grading of access roadway & Building maintenance & repairs
- Security & Administrative expenses
- Garbage disposal (for large volumes of rubbish generated by some club functions)

The following table provides a more detailed list of maintenance responsibilities that can be used when establishing formal agreements. There will be characteristics about each reserve that will exclude some of these tasks, and include others. Committees of Management should develop their own list of tasks in conjunction with Council, and use it as a basis for scheduling works and reporting back to Council. (Please note that Regional fields are not included here as the only regional ground – Pakenham Major Recreation Reserve, is maintained by Council, with requirements already specified in the contract.)

Maintenance task	District	N'hood	Frequency	Comments
Playing Surfaces:				
Mowing				
Watering				
Fertilizing				
Aeration				
Top Dressing				
Seeding				
Weed Control				
Covering/Uncovering Wicket				
Line marking				
Reserve Surrounds:				
External Building maintenance				
Toilet/Amenity Cleaning				
Playground facilities				
Rubbish Removal (not Council bins)				
Vandalism Repair				
Road / Carpark Maintenance				
Pathways maintenance				

Chapter 6: Management Policy

At present Council's sporting reserves are permanently allocated to Committees of Management who negotiate usage by sporting and recreational clubs. There is not only no input from Council in this process, but also no stated security of tenure for Committees or clubs. The assumption is just made that the sports grounds belong to the clubs.

Generally, Committees of Management are responsible for:

- the hiring of the ground upon any terms and conditions set by the Committee
- maintenance of all facilities, including buildings at the Reserve, including
- encouraging use of the facilities by schools, clubs or other organisations when facilities are not being used by the clubs at the discretion of the committee
- collection of the annual reserve fees or agreeing to in-kind contributions
- provision of an annual report as required under Section 86 of the Act, by Council

It would appear from a preliminary evaluation of the committees currently operating, that there is merit in this approach continuing. Where they work well, Committees encourage communication between clubs, promote local pride and commitment to their facilities, provide greater security for clubs in the longer term (where agreements are set in place for a number of years) and provide a single voice for Council to liaise with a reserve.

For sole users of reserves, like tennis clubs, bowling clubs and equestrian groups, etc, Council has already negotiated a few lease agreements for use of facilities. It is appropriate to set up a lease (say: 5/10 years + 5/10 year option) for these types of clubs, which recognises the exclusive use of the facilities, a security in tenure so that clubs can safely invest in their facilities, the contributions required by the club for maintenance and development, and requires a certain degree of public access which in turn, encourages participation.

Where it is recommended that Council manages the Reserve, Council will provide a "tenancy agreement" for each club annually to clearly state the type of use, facilities included and responsibilities of both the user and Council. In these cases, fees payable by clubs may either:

- Be collected by a Committee of Management and a percentage (eg. 9-%) forwarded to Council, or
- Be collected directly by Council

The benefit of a Committee of Management still being formed even if the Committee does not maintain the reserve, is that the benefits outlined above of a Committee structure, ie: encourages communication between clubs, promotes local pride and commitment to facilities, and provides a single voice for Council to liaise with a reserve can still be achieved. An incentive could be for a Committee of Management to withhold some of the user fees to undertake a small range of responsibilities as outlined in the management agreement.

A number of reserves in the shire are owned by DNRE and are generally managed by a local Committee of Management through direct appointment. Council's role in the

management of these facilities is more limited, only because Council is not the land owner, but there is still a contribution towards maintenance – direct (ie. maintenance grants) and indirect, (eg. insurance, turf reports, garbage collection and capital development). Council should liaise more regularly with DNRE particularly in relation to capital development and appropriate development standards, future plans and relationships with Committees.

The Committees of Management on DNRE reserves have access to direct funding programs provided by DNRE to upgrade facilities. Initiatives by Committees should be encouraged, in conjunction with both Council and DNRE, to ensure that any development is both appropriate and sustainable. (NB: Please refer to Discussion Paper 1 (Page 55) for more information on reserves owned by DNRE).

It is recommended therefore, that a variety of management approaches be adopted by Council, and that these options be discussed with clubs and committees to determine the best option in each individual case, working through the issues that are specific to each reserve.

The following policy approach is recommended:

6.1 Management Models

- **Management Models – to be used as the basis for negotiation between Council and users, to select an structure that best suits each individual circumstances:**

<u>Groups</u>	<u>Management Approach</u>	<u>Type of Agreement</u>
Sole Users: Eg. Equestrian, Tennis, Bowls, Netball, Scouts Where facilities operate separately and independently	Long term Sole Tenancy	Lease
Seasonal Users: Eg. Football, Cricket, Athletics, Soccer, Baseball, Agric. Society OR/ Combination of seasonal and sole users that might share a reserve and work cooperatively	Section 86 Committee of Management OR/ DNRE appointed Committee of Management	Deed of Delegation Relevant Agreement
Township Reserves with mix of uses	Extension of Section 86 agreement with Township Committee of Management	Deed of Delegation
Other	Direct Council Management Advisory Committee for users.	Tenancy Agreements with individual users

The table on the next five pages outlines for each reserve, its owner and current management structure, proposed management structure (suggested as a basis for discussion and negotiation with the appropriate Committee of Management) and comments about any issues that might need to be addressed during the process.

The following table presents each reserve with its current and proposed management structure. The management structure proposed in this section should form the basis of discussion and negotiation between Council and relevant parties, prior to final decisions being made.

Reserve	Current Management Structure	Owner	Proposed Management Structure	Comments
<u>Avonsleigh:</u> Chandler Reserve	Section 86 Committee of Management	Council	Section 86 Committee of Management for oval users	No change (See note ** below)
<u>Beaconsfield:</u> Beaconsfield Recreation Reserve	Committee of Management appointed by DNRE	DNRE	Committee of Management appointed by DNRE	No change (See note * below)
<u>Bunyip:</u> Bunyip Recreation Reserve	Committee of Management appointed by DNRE	DNRE	Committee of Management appointed by DNRE	No change (See note * below)
<u>Cardinia:</u> Cardinia Recreation Reserve	Section 86 Committee of Management	Council	Section 86 Committee of Management	No change (See note ** below)
<u>Catani:</u> Catani Recreation Reserve	Committee of Management appointed by DNRE	DNRE	Committee of Management appointed by DNRE	No change (See note * below)
<u>Cockatoo:</u> Josie Bysouth Recreation Reserve	Section 86 Committee of Management	Council	Lease with Equestrian Club as a single occupant of Reserve	Negotiate new lease agreement

* = No immediate changes, however, there may be some redefining of management responsibilities subject to Council's future relationship with DNRE in relation to sporting reserves

** = Additional clauses to be incorporated into Deed of Delegation outlining responsibilities for both Committee of Management and Council

<u>Reserve</u>	<u>Current Management Structure</u>	<u>Owner</u>	<u>Proposed Management Structure</u>	<u>Comments</u>
<u>Cockatoo:</u> Cockatoo Community Reserve	Council Bowling Club: Lease agreement with Council Tennis – agreements	Council	Individual leases with Tennis and Bowling Clubs as exclusive users of facilities. Cockatoo Township Committee to continue to guide the operation of the Reserve. Council–maintenance responsibility	Negotiate new agreements with all parties and a process for liaison between all users of Reserve and Council
<u>Cockatoo:</u> Mountain Road Recreation Reserve	Section 86 Committee of Management	Council	Section 86 Committee of Management Council maintenance of bushland component of Reserve	No change (See note ** below)
<u>Cora Lynn:</u> Cora Lynn Recreation Reserve	Committee of Management appointed by DNRE	DNRE	Committee of Management appointed by DNRE	No change (See note * below)
<u>Emerald:</u> Emerald Recreation Reserve	Section 86 Committee of Management	Council	Section 86 Committee of Management	No change (See note ** below)
<u>Garfield:</u> Garfield Recreation Reserve	Section 86 Committee of Management Swimming Pool under individual contract	Council	Section 86 Committee of Management Swimming Pool under individual contract	No change (See note ** below)
<u>Garfield North:</u> Cannibal Creek Reserve	Committee of Management appointed by DNRE	DNRE	Committee of Management appointed by DNRE	No change (See note * below)
<u>Gembrook:</u> Gembrook Recreation Reserve	Section 86 Committee of Management	Council	Section 86 Committee of Management	No change (See note ** below)

* = No immediate changes, however, there may be some redefining of management responsibilities subject to Council's future relationship with DNRE in relation to sporting reserves

** = Additional clauses to be incorporated into Deed of Delegation outlining responsibilities for both Committee of Management and Council

<u>Reserve</u>	<u>Current Management Structure</u>	<u>Owner</u>	<u>Proposed Management Structure</u>	<u>Comments</u>
<u>KooWeeRup:</u> Cochrane Park Reserve	Section 86 Committee of Management Bowling Club – lease agreement Swimming Pool under individual contract	Council	Individual leases with Tennis and Bowling Clubs as exclusive users of facilities. Swimming Pool under individual contract. Transfer remaining management responsibilities to KooWeeRup Township Committee. Council–maintenance responsibility	Negotiate new agreements where required with all parties and a process for liaison between all users of Reserve
<u>KooWeeRup:</u> KooWeeRup Recreation Reserve	Committee of Management appointed by DNRE	DNRE	Committee of Management appointed by DNRE	No change (See note * below)
<u>Lang Lang:</u> Lang Lang Showgrounds Reserve	Incorporated Committee	Trust	Incorporated Committee	No change, but need to establish an agreement with clauses similar to a deed of delegation
<u>Maryknoll:</u> Maryknoll Recreation Reserve	Section 86 Committee of Management	Council	Section 86 Committee of Management	No change (See note ** below)
<u>Nar Nar Goon:</u> Nar Nar Goon Recreation Reserve	Section 86 Committee of Management	Council	Section 86 Committee of Management	No change (See note ** below)
<u>Nar Nar Goon North:</u> Yarrabubba Horse Riding Reserve	Section 86 Committee of Management	Council	Section 86 Committee of Management	No change (See note ** below)

* = No immediate changes, however, there may be some redefining of management responsibilities subject to Council's future relationship with DNRE in relation to sporting reserves

** = Additional clauses to be incorporated into Deed of Delegation outlining responsibilities for both Committee of Management and Council

<u>Reserve</u>	<u>Current Management Structure</u>	<u>Owner</u>	<u>Proposed Management Structure</u>	<u>Comments</u>
<u>Officer:</u> Officer Recreation Reserve	Section 86 Committee of Management	Council	Section 86 Committee of Management	No change (See note ** below)
<u>Pakenham:</u> Pakenham Major Recreation Reserve	Section 86 Committee of Management Separate contract for Stadium Separate lease agreement for Social facility	Council	To be determined by Working Party	
<u>Pakenham:</u> PB Ronald Reserve	Council Bowling, Tennis, Football Social Club – separate agreements Separate Committee of Management for Playground	Council	Bowling, Tennis, Football Social Club – separate agreements Playground - Committee of Management. Council – maintenance responsibility	Negotiate new agreements where required with all parties and a process for liaison between all users of Reserve In longer term, may need to rationalise management structures for Reserve
<u>Pakenham Upper:</u> Huxtable Road Horse Riding Reserve	Section 86 Committee of Management – lease agreement	Council	Section 86 Committee of Management	No change (See note * below)
<u>Pakenham Upper:</u> Pakenham Upper Recreation Reserve	Committee of Management appointed by DNRE	DNRE	Committee of Management appointed by DNRE	No change (See note * below)

* = No immediate changes, however, there may be some redefining of management responsibilities subject to Council's future relationship with DNRE in relation to sporting reserves

** = Additional clauses to be incorporated into Deed of Delegation outlining responsibilities for both Committee of Management and Council

<u>Reserve</u>	<u>Current Management Structure</u>	<u>Owner</u>	<u>Proposed Management Structure</u>	<u>Comments</u>
<u>Pakenham South:</u> Rythdale Recreation Reserve	Section 86 Committee of Management	Council	Lease with Tennis Club as a single occupant of Reserve	Negotiate new lease agreement
<u>Tynong:</u> Tynong Recreation Reserve	Committee of Management appointed by DNRE	DNRE	Committee of Management appointed by DNRE	No change (See note * below)
<u>Tynong North:</u> Tynong North Recreation Reserve	Section 86 Committee of Management	Council	Section 86 Committee of Management	No change (See note ** below)
<u>Upper Beaconsfield:</u> Upper Beaconsfield Recreation Reserve	Committee of Management appointed by DNRE	DNRE	Committee of Management appointed by DNRE	No change (See note * below)
<u>Upper Beaconsfield:</u> Sutherland Park Recreation Reserve	Section 86 Committee of Management	Council	Section 86 Committee of Management for all interested parties OR/ Lease with Tennis Club for exclusive use of facilities and Council responsibility for remainder of Reserve	Need to negotiate most appropriate form of management, taking into account maintenance of bushland component of Reserve
<u>Yannathan:</u> Yannathan Recreation Reserve	Incorporated Committee	Trust	Section 86 Committee of Management	Committee initiating changeover. Will require a deed of delegation.

* = No immediate changes, however, there may be some redefining of management responsibilities subject to Council's future relationship with DNRE in relation to sporting reserves

** = Additional clauses to be incorporated into Deed of Delegation outlining responsibilities for both Committee of Management and Council

6.2 Agreements between Council and Committees of Management

As stated throughout this document, a number of requirements must be expressed through agreements, whether they are Deeds of Delegation, Lease Agreements or Tenancy Agreements. These agreements should include reference to at least the following management issues:

<i>Accountability</i>	<i>Committees of Management must provide regular reporting to Council and any other relevant agency regarding financial management, allocation of grant monies, participation numbers, bookings and users of facilities, maintenance practices, etc. It is suggested that standard proformas be prepared for Committees to complete, providing standard information and assisting committees with the process. Minimum requirements will include annual reports, financial statements and minutes of meetings.</i>
<i>Public Access</i>	<i>Times and costs for access (if relevant) should be clearly stated, requiring committees and/or users to make public open space facilities available for the general community. In the case of tennis, for example, where the club may have provided most of the capital development, the facility is located on public land and there should be a requirement to allow public access through both membership to the club and casual use.</i>
<i>Allocations</i>	<i>Seasonal/Annual allocations OR Allocated use over period of lease, also clarifying the role Council plays in allocations and giving approvals for fixtures and final series. Also see separate section below title: "Allocations of Reserves".</i>
<i>Use of Buildings</i>	<i>Use of buildings on reserves is managed by Committees, who may be required to develop a set of guidelines for use (limits on hours, types of use, set-up and clean up requirements) and advise Council of users in accordance with insurance policy requirements.</i>
<i>Financial Agreements</i>	<i>Details of financial arrangements as agreed through the negotiation of this agreement, eg. maintenance agreement, advice regarding user contributions, additional council financial contribution to facility including insurance, turf reports, garbage collection, capital development that may be agreed, etc.</i>
<i>Reserve Maintenance</i>	<i>Maintenance responsibilities – what Committees are responsible for, what Council's role is and standards to be maintained, to be agreed, documented and reported back to Council.</i>
<i>Risk Management</i>	<i>Requirement that Committees of Management ensure that risk management practices are incorporated into all maintenance programs. Committees will also be responsible for checking suitability of ground conditions and playing surfaces and inspections of pavilions, etc on a regular basis.</i>
<i>Building Maintenance</i>	<i>Requirements that building maintenance is undertaken by Committees of Management where appropriate, including repairs of damage caused by vandalism. There may be a financial limit on vandalism repair that is required by a Committee of Management, allowing budgets to be managed, and Council to take over more severe cases of vandalism – through insurance??</i>
<i>Utilities</i>	<i>Responsibility for Committees and/or users covering costs of utilities, including water, gas and electricity.</i>

<i>Planning</i>	<i>Describing the ways in which Committees of Management can have input into planning for reserve, master planning or general open space planning</i>
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6.3 Allocation of Reserves

Because of the changing demographics and diverse needs of the municipality and other issues and trends that Council observes over time, it is important that Council has a significant input into the allocation of grounds on a seasonal basis.

In addition, the Open Space Strategy suggests that Council will need to develop additional sporting reserves in the future in strategic locations. When planning for provision of facilities to satisfy local and wider demand, Council needs to have a clear understanding of the utilisation, catchments and limitations of existing reserves.

This can only be achieved through communication with Committees regarding needs of all clubs and in particular clubs where numbers are increasing. Council should allocate the sports grounds and other facilities on an annual basis in response to changing trends and participation. For example, a club may be allocated a second ground one year, but the following year another club may experience more growth and has a greater need for an additional ground, or there may be an opportunity to share grounds throughout a season. Council is in a better position than a single committee to make these judgements because sufficient information will be available across the whole municipality.

As part of this process, Council should set up consultative forums with committees and user groups on a seasonal basis, and also leagues and associations that have an interest in ground allocations within the shire.

A suggested way to deal with the 'lack of security of tenure' concern that arises with annual and seasonal tenancies is to enter into a conditional agreement that Clubs will maintain the same home ground as long as a few basic conditions are met. Any review of a club's resident ground/s would be negotiated openly and over a reasonable period of time between the club and Council. Considerations would include:

- Participation numbers within the club, particularly junior teams, and taking into account trends within the sport.
- The extent to which a club provides opportunities for the local community to become involved in their activities, either formally or informally, ie. ensuring public access and encouraging participation.
- Financial viability of club: eg. - Club paying required charges to Committee or Council and meeting other financial commitments, including in-kind contributions.
- Club fulfilling its responsibilities under the terms of any tenancy agreement and participating in a Committee of Management if appropriate.
- Proof of incorporation and insurance (eg, may be evidence of affiliation with association, or direct insurance policy)

Council would liaise primarily with Committees, but also with clubs, associations and leagues as appropriate, regarding annual allocations and it is suggested that Committees of Management submit a seasonal allocation form for Council to approve.

The following policy statements are recommended:

- **Council will incorporate into all agreements with Committees of Management, statements regarding the range of responsibilities for management, maintenance and development of reserves.**
- **Committees of Management and Clubs will be responsible for maintenance of buildings on reserves, including an agreed maximum budget to deal with vandalism. The management agreement will define this limit, at which point Council will provide financial assistance.**
- **As part of the responsibilities required by management agreements, Council will require all Committees of Management to submit detailed financial reports that include all activities on Recreation Reserves.**
- **Council will approve seasonal allocations to all sportsgrounds, in conjunction with Committees of Management, prior to fixtures and programs being finalised.**
- **Council will approve venues for annual finals series for all sporting reserves, in conjunction with Committees of Management and relevant Associations.**

Chapter 7: Financial Arrangements

The final chapter in this document compares other Council's approaches to policies for Reserves. Cardinia Shire Council is different from most other Councils which makes it difficult to compare policy directions. The main differences are:

- Grants are paid to Committees to undertake maintenance instead of contributions being paid to Council for maintenance to be provided through a parks contract.
- Council doesn't collect fees from user groups, this arrangement is picked up by the Committees of Management responsible for reserves.
- There is no separate arrangement for management and use of pavilions and social rooms, and little is known about the income potential of these facilities.

In considering changes to the financial arrangements between Council and Committees, the unique nature of Cardinia Council's current arrangements makes it more difficult to use industry averages, but where relevant, they are quoted and used as a guide.

The priority in developing a new pricing policy is to introduce a fair and equitable level of charging, with an emphasis on keeping it simple to understand and calculate, and easy to administer.

The categorising of grounds and facilities not only assists in determining appropriate levels of development and maintenance, but it effectively provides the basis for a suggested pricing system, because it is reasonable that clubs that use better facilities are asked to contribute more than a club that uses poor standard facilities, etc.

It was unanimously agreed by Committees of Management who participated in the consultation process, that they do not want Council "dictating" fees and charges – they want to be able to determine their own ways that clubs will contribute. At the same time, there were some who agreed that it would be helpful if Council provided a guide to assist them in the decision of what contributions user clubs could make to the maintenance of the facilities they used throughout their seasons.

The percentage of recovery of maintenance costs used varies in different municipalities – the industry standard suggests Council work to a minimum of 15% of maintenance costs. An analysis of user contributions for reserves in Cardinia from the figures available, suggests that clubs are currently contributing, both cash and in-kind approximately 15% of the total expenditure on reserves by both Council and Committees.

The financial figures, for the 1999/2000 year are summarised as follows:

Council expenditure:	\$328,853.12
Maintenance Grants	\$148,500.00
Parks Contract	\$112,986.00
Insurance	\$9,739.44
Turf Reports	\$4,810.00
Other Costs, incl. Garbage, utilities.	\$52,817.68
Committees Expenditure:	\$284,469.92
Cash Expenditure- maintenance	\$248,318.42
In-kind contributions – volunteers	\$36,151.50
Committees Income:	\$289,364.65
Council Maintenance Grants	\$148,500.00
User group fees	\$35,625.00
In-kind	\$36,151.50
Other sources	\$69,088.15
Council Income:	
Income from agreements	

Recommended reserve maintenance contributions are calculated based on current funding levels and allowing for adjustments, an acknowledgement that some committees are struggling financially, and an understanding of industry expectations on some users to provide their own maintenance. (NB: Please refer to Discussion Paper 2 (Page 59) for more detail on maintenance costs for sporting reserves).

Annual grants proposed here are calculated per facility, so where a reserve has more than one facility, the grant is increased accordingly.

Sole Use:	Tennis:	Nil
	Netball	\$100 / court
	Bowls:	Nil
	Fire Brigades/Scout Groups	Nil
	Equestrian: Neighbourhood:	\$1,000 / \$500 *
	District/Regional:	\$2,000 / \$1000 *
Seasonal:	Grounds: Neighbourhood: Summer only	\$1,000
	District: Summer/Winter:	\$9,000
	District: Summer only:	\$5,000

* Where equestrian facilities are part of larger reserves, 50% of grant is payable

If maintenance tasks currently being undertaken by Committees become Council's responsibility as discussed in the Maintenance chapter of this document, a pro-rata charge for each reserve is to be deducted from the maintenance grants.

Note: The management arrangements for Reserves will also influence the final grant agreed to paid to Committees of Management, depending on the level of responsibility that is written into specific agreements. This schedule of grants can be

used as a starting point for negotiation of management and maintenance agreements in a “package deal”.

It is also emphasised here that maintenance grants are provided as a contribution to the total maintenance of the Reserve and are based on the types of facilities that make up the Reserve. Expenditure needs to be budgeted based on the maintenance schedule to be agreed between Council and the Committee of Management, and additional funds are to be raised through user fees and other charges, to contribute to the overall operating budget for each Reserve.

Reserve	2000/01 Grant	Proposed 2001/02 Grant	
		Individual grants	Total
Chandler	\$7,000	\$9,000	\$9,000
Beaconsfield	\$7,000	\$9,000 + \$100	\$9,100
Bunyip	\$7,000	\$9,000 + \$500 +\$100	\$9,600
Cardinia	\$3,500	\$5,000	\$5,000
Catani	\$7,000	\$9,000 + \$500 + \$100	\$9,600
Josie Bysouth	\$2,000	\$2,000	\$2,000
C'too Community Res	0	0	0
Mountain Road	\$7,000	\$9,000 + \$5,000+ \$400	\$14,400
Cora Lynn	\$7,000	\$9,000+ \$200	\$9,200
Worrell Reserve	\$15,000	\$9,000 + \$400	\$9,400 #
Garfield	\$7,000	\$9,000+ \$200	\$9,200
Cannibal Creek	\$2,000	\$2,000	\$2,000
Gembrook	\$7,000	\$9,000 + \$200	\$9,200
Cochrane Park	0	0	0
KooWeeRup	\$7,000	\$9,000 + \$500 + \$100	\$9,600
Lang Lang	\$15,000	\$9,000 + \$500 + \$100	\$9,600#
Maryknoll	\$3,500	\$5,000	\$5,000
NarNarGoon	\$7,000	\$9,000 + \$200	\$9,200
Yarrabubba	\$2,000	\$2,000	\$2,000
Officer	\$7,000	\$9,000 + \$1,000 + \$100	\$10,100
Pakenham Major	0	To be determined	
PB Ronald	0	0	0
Huxtable Road	\$2,000	\$2,000	\$2,000
Pakenham Upper	\$3,500	\$5,000	\$5,000
Rythdale	\$2,000	0	0
Tynong	\$2,000	\$5,000	\$5,000
Tynong Nth	\$2,000	0	0
Upp Beaconfield	\$7,000	\$9,000 + 1,000	\$10,000
Sutherland Park	\$2,000	\$1,000*	\$1,000*
Yannathan	\$2,000	0	0
TOTALS	\$142,500		\$166,200

Significant reduction in grant – suggest gradual reduction over 3 years and possible negotiation for greater support to be provided to assist committees manage reserves.

* Sutherland Park – special grant to cover costs of maintenance for bushland component and playground/surrounds (if Committee structure is preferred management model).

A GUIDE FOR COMMITTEES TO CHARGE USER CLUBS:

The following guide is provided to assist committees determine fair and equitable contributions from user groups. If charges average out to the following figures in terms of cash payments and in-kind contributions, clubs across the shire will be treated more consistently.

These figures are derived from some current charges within the shire, industry trends in other municipalities, consideration of clubs' willingness and ability to pay, and the likely wear-and-tear to facilities from user groups' activities.

Calculation is based on user charges achieving 15% of current (estimated) total expenditure (15% = around \$70,000). It is suggested that in applying a pricing policy, committees consider the following:

- For in-kind contributions to be accepted in-lieu of cash contributions, the cash savings should be clearly identified in maintenance budgets.
- Concessions should be applied to encourage minority groups to participate in sport. However, for financial viability, each club should only receive a maximum of 2 concessions on their fees.
- All suggested fees in the table below would apply to District level facilities, where regional or neighbourhood facilities are being charged for, it is suggested that the fee be lifted or dropped 25% accordingly.

Football Clubs	\$1000	@16clubs	=\$16,000
Cricket Clubs	\$1000	@16clubs	=\$16,000
Tennis Courts	\$120/court	@86crts	=\$10,320
Netball Courts	\$120/court	@22.5crts	=\$2,700
Equestrian Facilities	\$500/facility	@19arenas	=\$9,500
Show Society	\$500	@1society	=\$500
Baseball Club	\$500	@1club	=\$500
Bowling Green	\$150/green	@5greens	=\$750
Athletics Club	\$1000	@2clubs	=\$2,000
Scouts groups	\$100	@3grps	=\$300
Misc	\$50	@3grps	=150

(Note: the above figures are collated to indicate total income potential for committees across all reserves, they do not indicate a proposed income potential for any single agency)

Concessions:

Participation based programs (eg.Auskick)	50% discount
Junior Club Only:	25% discount
Junior teams in club:	5% discount
Veterans team in club:	5% discount
Non-traditional team within club: (eg: male netball team, female cricket team)	5% discount
Clubs with participants who are disabled:	5% discount
New/small teams/clubs	Discretion

Casual Users:

Commercial Hire of Facilities:	\$1,000
Community (Non-profit):	\$500
Charity	\$250

School Use:

Free use if no additional maintenance required and school has arrangement with Committee for no more than 6 hours use per week.

Special all-day events – eg. school sports	\$100
Special half-day events	\$50
Schools outside Cardinia Shire	\$30/use except events

Use of Buildings:

In addition to hire of sports facilities, Committees and clubs have the ability to hire social rooms, meeting rooms, etc and generate significant income from activities within these facilities. A relevant pricing structure should be developed by Committees and will depend on such factors as: current charging levels, condition of facilities and demand. It should however be recognised that use of these facilities places a financial burden on committees for maintenance and overheads, and all users should be expected to contribute towards these costs. Committees should clarify responsibilities with users prior to their use of the buildings and a standard form to be completed by users could clearly indicate their responsibility for damage, etc. A form could be prepared by Council as a guide for committees to use.

Please refer to Discussion Paper 3 (page 63) for issues and future considerations regarding revenue-raising activities in buildings on public sporting reserves.

Chapter 8: Capital Development

Council has recently developed a new policy for the funding of capital improvements where applications are submitted by community groups and committees. This chapter suggests a structured approach to assessing applications to ensure that the capital development projects that Council funds, are consistent with agreed standards.

Projects for reserves should be considered in the context of the classification of the reserve and potential changes to that classification if appropriate. All reserves have been classified through the development of the Open Space Strategy and components further defined into categories, in chapter 4 of this document.

Council could adopt an approach of defining appropriate levels of development for each category of open space, then develop a guide indicating what it may fund to certain levels and what falls outside of the funding program.

Assessment Process:

For Council staff assessing the projects, a consistent approach to the evaluation is essential. It is also important that the assessment process provides information to management and Council about the merits of the project and provides a basis for the recommendation being made. The following is a suggested assessment process, based on criteria listed in the left-hand column of Section B.

Section A of the assessment lists the details of the project and the organisation submitting the application and can be taken straight from the application form.

Section B is presented in a table format, and provides spaces to comment on each of the funding criteria in a written description with comments and analysis of the project, and the second column enables the criteria to be prioritised (according to priorities of the reserve or geographic area, or relevance to the project, etc.) The column titled 'Rating' asks for a High, Medium or Low rating. (After the project has been described and comments completed, a rating can be given according to the merit of the project: High rating if the project is attractive to Council on the basis of this particular criteria, Medium rating if there are some merits but also some concerns, and Low if Council might not support the project on the basis of this criteria.)

Section C assesses the project to produce a recommendation. The ratings are presented according to the priority of the criteria, and a written assessment taking into account all aspects of the project. The process concludes with a recommendation, which could have conditions attached, like: club should seek alternate sources of funding, further needs analysis to be undertaken, consultation with other users, etc.

Section A**Details of Organisation:**

Name of
Club/Organisation: _____
Contact Name & Address: _____
Position held: _____ Phone
Number: _____
Organisation incorporated?: _____
Organisation member of any state association? _____ Details: _____

Project Details:

Project Name: _____
Project Address: _____
Who owns the land that the project is proposed for?: _____
Arrangement for organisation's occupancy of the land? _____
Description of the proposed project: _____

Hierarchy of facility?

Regional District Neighbourhood

Comments: _____

Which category does the project fall into for Council assistance? If appropriate?:

Council fund up to xx level

Council fund up to xy level

Council generally not fund

Section B

Funding Criteria	Priority of Criteria	Comments/Analysis	Rating H M L
Consideration of sports policies/ sports associations aims/sports reviews – where such documents/reports exist.			
Demonstrated need for the project, including how important it is for the specific sport/activity involved.			
Evidence that the project is consistent with strategies in Council's planning documents, eg. Recreation Plan, Open Space Strategy, etc.			

Funding Criteria	Priority of Criteria	Comments/Analysis	Rating H M L
Benefit to be gained from the project, including specific group, other groups and the general community.			
Consultation and co-operation between group/s, committee and other relevant agencies.			
How the project matches the appropriate development for the reserve under the classification guidelines.			
Preparation of project costing, estimates, funding sources and amount requested from Council, all need to be realistic and complete or well advanced at the time of application.			
Timelines for project development must be within a reasonable time frame, take into account availability of funds and must minimise impacts on users and residents.			
Project meets planning and building requirements.			
Proposed funding for project : club contribution, other sources, requested funding from Council, satisfactory.			

Section C

List assessment of project in order of higher priority criteria, from above table.

Assessment of Project:

Rating:

Priority 1 Criteria	
Priority 2 Criteria	
Priority 3 Criteria	
Priority 4 Criteria	
Priority 5 Criteria	
Priority 6 Criteria	
Priority 7 Criteria	
Priority 8 Criteria	
Priority 9 Criteria	
Priority 10 Criteria	

Comment on ratings, assessment, merits of project:

Recommendation:

Chapter 9: Industry Approaches to Reserves Policies

The following few pages provide a snapshot of the approaches used by other Councils around Victoria in the management of reserves with tenant clubs and committees.

It is clear when reading through this summary, that the approach Cardinia Shire Council has used in the past is not generally applied within the general industry. Even the industry association, Parks and Leisure Australia (formerly Australian Leisure Institute) produced a paper a few years ago recommending an industry standard that involved Councils undertaking maintenance and collecting user fees that reflected a defined percentage of total maintenance expenditure.

In developing any policies, it is important to keep in mind the specific characteristics of the municipality and analyse what will be the most appropriate policy direction. So while it is interesting to note the way in which other Councils provide their reserves and sportsfields to their communities and tenants, there is no suggestion that Cardinia Shire Council should adopt the same model as others just because it seems to be common practice. This summary provides important information to challenge and improve the policy direction that Council may eventually choose to adopt.

OTHER COUNCILS : FEES & CHARGES, CAPITAL DEVELOPMENT, MANAGEMENT.

MUNICIPALITY	TYPE OF POLICY	TIME OF IMPLEMENTATION	DEVELOPMENT OF POLICY/COMMUNITY INVOLVEMENT	ACCEPTANCE OF POLICY BY COMMUNITY GROUPS	REASON FOR CHOOSING POLICY OVER OTHER OPTIONS	DOES YOUR COUNCIL HAVE CAPITAL DEVELOPMENT POLICY?	% OF CLUB/COUNCIL FUNDING	WHAT IS THE CURRENT STANDARD OF FACILITIES
La Trobe Shire	Various arrangements ranging from fees and charges on some grounds paid by clubs, to grants to some committees to maintain grounds. Probably to closest scenario to Cardinia's current policy	-	Policy under review late 1999					
Rural City of Swan Hill	Overall, 8.1% return to Council – various arrangements seem to be in place.	Little change to policies of previous shires:	Discussion paper written 1997 to review policy			No specific policy, club expected to contribute at least 50% towards improvements		

MUNICIPALITY	TYPE OF POLICY	TIME OF IMPLEMENTATION	DEVELOPMENT OF POLICY/COMMUNITY INVOLVEMENT	ACCEPTANCE OF POLICY BY COMMUNITY GROUPS	REASON FOR CHOOSING POLICY OVER OTHER OPTIONS	DOES YOUR COUNCIL HAVE CAPITAL DEVELOPMENT POLICY?	% OF CLUB/ COUNCIL FUNDING	WHAT IS THE CURRENT STANDARD OF FACILITIES
Shire of Yarra Ranges	Maintenance contribution fee of 5%, to be reviewed after 3 years	1997	Extensive consultation, and consideration of different situations across reserves	Generally well accepted. Groups involved throughout implementation	Fairest policy given the diversity	Yes	Contributions vary according to type of development & hierarchy classification	
City of Casey	Tenancy agreements for sporting clubs. Council determines maintenance contribution fees					Yes	Contributions vary according to type of development, category of facility, etc	
City of Greater Geelong	Council sets fees relating to % of expenditure, adjusting for commercial activities and approved concessions	1995						

MUNICIPALITY	TYPE OF POLICY	TIME OF IMPLEMENTATION	DEVELOPMENT OF POLICY/COMMUNITY INVOLVEMENT	ACCEPTANCE OF POLICY BY COMMUNITY GROUPS	REASON FOR CHOOSING POLICY OVER OTHER OPTIONS	DOES YOUR COUNCIL HAVE CAPITAL DEVELOPMENT POLICY?	% OF CLUB/ COUNCIL FUNDING	WHAT IS THE CURRENT STANDARD OF FACILITIES
Moreland City Council	Sports Ground Fees and Charges Policy. % of Maintenance Costs using a grading system and subtracting of marginal costs for general ground maintenance.	December 1995	-Extensive Consultation Phase -Review of Charging options -Survey – Clubs -Community Forums -Survey Schools -Interviews	When it was first introduced in Dec.1995 people generally felt that Council was heading in the right direction.	Policy was felt to be fair and equitable as well as simple to understand. Clubs can relate to the system.	Council currently has a Capital Works Program which is being reviewed.	Carried out by application and is subject to Council funding.	Grounds are very good. Pavilions are seen to be average, with some very good ones.
City of Darebin	1996 – Developed Strategy Plan which recommended the development of a Fees and Charges Policy based on Maintenance Costs, looking at 15% recovery	During 1996	There was extensive process of discussion and consultation with Sporting Clubs, Community Groups, Councillors and Officers.	The system was identified by the Council Sport and Recreation Advisory Committee as the fairest and easiest system for all clubs to understand.	Easier to understand, rational. Generally clubs felt that they could better relate to this policy.	Do have Policy. Looking for significant contribution from clubs.	Looking for approximately 50% contribution pending Council funding.	Generally old facilities looking to be renovated.

MUNICIPALITY	TYPE OF POLICY	TIME OF IMPLEMENTATION	DEVELOPMENT OF POLICY/COMMUNITY INVOLVEMENT	ACCEPTANCE OF POLICY BY COMMUNITY GROUPS	REASON FOR CHOOSING POLICY OVER OTHER OPTIONS	DOES YOUR COUNCIL HAVE CAPITAL DEVELOPMENT POLICY?	% OF CLUB/ COUNCIL FUNDING	WHAT IS THE CURRENT STANDARD OF FACILITIES
Maroondah City Council	The Fees and Charges Policy looks at a figure approaching 30% recovery of Councils recurrent maintenance costs. -Rebates available to Clubs	December 1995	The Policy underwent an extensive consultation phase involving club representatives, Councillors, Council Officers and the Councils Recreation Advisory Committee.	With the extensive consultation process the policy was fairly well received by clubs even with the proposed 33% recovery rate.	The Policy was related directly to the costs of maintaining facilities. Policy was also very simple and seen as fair and equitable by Council.	Clubs are encouraged each year to apply for the Capital Works Program.	Policy encourages shared cost of building facilities.	Ranges from good to some of the best facilities in the Region.
City of Greater Dandenong	Based on 10% of recurrent maintenance cost. -Rebates available to clubs.	August 1996	A number of Community Consultations were conducted which indicated that clubs would like:- (a) A streamlined process. (b) A process that finalises allocations quicker. (c) A greater security of tenure. (d) Access to facilities within the municipalities.	There has been no dramatic negative feedback from the community. Even where there was a slight increase there was little complaint. (The Policy was phased in).	Policy was felt to be the fairest. Encouraged the sharing of facilities.	Facilities Capital Works Program. Does not require contribution from clubs.	No contribution required from clubs.	Facilities in Dandenong are generally of poor standard – in relation to clubs in neighbouring areas.

MUNICIPALITY	TYPE OF POLICY	TIME OF IMPLEMENTATION	DEVELOPMENT OF POLICY/COMMUNITY INVOLVEMENT	ACCEPTANCE OF POLICY BY COMMUNITY GROUPS	REASON FOR CHOOSING POLICY OVER OTHER OPTIONS	DOES YOUR COUNCIL HAVE CAPITAL DEVELOPMENT POLICY?	% OF CLUB/ COUNCIL FUNDING	WHAT IS THE CURRENT STANDARD OF FACILITIES
Frankston City Council	25% cost recovery of recurrent maintenance costs. Concessions available to clubs in this policy	February 1995	Work carried out by Council Officers showed that clubs were already paying 12% and after a series of forums and meetings with Community Groups it was felt that the recovery of maintenance costs was the way to go.	The Policy was received very well by Community groups. In many instances the increase in fees was not as much as what was expected by clubs.	Policy was felt to be fair and equitable and there was a good reception for the Policy by Community groups.	Have a Capital Works Program.	Contribution of Council varies based on Club applications Contributions from 100% to 0%.	Broad scope of facilities from poor to excellent. Generally facilities in the municipality are very good.
Whitehorse City Council	Grading System for Councils and pavilions. Grounds – AA-D Pavilions A-C Fees Grounds from \$3,000 - \$300 Fees Pavilions from \$600-\$100	July 1996	Overall aim was to combine policies of the previous municipalities of Box Hill and Nunawading. Council Officers prepared Policy and presented it to clubs for feedback. i.e. Did they feel Policy was equitable?	Generally Policy received good feedback from most clubs. Some clubs were unhappy with Policy believing their fees were too high.	The Policy offered Council a fair pricing system and one that recovered amounts that Council felt were appropriate.	Council does have Capital Works Program. Pending Council budget provisions	Where facilities are exclusively used by clubs the club is 100% responsible for funding. Where facilities benefit community, Council will provide funding, pending budget provisions.	Facilities generally of a good to high standard, including one subdivision cricket ground.

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Hume City Council	Ground/Pavilion Category System with annual CPI increases. (fees based on Capital replacement cost, Maintenance costs, and operational costs). Rebates are available to clubs.	November 1997	Sent out issues paper to community in an attempt to get feedback. A number of forums were held throughout the municipality to obtain community views.	Policy generally well received by Community. There was a need to bring Policies from previous municipalities in line – need for a consistent approach.	Just wanted to create an equitable policy rather than a simple one.	Council introduced new Capital Works Policy in November 1997.	Council contributions vary from 100% for Oval Development to NIL for Clubrooms.	Very broad spread of facilities in Hume. Range from Poor/Fair to Very Good.
City of Moonee Valley	Complicated weighting system:- Base rental x weeks in season x number of sessions = y Y +(Pavilion usage and ground damage) = Total owing. Base Rental-\$10.15 Policy to raise approx. 20% of maintenance costs.	December 1996	- Draft Policy was developed by Council Officers and forwarded to clubs for feedback. - Clubs not involved in developing the Draft document.	- Initially the Policy was not well received. - Clubs had difficulty in understanding formula. - Things have settled down and clubs now more accepting of the Policy.	Policy was chosen because it was thought to be fair and equitable, as well as trying to recover a portion of maintenance costs.	Council has a Capital Works Fund Scheme for projects in excess of \$5,000. *Detailed information available for clubs.	Funding subject to Council funding and Club Projects Meeting Council Guidelines.	Poor to very good. Plenty of multi use facilities. Pavilions not always up to scratch.

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Knox City Council	Using combination of:- -Ground maintenance costs -Pavilion charges, and -Number of teams. *Ground and Pavilion Charges based on weighting system.	September 1996	All staff associated with the production of this policy have since left Council. Current staff members are not sure to what level the Community was involved.	Insufficient information from Council. Information obtained from some of the clubs in the area seems to suggest that clubs were not too happy with Policy and had difficulty understanding it.	Current staff not aware of reason for this Policy being chosen or others available.	Council does not have an official Capital Works Policy.	Clubs can apply for assistance, however there is no guarantee that monies will become available.	Generally the facilities in the Knox area are of a high standard.
City of Stonnington	Aiming for 25% of maintenance costs. Lease and Licence agreements also apply to some clubs, which involves a separate rental fee for grounds and pavilions. Rebates in place for clubs.	March 1996	User groups that use facilities were involved in developing Policy. Draft document was also provided to groups for feedback.	Groups were generally pleased with the Policy. Good feedback for the rebate system. i.e. rebates for Jnr. Teams, Disabled teams, Womens teams, and other minority groups.	Reason for choosing Policy was mainly due to the fact that the Policy encouraged clubs to participate and involve minority groups.	Council has a 1/3,1/3,1/3 Capital improvement policy. Generally clubs are expected to provide two thirds of the Capital Costs.	One third Council contribution and two thirds club contribution to Capital Costs. Generally clubs within a lease agreement expected to pay 100% of Capital Costs.	Have a wide range of Sporting facilities.

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City of Monash	City of Monash looking at a 10% recovery of the estimated expenditure of \$1.3million related to the maintenance of Sporting Reserves and Pavilions.	July 1997. 3% increase to previous Policy (July 1996)	This Policy was put together by Council Officers and put to Council with no Community contribution.	Surprisingly even though there was no community involvement in this Policy, it has been well received.	Council looked to strike middle ground between the former cities of Oakleigh and Waverley, resulting in a 10% recovery rate. Policy increases by CPI index each year.	City of Monash has a Development Improvement Policy.	Council assistance varies from providing 100% funding to establishment funding with no works assistance to shared costs. i.e. 50/50 and even less for above standard facilities.	Standard ranges from poor, to top of the line district cricket grounds.

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City of Boroondara	<p>The City of Boroondara aims at a 15% recovery of its maintenance costs based on a unit charging system which allocates units for the number of times a facility is used and its standard.</p> <p>Concessions are available to some clubs.</p> <p>All Reserves are managed by a special Committee of Council.</p>	December 1995	<p>Working party was put together from difference sporting groups.</p> <p>Draft report put up for comment prior to Council adoption.</p>	<p>Report well received initially.</p> <p>Have since had a few problems, in that they cannot invoice clubs until they receive all bookings.</p> <p>Currently reviewing Policy with working party.</p>	<p>Easy to implement.</p> <p>Policy takes into account the standard of the ground and number of hours used.</p>	<p>Council has a Capital Assistance for Sporting and Recreational groups Policy.</p> <p>Policy has a pool of \$1 million with a max of \$200,000 per organisation.</p>	<p>Council contributions would vary from application to application.</p> <p>Clubs need to meet criteria set out by Council.</p>	<p>Again a wide range of sporting facilities ranging from poor to excellent.</p>

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City of Glen Eira	<p>Looking to recovering between 15% - 30% of direct maintenance and administration costs.</p> <p>Looking to replace Committees of Management with Advisory Committees.</p> <p>Also looking to develop lease and licence agreements for use of pavilions.</p>	April 1997	<p>Policy development included input from a wide range of sources including, Councillors, Council Staff and Officers and Community and Club Representatives.</p> <p>A steering committee also developed to guide project.</p>	<p>Clubs initially were not too happy with Policy, but have since settled down.</p> <p>Did have trouble getting figures from Parks Department.</p> <p>Schools particularly unhappy with Policy.</p>	Felt that it was the best option for Council at that time.	Council has Capital Works Policy and has a Contract Manager to assess applications.	Pending Council budget and availability.	Sports facilities ranged from poor to excellent.

Chapter 10: Discussion Papers

10.1: Management of Reserves owned by Department of Natural Resources and Environment (DNRE)

This policy document notes that a number of Cardinia Shire reserves are located on crown land, with the responsible authority being the Department of Natural Resources and Environment. The sporting reserves that this applies to and their current management arrangements are:

<u>Name of DNRE Reserve</u>	<u>Management Approach</u>
Beaconsfield Reserve	Committee of Management appointed by DNRE
Bunyip Reserve	Committee of Management appointed by DNRE
Catani Reserve	Committee of Management appointed by DNRE
Cora Lynn Reserve	Committee of Management appointed by DNRE
Cannibal Creek Reserve	Committee of Management appointed by DNRE
KooWeeRup Reserve	Committee of Management appointed by DNRE
Pakenham Upper Reserve	Committee of Management appointed by DNRE
Upper Beaconsfield Reserve	Committee of Management appointed by DNRE

The management policy notes that for each of the above reserves, there may be some redefining of management responsibilities subject to Council's future relationship with DNRE in relation to sporting reserves. Before discussing how this may happen, it is important to understand the current responsibilities of both Council and DNRE in relation to these reserves, and the potential scenario if Council was to be appointed directly as Committee of Management.

<u>Responsibility</u>	<u>DNRE role</u>	<u>Council role</u>
Appointment of Committee of Management (Note: DNRE uses the same clause in the Act whether appointing a Council or community representatives as the Committee of Management)	Current Situation: DNRE accepts administrative responsibility for appointment of Committee of Management once Council has conducted the AGM.	Current Situation: Council conducts the AGM on behalf of DNRE and forwards the completed election results to DNRE for processing and appointment of Committee.
	If Council was appointed Committee of Management: Once DNRE has appointed Council as Committee of Management, it has no role in the community based management of the reserve. This is a one-off appointment.	If Council was appointed Committee of Management: As appointed Committee of Management, Council would appoint the Section 86 Committee of Management like it does for Council reserves.

Responsibility	DNRE role	Council role
Capital Development Funding	Current Situation: Committees of Management are able to access small amounts of capital funds directly through DNRE program (Crown Land Improvement Program – CRIP).	Current Situation: Council provides funding contributions for capital development.
	If Council was appointed Committee of Management: Council has not been able to access any funding from NRE for capital development in the past. A small funding program is now available to all Committees of Management including Council. (Crown Land Improvement Program – CRIP).	If Council was appointed Committee of Management: Council would provide funding contributions for capital development and may be able to apply for additional funds from DNRE.
Operational Funding: maintenance	Current Situation: No direct funding provided but will assist with risk maintenance issues like tree removal, where the Committee of Management has no financial capacity to cover costs.	Current Situation: Maintenance grants provided to all reserves. Council liaises with DNRE on behalf of Committees of Management for other matters like dangerous trees.
	If Council was appointed Committee of Management: No funding assistance provided.	If Council was appointed Committee of Management: Maintenance grants provided to all reserves.
Insurance:	Current Situation: DNRE covers reserves for public liability insurance, as land owner. Committees of Management need to provide their own insurance for assets they develop on the land.	Current Situation: Council covers facilities that it has contributed to through its capital development program.
	If Council was appointed Committee of Management: DNRE would cover reserves for public liability insurance, as land owner. Committees of Management (council) need to provide their own insurance for assets they develop on the land.	If Council was appointed Committee of Management: Council covers all facilities on the reserve for all relevant assets.

Currently, under the existing arrangements, Council's responsibilities, both financially and administratively, are reduced because the DNRE reserves are directly appointed by DNRE. There are advantages in keeping this situation as it is to ensure that Committees of Management have access to a widest range of resources and support (through both DNRE and Council).

All these reserves operate like normal public reserves, with Council providing maintenance funds to ensure appropriate standards of facilities are maintained. Committees allocate their facilities to clubs who become regular tenants, and further develop the reserves to suit the level and type of activity. All Committees of Management are eligible for local and state (SRV) government funding assistance for capital development. All sporting groups work through their associations who determine fixtures for the seasons on the available grounds – there is no difference between who owns or who is appointed to manage the reserves.

In addressing the question about whether Council should seek greater input into the management of the eight reserves that are currently directly appointed, the benefit of doing so needs to be clearly demonstrated. NRE would find it easier if all reserves were appointed directly to Council as they wouldn't have to re-appoint a committee every 3 years. Council currently assists the process of re-election, but doesn't have ultimate responsibility for the appointment of the Committees of Management. If Council was to become the appointed Committee of Management, then it would take on the responsibility of recruiting and appointing community representatives for a Section 86 Committee of Management, under the proposed management model.

As Council has responsibility for maintenance on reserves, and provides Committees of Management with annual grants, Council can set down conditions for the provision of the grant, in terms of the appropriate use and development of each reserve. Any capital project proposed by reserve Committees of Management must be approved by Council in terms of planning and/or building permits, so Council has a couple of opportunities to ensure that development on reserves (regardless of who owns or manages the reserves) is consistent with its strategic open space planning.

DNRE generally only gets involved in the activities of the Committees of Management for sporting reserves:

- to consider giving consent to development, when approached
- to consider risk management issues if Committees of Management experience financial hardship
- to receive funding applications for small projects under the Crown Land Improvement Program

It is then up to Council to develop a relationship with Committees of Management that encourages open and regular dialogue about use, activities, tenants and future plans for reserves. DNRE should be approached occasionally for update on Council's priorities and discussion of issues that both parties have with Committees.

It is therefore concluded that there is no significant benefit to be gained from changing the current management structure for DNRE reserves, but a lot of extra administrative work and some additional financial burden would be picked up by Council.

10.2: Maintenance costs for sporting reserves - details

Chapter 7 of the report, Financial Arrangements, recommends a scale of maintenance grants for Committees of Management of reserves, based on the types of facilities and degree of use. Only brief details were included in the report, and this paper provides further details about the costs associated with maintenance of reserves, and discusses the basis for the recommendations relating to these grants.

As financial information was collected from Committees of Management for consideration in the development of this policy, there are discrepancies in the accuracy of the figures and in the interpretation from committees about what was required. One of the recommendations in this policy is that more accurate figures are provided to Council by committees on a regular basis, which will, in the future, make this process of analysing the figures, more effective.

In the meantime, with the figures that are available from committees, averages have been calculated, allowing for the development of standard maintenance grants across similar reserves.

Seasonal: Grounds Summer/Winter:

Chandler, Beaconsfield, Bunyip, Catani, Mountain Road (oval 1), Cora Lynn, Worrell, Garfield, Gembrook, KooWeeRup, Lang Lang, NarNarGoon, Officer, Upper Beaconsfield.

Maintenance task	Average Cost (annual)
Mowing	\$2,267
Fertilisation	\$718
Aeration	\$452
Top Dressing	\$1033
Seeding	\$541
Weed Control	\$258
Wicket Cover	\$562
Water	\$1702
Line Marking	\$620
Surrounds- mowing/slashing	\$532
Grading-access roads	\$300
Weed Control-reserve general	\$433
Vandalism	\$676
TOTAL	\$10,094

Once the Committee of Management takes into account the user fees and allows some contingency for additional costs, the recommended grant of \$9,000 would be sufficient to cover the costs of maintaining each of these reserves. The above table provides a guide for Committees of Management and Council to evaluate actual costs incurred by each committee.

Seasonal: Grounds Summer only:

Cardinia, Mountain Road (athletics ground), Maryknoll, Pakenham Upper, Tynong.

Maintenance task	Average Cost (annual)
Mowing	\$1,315
Fertilisation	\$200
Aeration	\$100
Top Dressing	\$885
Seeding	\$700
Weed Control	\$370
Water	\$1332
Line Marking	\$75
Surrounds- mowing/slashing	\$400
Grading-access roads	\$90
Weed Control-reserve general	\$180
Vandalism	\$-
TOTAL	\$5,647

Once the Committee of Management takes into account the user fees and allows some contingency for additional costs, the recommended grant of \$5,000 would be sufficient to cover the costs of maintaining each of these reserves. The above table provides a guide for Committees of Management and Council to evaluate actual costs incurred by each committee.

Sole Use: Equestrian Year Round:

Bunyip, Catani, Josie Bysouth, Cannibal Creek, KooWeeRup, Lang Lang, Huxtable Road, Upper Beaconsfield.

Maintenance task	Average Cost (annual)
Arena Maintenance	\$1,468
Cross Country Course	\$300
Water	\$1496
Surrounds- mowing/slashing	\$1061
Grading-access roads	\$-
Weed Control-reserve general	\$-
Vandalism	\$-
TOTAL	\$4,325

(Note: These figures have been provided by only 12 facilities for each category, there needs to be more careful recording of actual costs and they need to be collated accurately to develop a clearer indication of actual maintenance costs.)

Where equestrian facilities are part of a larger reserve, funds to assist with costs of maintaining access roads, reserve surrounds and vandalism, etc have already been taken into account for seasonal users. Accordingly, it is suggested that the grant for maintenance for these equestrian facilities be 50% of the grant given to equestrian facilities that are exclusively equestrian and where the above costs will need to be covered by the Committee of Management.

Once the Committee of Management takes into account the user fees and allows some contingency for additional costs, the recommended grants of:

Neighbourhood Reserves:

\$1,000 equestrian only facilities

\$ 500 where equestrian facilities are part of seasonal reserve

District Reserves:

\$2,000 equestrian only facilities

\$1,000 where equestrian facilities are part of seasonal reserve

seem to be sufficient to cover the costs of maintaining each of these reserves. There are no equestrian reserves that would receive less (except for Lang Lang, which receives less for the entire reserve). The above table provides a guide for Committees of Management and Council to evaluate actual costs incurred by each committee, and if necessary the grants can be reviewed in the future when more accurate information is available.

Tennis:

When the costs for maintaining tennis facilities were considered, there were minimal costs that could be identified as maintenance specific to the courts (excluding court surrounds etc.). Often, clubs and committees have used maintenance grants to fund capital projects (ie. resurfacing of courts, upgrade to clubrooms, installation of security systems, etc). Tennis clubs are eligible under council's capital development program to apply for funds for capital projects, and should be encouraged to seek financial support in this way. The additional income that tennis clubs can earn through casual court hire would be considered sufficient to ensure that the clubs are able to maintain their facilities.

Netball:

While netball is very similar to tennis in the nature of facilities being purpose built and often fenced, there are a few differences that may reflect changes in their financial capacity. Netball courts are not locked up when not in use by netball clubs and are available as public (asphalt) open space – often used now for skateboard activities and casual ball games. There is therefore no ability to collect income from casual users like tennis clubs are able to. Netball facilities are often the target of vandalism and some clubs are expressing difficulty in financially coping with required maintenance. While there are minimum costs associated with maintaining asphalt (and major works to the courts fall under the capital works program that netball clubs are eligible to apply for), there are responsibilities for line marking, cleaning and sweeping of courts and the immediate surrounds. These factors considered, it is recommended that netball clubs receive a small annual grant of \$100 per court.

Reserve Surrounds:

Many committees included in their costs, allocations for maintenance of reserve surrounds. Council has undertaken to carry out regular maintenance on reserve surrounds through its parks and gardens contract. It is however acknowledged that in some cases, reserve Committees of Management are striving for higher standards than allowed for in Council's contract. In recognition of this, the seasonal reserves have an additional allocation for some surrounds maintenance. The issue however of improved performance of Council's contractor is a matter to be followed up with the contractor, given the amount of feedback received.

Where smaller reserves or clubs wish to improve the standard of surrounds maintenance, they can refer issues to Council, or cover the costs of maintenance from the income received from user groups and from casual hire of facilities.

Building maintenance / Toilet maintenance:

Building maintenance has not been considered in any detail in this policy, except to refer it to the reserves Committees of Management and responsible clubs. Equally, Council has not required any income to be paid from the range of activities that take place in reserve buildings. This issue is discussed in greater detail in the next discussion paper.

This policy requires that maintenance grants be spent on the maintenance of the sports facilities and not on building maintenance. The user groups and committees need to cover the costs of maintenance from the income they generate – budget information from Committees would suggest that sufficient funds can be raised to cover necessary costs. This policy acknowledges that committees are also eligible to apply under Council's capital works program for upgrading and extensions to facilities if the funding guidelines are satisfied.

Additionally, the policy also acknowledges that buildings on reserves can often be targets for vandalism, and that committees and clubs are limited with the amount of vandalism they are able to repair from their own funds. The policy recommends therefore that in the management agreement for each reserve, a maximum amount for the committee or club to cover for vandalism be defined, after which point, Council covers the costs of (vandalism) repairs for the remainder of the financial year. If a facility is constantly being repaired as a result of vandalism, Council may need to discuss alternative construction or management options with the responsible committee or club.

Under Council's current insurance arrangements, if Clubs or Committees of Management refer a claim to Council for repairs, the Committee of Management must pay the \$2,000 excess required by Council's insurance company. This issue must be considered when agreements are prepared so that both Council and Committees know what is expected of them when incidents arise requiring a claim on insurance.

10.3: Revenue-raising activities in buildings on public Sporting Reserves

Cardinia Shire Council has in the past had little involvement with the activities of Committees of Management in relation to buildings on reserves, except funding capital improvements and providing necessary insurance cover. While this policy has not suggested any change to this situation at this stage, a number of questions have been raised.

- To create an equitable policy for reserves, should consideration of use of buildings be included?
- Should pavilions be charged for separately, or included in the seasonal use ground fee?
- Should clubs and committees be charged a fee by Council for income generating activities?
- Would a charge placed on such activities still encourage increased participation by the community in the range of activities offered by community facilities?
- How can the community benefit from income generating activities taking place in public facilities?
- Should committees/clubs who are making significant income from the hire of facilities subsidise the maintenance of the reserve and facilities?
- Is Council entitled to a return on investment where it has partly funded a facility that is used by a committee/club to generate income?
- How is overall maintenance affected by increased traffic and use of a reserve due to income raising activities?

This is a complex set of questions and there is no easy answer, particularly as historically, Council has no accurate records of the facilities in terms of who has developed or contributed to them, what takes place within each facility, how much is charged and what is the extent of revenue to committees/clubs. Council has already requested some information to be provided for insurance records, as Council is covering casual hirers under a blanket policy for all its facilities.

A useful starting point for this policy is to begin collecting detailed information from each committee about its reserve buildings, including:

1. Components, when they were constructed and who paid for them
2. Details of insurance policies held by clubs and committees in relation to the facilities
3. A list of the regular/seasonal tenants and what the management arrangements are for ground use as opposed to pavilion/change room/social club use
4. The types of casual users who make use of the facility and frequency of use
5. Hire charges and conditions of use for users
6. Income and expenditure details for each building
7. Licensing that applies to the facility
8. Other details that provide Council with a full picture of the use of each facility

Clubs and Committees of Management should be consulted about their opinions in this policy issue and more detailed consideration can be given to the future policy direction once accurate information is available.