

# **Harold Fraser Reserve Public Service and Sports Amenities Buildings**

## **Plan of Management**

January 2008

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**Kogarah Council**



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## Executive Summary

- This Plan of Management applies to all land which is described as part Lot 2, DP 133451, 290 Princes Highway, Kogarah Bay (Refer diagram following). In accordance with the requirements of the Local Government Act 1993, to permit further use of the site, Council is required to prepare a Plan of Management for this site. This will provide future strategic direction and policy for the planning, management and development of the site. To enable optimum benefit to be obtained from any proposed improvements, and that will complement the overall performance of Harold Fraser Reserve as a valuable recreational community asset, it is necessary to prepare a strategic framework and an action plan for this part of the site. This will also permit the issue of a lease for the use of the subject sites by Kogarah State Emergency Services and local sports clubs and other potential interested community groups.
- Because of its location within Harold Fraser Reserve and proximity to Carss Bush Park and Todd Park, for which a plan of management has been prepared, integration is sought between these plans and any future plan for the adjoining Parkside Drive Reserve.
- The use of the site by Kogarah State Emergency Services has occurred since 1988, and more recently by the St George District Cricket Club and Carlton Rovers Soccer Club.
- It is not proposed to change the current operation of these facilities, however it is appropriate to confirm the current and anticipated operational requirements, and any planned alterations to the building structures on the site.



Photo1: The Emergency Services Building and Sports Amenities building located within Harold Fraser Reserve, and attractive and well used open space facility.

# 1. Introduction

This Plan applies to all land which is described as Lot 2, DP 133451, 290 Princes Highway, Kogarah Bay. Kogarah Council is the principal landowner. The site is located within the Harold Fraser Reserve, and has a total area of approximately 1,470 square metres. Occupied by two existing buildings currently used by St George District Cricket and Carton Rovers Soccer Clubs and the Kogarah State Emergency Services, this site forms part of the larger Harold Fraser Reserve, which includes a range of passive and active recreation uses. Unless otherwise stated, the use of the term or phrase “site” or “study area” refers to the site currently occupied by the Harold Fraser Reserve Public Service and Sports Amenities buildings. It is anticipated that a Plan of Management will in the future be prepared for the remaining area of the Harold Fraser Reserve. The plan has been prepared having regard to the objectives and values expressed in the Carss Bush Park and Todd Park Plan of Management, and seeks to integrate the future use of the study area with the broader objectives of these nearby recreational and open space areas.

The plan reviews the current operational needs of the site, examines a number of potential uses for this community classified land, documents the results of the consultation program which has been completed and recommended initiatives for the future improvement of the site.



Photo 1: The Emergency Services building occupied by Kogarah State Emergency Services



## 2. Structure of the Plan of Management

This plan of management has been prepared in a format that first describes the site and explains in summary the events which have occurred that help to explain its current composition and operational needs. This is also explained in the review of the recent site operation, and the information obtained from residents living nearby and users of the facility within Harold Fraser Reserve. Assessment of the strategic needs of the site is completed using the recommended land management categories specified in the provisions of the Local Government Act 1993.

Information regarding the planning and development of the subject site, and land assessment information about the natural and man-made resources on the site are reviewed in the body of the document. An appendix is provided which summarises the outcome of the individual interviews and the postal questionnaire.



Photo 3: The sports amenities building occupied by the St George Cricket Club and the Carlton Rovers Soccer Club and the caretaker of the Reserve.

### 3. Study Area

Harold Fraser Reserve is located along the Princes Highway, and to the north of Kogarah Bay. The subject site is located within the Harold Fraser Reserve and closely associated with the adjoining Parkside Drive Reserve, Carss Bush Park and Todd Reserve, which collectively are important community assets and contributes to the lifestyle and environment for both residents and visitors. In total these sites provide a focal point for a wide range of outdoor recreation and contribute greatly to the recreational and landscape resource of the St George Region.

As a starting point it should be noted that the Harold Fraser Reserve is an attractive area of parkland with significant vegetation features. As part of a linear open space system it makes a significant contribution to the surrounding residential area, and these facilities comprise the area covered by this plan of management also have a significant relationship with the overall Reserve.

The demographic composition of the area that surrounds Harold Fraser Reserve is highly relevant in the consideration of the future use and services that the two buildings that are the subject of this plan and the surrounding parkland can provide the community. The key features of this area that are notable are as follows:

Kogarah has a higher than average aged care population and the rate of growth of the 80 year and older group is six times that of the rest of the population.

The proportion of males and females in the 15-19 year age group is also high, and given the relative popularity of soccer and cricket on a statewide basis (NSW Government Inquiry Into Sportsground Management, 2006), this would indicate continued demand for the use of the amenities building on the site. In regard to sports participation, soccer played by children is ranked first and by adults is rated ninth (ibid p.5). In a ranking of participation for the top sporting and recreational activities in NSW in the past five years, outdoor soccer has maintained its position, and is ranked fourth as the fastest growing ranking. Cricket participation has declined moderately within NSW, however in submissions to the Inquiry into Sportsground Management, the participation rates in some parts of Sydney are currently restricted by the unavailability of playing fields (ibid p.3).

A key consideration in the future treatment of these facilities is also the growing significance of the recreational and environmental value of the Harold Fraser Reserve. The visual quality of the Reserve is already high, and with ongoing revegetation and improvement works, it will become an even more valuable community asset. Within this context, any redevelopment or refurbishment of the public service and sports amenities buildings would desirably also contribute to this improved visual quality and character. The design of building wall and roof systems, material selections and landscape treatment can potentially contribute to the overall quality of the Harold Fraser Reserve.

The Harold Fraser Reserve has a generous frontage to the Princes Highway, and makes a significant contribution to the visual quality of the streetscape. Views from the Highway to the public service and sports amenities buildings are limited, due the scale of the fig trees located in the adjacent carpark.

Within the Reserve the Public Service and Sports Amenities buildings are well separated from the surrounding residential area, which is comprised generally of villas on larger allotments. At the western edge of the site fronting Princes Highway is a mixed use, business and medium density housing development. The orientation of the buildings is towards the south-east across the Harold Fraser Oval which again provides for attractive views along the open space corridor.

The external appearance of the buildings is variable, with the external storage areas of the Kogarah State Emergency Services building being an unattractive element within the Reserve. The sports amenities building is of limited size, and has screen planting on the north side that effectively conceals the building when viewed from the carpark.



Photo 4: The section of the Emergency Services Building proposed for additional storage areas.



Photo 5: Apartment development adjacent to the carpark area.

## 4. Property Details

Under the Kogarah Local Environment Plan 1998, the subject area is currently zoned 6(a) Open Space (Public). Its use prior to being used for recreation purposes was as a caravan park.

Within the Green Web-Sydney, a metropolitan wide initiative to establish a green web of native vegetation and habitat corridors, the site is included in an area designated as Habitat Reinforcement. Council requires the planting of native trees and vegetation to establish a green web link for migrating birds and habitat opportunities. This is particularly relevant to the contiguous open space corridor between the Princes Highway and Kogarah Bay, which can provide an effective fauna migration route to and from the coast.

The previous history of site operation indicates that there is a low level of risk that the site contains any form of contamination. While the Carss Park area to the south has some portions of land affected by Acid Sulphate soils, the Harold Fraser Reserve is well separated from the coast.

The buildings which occupy the area included in the draft plan of management comprise brick and tile construction and have a floor area in the emergency services building of 330 square metres (including external storage) and in the sports amenities building of 90 square metres. In addition to the building occupied by the Kogarah State Emergency Services and St George Cricket/ Carlton Rovers Soccer Clubs is an external storage container and a carpark. The age and condition of these buildings is such that their replacement is anticipated in the future.



Photo 6: Playing field used for Cricket and Soccer

## 5. Land Classification

Under the provisions of the Local Government Act, 1993 Council has resolved to classify the land in Harold Fraser Reserve in its ownership as “Community Land”. Essentially, the purpose of this classification is to identify land that should be kept for use by the general public (community)

### 5.1 Land Categorisation

The Local Government Act also requires the Categorisation of Council owned land. The purpose of classifying the land “community land” and then proceeding to categorise the land into management units is to assign core objectives to provide clear direction in the management for the various types of landscapes and their resources. Landscape components of the subject site should be managed to sustain and complement the purpose, function and quality of the various land resources to preserve the existing character and amenity. The Act provides a number of land categories that can apply but the preferred category must be representative of how the land is used or intended to be used, the generally land management categories including:

- a. Natural Area
- b. Sportsground
- c. Park
- d. Cultural Significant Area
- e. General Community Use

It is proposed to categorise the study area General Community Use so as to provide facilities on the land to meet the current and future needs of the local community and the wider public.



Photo 7: Aerial photograph indicating the Harold Fraser Reserve and surrounds.

## 6. Brief History of Site Development

Under the Kogarah Local Environment Plan 1998, the subject area is currently zoned 6(a) Open Space (Public). Prior to its current use by the Kogarah State Emergency Services the building was used as the caretakers residence for the operation of a caravan park that once occupied the site. Since the establishment of the facility in this location, there has been limited number of operational matters that have been addressed by Council.

- Development Application was lodged for a storage shed on 7<sup>th</sup> July 1987
- Development Application lodged for the use of the Bicentennial Community Centre by the Kogarah SES and other community organisations (re scouts, etc) between 8.00am – 12.00 pm. The application noted that the SES operate an emergency vehicle equipped with safety/rescue gear, including small portable electric generators (1.5 hp).
- At a Council meeting on the 2<sup>nd</sup> May 1988, it was resolved that the Kogarah Branch of the SES organisation be permitted to occupy the Bicentennial Community Centre ( File B302 /290)
- Application was made for the 30 metre high radio mast on 23<sup>rd</sup> January 1989. Authority was also sought for the installation of two flagpoles. ( 25<sup>th</sup> August 1988).



Photo 8: The existing storage area of the Kogarah State Emergency building, which is proposed for replacement with a more appropriately sized building.

## 7. Recent Operation

Operation of the public service and sports amenities buildings during recent years has allowed the assessment of a number of key operational issues, which include the adequacy of access to the site, the availability of carparking, the suitability of the premises for the activity, and any potential site impacts.

### 7.1 Traffic and Access

The entrance point to the carpark which services the Kogarah State Emergency Service, is considered by Council's traffic engineers to be generally adequate, however alterations may be required to the opportunity for vehicles turning into the site.

### 7.2 Operational Times

The operation of the Kogarah SES has generally been on one late afternoon and evening per week. During an emergency, the centre will operate on a continuous basis until the matter has been addressed. Given the relative infrequency of these events this is not likely to occur very often. The operation of the St George District Cricket Club between September and March occurs principally on Saturday and Sundays. The Carlton Rovers Soccer Club use the facility from March to September.

Community consultation described later in this plan has confirmed that there are no matters of concern regarding the operation of the Kogarah SES, and limited comment regarding the use of the sports amenities building, but some disappointment regarding the conduct of players and supporters at the Carlton Rovers Soccer Club games.

### 7.3 Surrounding Activities

The nature of the surrounding land use is useful in providing some passive surveillance of the site. This is particularly relevant to the apartments located to the south of the subject site, which have a view across the carpark towards both the SES and sports amenities building. Most recently lighting has been installed in the carpark. The community is pleased with the introduction of the lighting which has been significantly increased the public's sense of security for evening users of the park.

### 7.4 Future Expansion Requirements

Expansion of the Kogarah State Emergency Services building is proposed. This is to provide for increased storage for vehicles and a flood rescue boat. In the longer term the sports amenities building will require replacement and expansion to provide an adequate sized and configured facility for two competing teams and amenities for visitors to these events.

## 8. Consultation

It is recognised that the success of the Plan of Management will be greatly determined by the extent to which key stakeholders are aware of and able to effectively participate in the plan preparation process, and can continue to support the initiatives included in the plan.

The consultation process adopted in the formulation of this plan of management included the following:

- Individual interview surveys of residents of six key properties located adjacent, opposite or nearby to the site. These sites were identified because of they are in close proximity to the Kogarah State Emergency building, the St George Cricket Club building or the activities which relate to these buildings. A copy of the interview questionnaire is provided in Appendix A;
- A meeting was held onsite on 23<sup>rd</sup> May 2007 with representatives from the Kogarah State Emergency Services and the St George Cricket Club.
- Contact was made with a representative from the Carlton Rovers Soccer Club and a submission obtained from the club committee.
- A survey questionnaire was hand delivered to a total of 140 properties located in the area surrounding the subject sites. A copy of the postal questionnaire is provided in Appendix C; and the extent of the distribution is identified in the plan following.
- Contact was made with the Councillors and relevant officers of the Kogarah Council.

A summary of the outcomes from these various consultations is provided as follows:

### 8.1 Residents Observations

The results of the personal interviews with residents of the six key sites confirmed that there would be no real value in completing additional individual interviews with residents in the surrounding area. This is because the site specific nature of the plan substantially limited the scope of interest of residents. If the plan of management applied to all areas and activities within the park it is anticipated that the level of interest if residents will be higher. The activities associated with the Kogarah State Emergency Services building, such as the use of the carpark, or the occasional use of outdoor areas for training, were the main aspects of interest to residents. The occupancy of the site within Harold Fraser Reserve was generally supported by residents who were interviewed because they were aware of the volunteer basis of the organisation, and of the strategic value of the site within the Reserve. The limited use of the premises by the SES was also noted by residents who believed that they had a very limited impact on the overall site. In regard to the use of the site by the St George Cricket Club and more recently the Carlton Rovers Soccer Club, there was an overall acceptance of the need to provide for active recreation uses in this location. The effect of the use of the site for Cricket is considered by residents to be minimal, with many residents being unaware of the consistent use of the pitch each Saturday between September and March. The effect of balls hit from the oval into adjacent properties is also considered to be minimal, with the only recorded damage occurring to the roof of the Kogarah State Emergency Services Building, although this has not been confirmed by the St George Cricket Club.

It was not possible to interview the residents of the apartments located to the west of the site due to the security arrangements for this building. The proximity of the apartments to the carpark which services the Kogarah SES building and the St George Cricket Club/ Carlton Rovers Soccer Club building, is an aspect of the site operation will requires close assessment. Information obtained from the hand delivered written survey is to be relied upon in this instance.

Of the matters noted by residents the following items could be effectively addressed by the plan of management for the sites occupied by the Kogarah State Emergency Services and the St George Cricket Club/ Carlton Rovers Soccer Club:

- the need to inform residents of any changes to the use of the sportsground by either the Cricket or Soccer Clubs (it was suggested that the commencement of the use of the ground by the soccer club occurred without notification of some residents);
- usefulness of informing the residents living next to the drainage channel if this area is to be used for night-time training by the Kogarah SES;
- the effect of additional external shipping containers, which are used for green keeping equipment needs to be assessed; and
- the effect of litter left after the use of the oval for soccer matches.

## 8.2 Kogarah State Emergency Services

Information provided by Mr Warwick Carey and Mr Ashley Sullivan, in regard to the operation of the Kogarah Emergency Services building, confirmed that the following:

- the Kogarah SES have been operating on this site since 1988, and prior to this date they conducted training sessions in a hall at Hurstville;
- the siting of the current building is considered to be strategically very useful, because of the position of the Harold Fraser Reserve within the municipality generally;
- the main use of the building is each Tuesday 3.00pm and 11.30pm for training purposes;
- of the total 62 staff, up to 55 members attend the training session;
- the current facilities in the building comprise office areas, operations room, amenities (toilets, showers and change rooms), rescue room, storage rooms, and outdoor storage areas;
- there is a requirement for the storage of large SES vehicles on the site. Currently they are stored at the Kogarah Council depot. This requires that these vehicles be brought to the site for loading prior to dispatch. There is also a requirement for additional storage area for a boat on the site;

- carparking occurs in the adjacent area, and this area is generally full during training evenings. Congestion may occur when other activities occur on the site;
- the proximity of the oval in providing an area for helicopters to land is critical to the operation of the emergency facility;
- the overall safety and security of the premises is generally adequate. The security firm which monitors the building has a quick response time;
- the masonry gates at the access point from the Princes Highway are sometimes a restriction to vehicle movement at times when the entry and existing of vehicles coincides;
- the condition of the carpark is poor in winter, and requires attention;
- emergency events occur infrequently ( eg major bushfires in 1994); and
- provision is required for the storage for a 10 metre boat and larger trucks at the Depot site.

### **8.3 St George District Cricket Club**

In discussion with Mr Jon Jobson, Chief Executive Officer of the St George District Cricket Club, reference was made to the following matters:

- current club membership is approximately 70 persons, plus a significant number of non-playing members;
- Harold Fraser Sportsground is used by the 3<sup>rd</sup> and 4<sup>th</sup> grade cricket teams for match play on Saturdays from September to March;
- the change rooms are used by the “home team” for cricket and soccer;
- overall condition of the ground is rated low within the region generally;
- the amenities building is very unsatisfactory, with upgrading of the dressing rooms, umpires room and canteen required. This is due to the inadequate size of the rooms and the increased requirement for players equipment storage;
- it is considered that a new pavilion with two sets of change rooms, toilets and rooms is desired;
- the current arrangement of sharing the Green-keepers office as the kitchen area for the soccer and cricket clubs is not satisfactory;

- improvements which have been completed by joint ventures with the NSW Department of Sport and Recreation, Council and the Club include the perimeter fence (\$60K) and mobile sight screens ( total \$15K); and
- Council's upgrading of the wicket in the 2007 winter season at a cost of \$50K.

## 8.4 Carlton Rovers Soccer Club

A written submission received from the committee of the Carlton Rovers Soccer Club provides information about the previous use of the Harold Fraser Reserve, which is principally during the autumn and winter seasons on Saturdays and Sundays. The Club, which was formed in 1980 has been based in the Kogarah district and currently comprises 80 players ( All Age A – 1<sup>st</sup> Grade and Reserve Grade squads, All Age B – 1<sup>st</sup> Grade and Reserve Grade squads and 2 over 35's A teams) who play in the St George Soccer Football Association. This submission identifies the requirement for:

- Canteen area for the preparation and serving of food;
- Separate toilet facilities for women and children;
- Feasibility study to investigate the possibility of installing lighting to permit night training or occasional games;
- Home and away team rooms;
- Referees Room; and
- Storage area.

In their written submission Carlton Rovers Soccer Club confirmed their willingness to coordinate with the Kogarah SES in the operation of this facility.

This response is consistent with the request from the St George District Cricket Club, which indicates in the future a comprehensive improvement in the facilities on the site is required. Ultimately these facilities would be constructed to provide for shared use by a number of sporting clubs in this location.

## 8.5 Kogarah Council

Advice from the Roads and Traffic Section of Council has confirmed that a request has been made by a nearby resident that a "No Right Turn" restriction be installed in the break in the median island at West Street, and so that northbound traffic on the Princes Highway cannot stop and turn into Harold Fraser Reserve. This will address the hazard arising from a potential rear end collision along the Princes Highway. Although this would be acceptable to both Kogarah SES and Council' Roads and Traffic Section, approval would be required by the RTA.

## 8.5 Written Questionnaire

The results of the written questionnaire are provided in the attached Appendix 1. The responses to this brief questionnaire confirmed an overall appreciation for the visual quality and the recreational functions of the Harold Fraser Reserve. Residents have generally occupied the properties adjacent to

the sports amenities and emergency services buildings for an average of approximately 20 years, and this demonstrates the desirability of this location.

Key stakeholders agreed that the current occupation of the Harold Fraser Reserve buildings by the Kogarah State Emergency Services, St George District Cricket Club and the Carlton Rovers Soccer Club is an acceptable and positive use for these facilities in the Reserve.

The need to upgrade the Kogarah State Emergency Services building was acknowledged and acceptable to residents, with the only reservation being that the visual quality of the Reserve be maintained. Some residents did however have the impression that the condition of these buildings was very adequate and they were unaware of the poor quality of the construction and the inadequacy of the internal configuration of the emergency services and sports amenities building.

Some concerns were noted by residents living in close proximity to the Harold Fraser Oval regarding the conduct of spectators during soccer matches. There were no comments of concern in regard to the playing of cricket matches, and some residents noted the enjoyment they obtained from watching the match from their own properties.

Residents are generally unaware of the inadequacy of the sports amenities building, and the need in the future to provide improved change-rooms. Community acceptance of the existence of these facilities is generally based on the operation of club activities being modest, and maintaining the priority of public access to the Reserve. Future upgrading of the sports amenities building will need to limit the visual and functional impacts on the site, and maintain public access to all areas of the Reserve.

Complementary comments were made about the level of maintenance of the Reserve, and of the diligence of the current caretaker in completing his work.



Plan showing extent of consultation

## 9. Issues Assessment

Key issues relating to the future value of the site have been identified through a process which:

- determines the existing value of the site assets and assessment of the factors that may have an effect on its future value;
- consultation with key stakeholders ( authorities and agencies); and
- consultation with the local community.

Based on this process the following values have been identified as being of importance:

- Community use;
- Informal- active and passive recreation.

Review of the results of the consultation indicates that minimal concerns exist about the operation of future recreation and community activities on the site have been addressed. The main issues identified have been addressed in formulating a strategy for the future use of the site may be summarised as follows:

- improved composition of the buildings in providing more effectively for the needs of the Kogarah State Emergency Services in organising and undertaking training and operations within the Reserve;
- future upgrading of the sports amenities building to provide for the more effective use by the St George District Cricket Club and the Carlton Rovers Soccer Club and the caretaker of the Harold Fraser Reserve;
- a requirement to improve the surface condition of the carpark, particularly during the winter months;
- improvements in the designation of emergency access routes into and out of the Kogarah State Emergency Service Building from the carpark;
- further consultation with the RTA is required regarding potential improvements to the access to the site from the Princes Highway, by removing the capability for a right turn movement;
- there is a need to encourage higher standards of behaviour by a small number of spectators attending soccer matches at the Reserve, to reduce the effect on neighbouring properties; and
- maintenance of the visual quality of the site, through the careful siting, restricted scale and selection of building materials and colours to achieve effective visual absorption.

Assessment of the overall demand for the recreation and open space needs of the Kogarah Bay area, and Southern Sydney generally has been confirmed in recent investigations, studies and inquiries. The

outcomes of these investigations, which are relevant to the future use of the sports amenities building are as follows:

- The report on the Inquiry into Sportsground Management in NSW (Report No. 53/08-November 2006 p.3) has identified that due to the projected increase in population levels, there is an immediate requirement for additional soccer and cricket facilities with the State. This is because the participation rates in sporting activities has been increasing for more than twenty years. The NSW Government submission to the Inquiry notes that in the top ten sports participation by children, soccer is ranked first, and cricket ranked sixth. For adults, soccer is ranked ninth. Over the past five years, participation in the top sporting and recreational activities in NSW has shown that soccer has demonstrated a consistent position, and cricket though slightly less highly ranked, have maintained their position within the top 15 sporting and recreational activities. The recommendation of the Inquiry is as follows:

“The Committee recommends that (in regard to the provision of sportsgrounds), that each Council, in conjunction with sporting clubs/associations in its area, should develop a strategic plan of management, demonstrating partnership arrangements with other clubs to manage increasing demand on facilities and acknowledge shifting sports requirements across the community. ....” (ibid, p. 12)

The need for continued access to existing sporting grounds is acknowledged by the proposed ongoing use of the Harold Fraser Reserve for both cricket and soccer.

- In Assessing Sydney’s Recreation Demand and Opportunities (Department of Infrastructure, Planning and Natural Resources) it is confirmed that overall there will continue to be growth in demand for sports and recreation facilities, however demand will differ across the city. A significant demand for outdoor sports grounds in south Sydney was noted. The priorities noted for Southern Sydney in terms of gaps in delivery were for more and better used sports fields, more passive informal park, particularly with upgraded playgrounds, and services such as shade, seating and signage ( ibid. p. 10).

The continued use of the Harold Fraser Reserve for cricket and soccer is consistent with the assessment of the current demand for sports and recreation facilities within South Sydney generally.

- Kogarah Council Leisure and Recreation Strategy –Action Plan HM Leisure Planning Pty Ltd and Inspiring Place Pty Ltd Volume 3. identifies a number of principles that should underpin decisions on leisure and recreation in the city, which specifically apply to the future use of Harold Fraser Reserve which include:

Principle 7: Multi-use and Efficiency such as “Only supporting leisure and recreation provision initiatives which are designed to facilitate and encourage multi-use.

Principle 10: Partnerships and Shared Responsibility for example “ encouraging shared leisure and recreation venue use and management regimes between clubs and/or community groups

This is also expressed in the Policy Position of Council which requires that “5. Council will encourage a transition to a shared or multiple occupation of existing grounds, facilities, clubrooms and social activities. “ (ibid p. 12).

The current arrangements which apply to the shared use of the Harold Fraser Reserve by the St George District Cricket Club and the Carlton Rovers Soccer Club, is consistent with these principles. The continued shared use of the current and future upgraded sports amenities building is also consistent with this principle.

- Of the six key decision areas identified in the Kogarah Council Leisure and Recreation Strategy Action Plan. The following are directly relevant to the Management Plan:

3. Maintaining, upgrading and redeveloping existing leisure and recreation facilities

4. Maintaining and upgrading existing, and developing new leisure and recreation programs

5. Upgrading the existing, and developing new leisure and recreation services. (ibid p. 14)

The future upgrade of the sports amenities building is also consistent with the key directions of the Strategy Plan.

- Within the key decision areas of the Recreation Action Plan which seeks to build operational processes and policies in the Council and in the wider community,

Initiative 5: Ensure that master plans and management plans prepared for recreation and open space venues are based on the a comprehensive assessment of demographic, residential development, leisure trend and need information, and that they are developed in the context of their contribution to the overall set of leisure opportunities. Adopt the hierarchy open spaces to assist identify priorities.

Initiative 6. Improve the safety, use and attractiveness of existing informal open spaces through the improved lighting, security, footpaths and street landscaping.

These initiatives can be effectively supported by the continued improvement of the sports and amenities building and the surrounds within the Harold Fraser Reserve generally.

## 10. Site Development Initiatives

The potential uses nominated for the existing club buildings are not anticipated to change in the short term. The anticipated expansion of the Kogarah SES is to be accommodated by the Plan of Management, and acknowledgement is required of the likely future replacement of the sports amenities building. The site coverage required for this upgraded amenities building is anticipated to be substantially larger, and could also comprise a two-storey form of construction, although this has not been confirmed. By way of example:

- The potential uses for the Harold Fraser Reserve public service and sports amenities buildings and appurtenant areas include recreation and community activities. Information was gathered at the meeting held with representatives from the Kogarah State Emergency Service, St George District Cricket Club, and Carlton Rovers Soccer Club ; interviews with local residents and the results of postal questionnaires to confirm that the users for the building are to meet with the following performance requirements.
- **Community Focus:** The facilities within the Harold Fraser Reserve have been confirmed as being of significance to the local and wider community. The Kogarah State Emergency Services building provides a recognised service to the local area and is strategically positioned to provide access to the metropolitan area and the bay. The sports amenity building is highly valued by the local cricket and soccer clubs and currently used by a number of teams. Provision is not however made for visiting teams. The office area that is used by the caretaker for the reserve doubles up as a kitchen area for the sports Clubs. This is an unsatisfactory arrangement and imposition on the site management of the reserve.
- **Hours of Operation:** The current extent of use of the facilities within the Harold Fraser Reserve meets with the requirements of the State Emergency Services, sporting groups and the local residents. In the longer term interest has been expressed by the Carlton Rovers Soccer Club to investigate the provision of lighting of the Harold Fraser Oval. This will require further consideration by the residents who live immediately adjacent to the oval, regarding the potential associated effects of light dispersion, noise and parking and access to the site of an evening for sports use. This request is outside the scope of this site specific plan of management and should be considered when a comprehensive plan is prepared in the near future.
- **Noise Generation:** Current noise generation from the site is generally acceptable to residents in the properties surrounding the Reserve, and this may be part due to the proximity of the Princes Highway. Spectator noise during some soccer matches is of concern to residents of some neighbouring properties.
- **Environmental Values:** The building facilities included in this draft plan of management do not include major environmental features. The carpark that is associated with these facilities does have large fig trees that are significant environmental features. The maintenance of the health of these trees is important. With any planned upgrading of the buildings on the site, it is appropriate to require improved landscape treatment, particularly if wall construction is to be metal or concrete.

- **Drainage Management:** No major alterations are proposed to the drainage arrangements on the site. The extent of runoff as a result of the proposed extension of the Emergency Services building will not substantially alter the drainage management system which is currently in place. It is desirable however that the installation of a water collection tanks be considered as part of the future improvements to both of the buildings on the site.
- **Carparking and Access:** A portion of the carpark area that is accessed from the Princes Highway is included in the plan of management. Because the carpark is not sealed it becomes muddy and slippery during wet winter months and requires an appropriate surface treatment to drain the water off the parking surface.
- The continued protection of the large fig trees within the carpark and parkland is essential. Any works in the carpark to improve the surface will need to ensure the protection of the trees extensive root systems.

The area surrounding the Harold Fraser Reserve Public Service and Sports Amenities buildings comprise open space for active and passive recreation area, tennis facilities and links to the adjacent residential area, which will be examined in a comprehensive future plan of management.

There are no significant changes proposed by the Kogarah State Emergency Services, St George District Cricket Club and Carlton Rovers Soccer Club in how they use the buildings in Harold Fraser Reserve.

## **10.1 Kogarah State Emergency Service Building**

The intended upgrading of the storage areas of the Kogarah SES will increase the building envelope on the site, and modify the required access arrangement from the carpark. The hours of operation of the building will continue to be for training on Tuesday afternoon – evenings between 3.00pm and 11.00pm. During an emergency, the facility operates 24 hours/day over 4 day periods, depending on the magnitude of the event.

In the long term the Kogarah State Emergency Services office and administration building is to be replaced. This building is anticipated to be a two storey building form which will not require modification to the extent of site coverage.

The radio tower located on the south side of the administration building is no longer used by the Kogarah SES and can be removed and sold for recycling.

The open space areas immediately surrounding the SES building will continue to be used access and for passive recreation. At specific locations within the Reserve special training activities will also occur.

It is understood that due to the legislative arrangements that govern the operation of the State Emergency Service facilities these cannot be shared with other community uses.

## **10.2 St George District Cricket Club & Carlton Rovers Soccer Club**

Both of these clubs seek to upgrade the size and quality of the Sports Amenities Building, but resources have not yet been allocated for such improvements estimated to be in excess of \$300,000 for a new complex.

## 11. Values Based Response

By addressing the importance of the expressed values of the site, the unique qualities and characteristics of the site identified through the community consultation process can provide the basis of the management plan. Based on the preliminary consultation conducted, the expressed values of the site are its potential open space and its function as a potential resource for passive recreation. Features of the open space that are highly valued are its proximity, accessibility, and visual quality. The potential informal recreation function of the site is seen as an important value. This is because the site offers sufficient space for informal passive recreation activities.

There is a generally held community belief in the importance of providing a site for the Kogarah State Emergency Services building within the Harold Fraser Reserve, and this is due to community support for the voluntary nature of the organisation, and the service it provides.

In regard to the operation of the sports amenities building, there is also a general acceptance by the community consulted during the preparation of this plan of management that this is a legitimate use of the Reserve. There is a higher level of acceptance for the use of the facility by the local cricket, than the local soccer club. This is because some inappropriate behaviour by spectators attending soccer matches has been of concern to residents of some neighbouring properties.



Photo 9: The use of the Harold Fraser Oval is intrinsically related to the operation of the sports amenities building.

## 12. Management Requirements

Goals and objectives have been formulated for each of the identified values of the site.

**Value:** Community Use

**Goal:** To maximise the utility of the existing buildings on the site, and to continue to provide for the delivery of community infrastructure for the operation of the Kogarah State Emergency Services, and a venue for the local cricket clubs.

- **Objectives:**
  - To maintain the effective operation of the premises used by the Kogarah State Emergency Services for the purposes of conducting training of volunteers and conducting an operations centre during an emergency event.
  - To provide for a range of community activities on the site within the premises occupied by the local cricket clubs
  - To integrate the facility with the surrounding residential area.

**Value:** Sport & Recreation

**Goal:** To maintain and promote the use of the site for a wide range of ancillary sport and recreation activities commensurate with the size and context of the site.

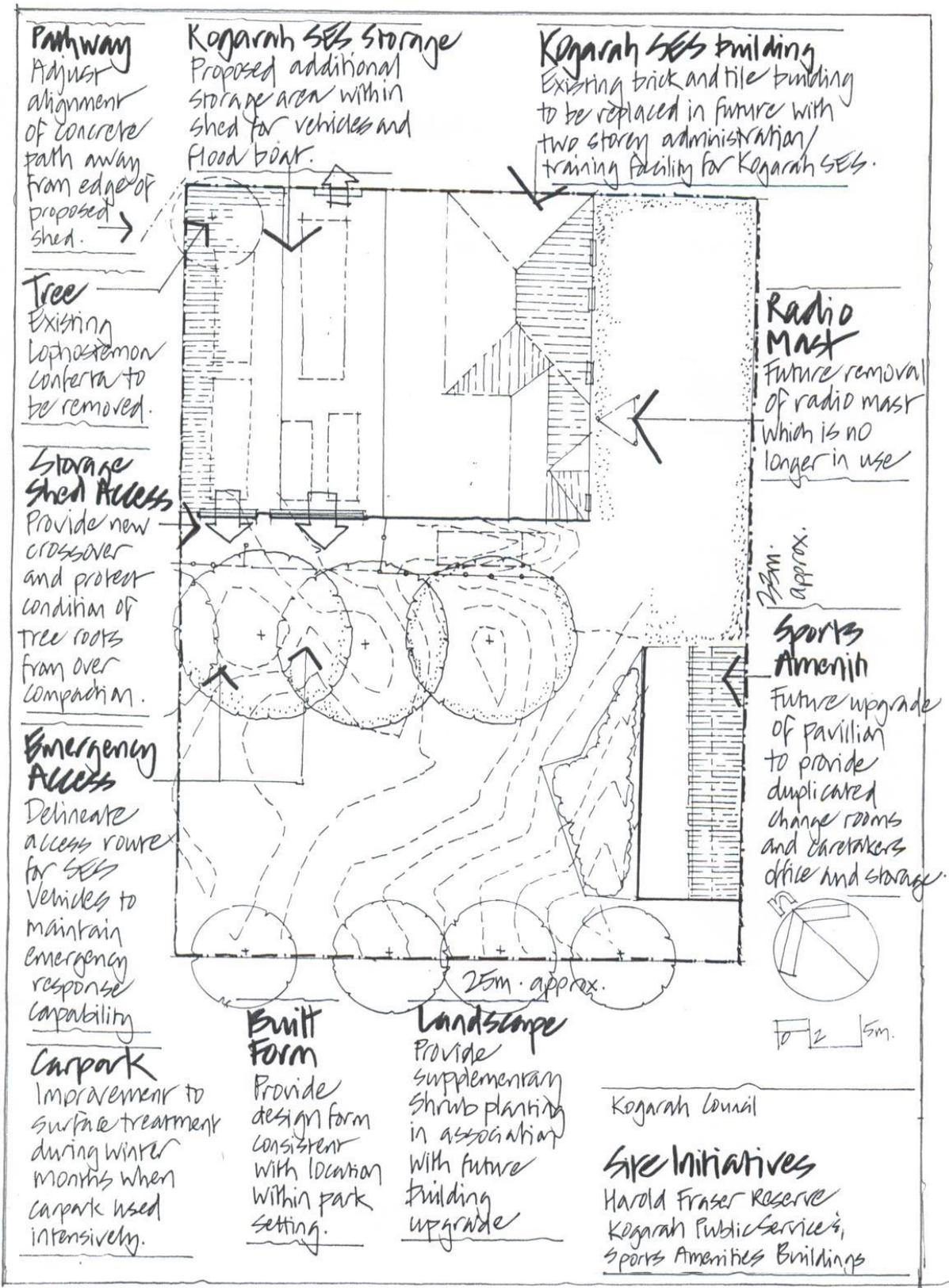
- **Objectives**
  - To provide an equitable distribution of facilities for all user groups.
  - To provide a venue for local sports and recreational groups that directly relates to the use of the Harold Fraser Oval
  - Ensure that there are no adverse impacts on adjacent residential properties.

## 13 Action Plan

This Action Plan has been prepared for Harold Fraser Reserve public service and sports amenities buildings to achieve the long term planning, development and management of the site. The strategies for action are based on the objectives and management requirements of the Park. The content of the Action Plan, which is illustrated in the diagram following, includes:

- identification of values and desired goals to achieve the vision statement for this site;
- objectives to achieve the value goal;
- statement of general strategies and actions to achieve the objectives;
- the timing and priority of these strategies and actions;
- the individuals and groups responsible for the implementation and coordination of each action;
- opinion of probable costs of the actions; and
- Performance indicators for these actions.

The content of the Action Plan for the Harold Fraser Reserve public service and sports amenities buildings should be reviewed during the reassessment of the Plan of Management, which occurs every five years.



## 14 Proposed Future Development

The Local Government Act 1993 requires a description of the future use and development of the emergency services building and sports amenities buildings that will be permitted in Harold Fraser Reserve as follows:

**TABLE 1**

**Local Government Act 1993**

Clause	Requirement
36 (3A) (b) (i)	Specify the purposes for which the land and any such buildings or improvements will be permitted to be used
36 (3A) (b) (ii)	Specify the purposes for which any further development of the land will be permitted, whether under lease or licence or otherwise.
36 (3A) (b) (iii)	Describe the scale and intensity of any such permitted use or development.

Under the Local Government Act development and uses within land classified as community land must be consistent with the Park's categorisation and the core objectives of each category. The following table refers to the specific clauses in the Local Government Act and provides a response to each clause.

**TABLE 2**

**Harold Fraser Reserve Emergency Services and Sports Amenities Building**

**Description of Proposed Future Development and Permissible Use**

Item	Purpose for which the land and any such buildings or improvements will be permitted to be used.	The purpose for which any further development of the land will be permitted, whether under lease or licence or otherwise.	The scale and intensity of any such permitted use or development.
	Clause 36 (3A) (b) (i)	Clause 36 ( 3A) (b) (ii)	Clause 36 (3A) (b) (iii)
Public Services Building Occupied by the Kogarah State Emergency Services 	Continue use for emergency services building, including administration, training, and ancillary activities.	Improvements to the operational capability, storage capacity, or overall quality of the building.	Building site coverage and height to be consistent with the location of the public reserve.

<p>Sports amenities building occupied by the St George District Cricket Club and Carlton Rovers Soccer Club</p> 	<p>Maintain sports amenities uses directly relates to the use of the sports ground.</p>	<p>Provision of improved amenities( change rooms, caretakers office, and canteen) and future improvement of spectator facilities (terrace seating).</p>	<p>Future upgrade to maintain a scale consistent with the “park setting”.</p>
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<p>Objectives and performance targets of the plan with respect to the lands.36 (b)</p>	<p>How Council proposes to achieve the objectives of the plan and the required performance targets s 36 (c).</p>	<p>How Council proposes to assess its performance with respect to the plans objectives and performance targets s 36 (d).</p>
<p><b>Parking and Access</b>  Carpark area for the public services building and the sports amenities building</p> 	<p>Maintain carpark size and operation</p>	<p>Improve the safety of vehicle access from the Princes Highway by prohibiting a right turn entry movement.  Improve the surface condition of the carpark during winter.  Limit the impact of the carpark on the health of the large fig trees located within the carpark.</p>

# 15 Lease and Licence Conditions

## 15.1 General Conditions

This Plan of Management expressly authorises the issue of licences and leases on community land subject to the general and specific conditions and uses set out in this Plan. Any lease or licence may be for a duration of up to 21 years. Any lease or licence must be publicly advertised in accordance with the Local Government Act, 1993. Although there are no leases or licences that currently apply to the site, Council in the future may impose conditions or amplify these conditions as it sees fit in order to achieve the aims and objectives of the Plan of Management. It is Council's preference to maintain the recreation and community value of the site, and Council will enter into a lease or licence for a specified use of the existing building and the immediately surrounding open space. For the purpose of the administration of any future lease or licence, the following restrictions apply:

- All leases and licences are to be in keeping and consistent with the objectives, general and specific conditions and uses set out in this Plan of Management, must not alienate land unreasonably, must be sustainable and have a high component of community benefit;
- Council shall not permit private or commercial use of community land without an appropriate lease or licence being in place;
- Advertising signs are not to be erected without the prior written consent of the Council and should conform with Council's signage policy;
- Permanent advertising on facility signage is permitted providing that it is for the purpose of directing the public to the facility amenities, does not dominate the public amenity of, or signage for, the land and is in accordance with the Kogarah Local Environmental Plan;
- Licences or permits for purely promotional or marketing activities will only be permitted if associated with recreation and/or open space values;
- Temporary signage may be permitted and will be limited to the times and days of a particular event or service;
- All improvements to the land shall remain the property of Kogarah Council and any removal of such improvements shall require the consent of Council;
- The lessee/s shall not let, sub-let or assign the premises without the prior written consent of the Council unless the lease agreement specifically permits such arrangements;
- Proposals for development are to include an 'Operation Plan' for proposed activities; and
- The lessee/s shall take out appropriate fire and public indemnity insurance in the joint names of the lessee/s and Council.

## 15.2 Land Category – General Community Use

It is important that Council assist in retaining and maximising the value to the community of the site currently occupied at Harold Fraser Reserve public service and sports amenities buildings, to provide for alternative forms of community use.

### 15.2.1 Core Objectives

The core objectives for the management of the land category general community use focuses on promoting, encouraging and providing for the use of the land, and to provide facilities on the land, to meet the current and future needs of the local community and of the wider public:

- a. in relation to public recreation and the physical, cultural, social and intellectual welfare or development of individual members of the public; and
- b. in relation to purposes for which a lease, license or other estate may be granted in respect of the land (other than the provision of public utilities and works associated with or ancillary to public utilities)

The plan permits Council to offer third parties short or long term lease or licence agreements for any approved purpose. This includes the use and management of any approved future facilities that complement the recreational and community use of the site. Determination of the appropriateness of any future facility will depend on the criteria outlined in this plan, permissible use ascribed to this land category and where development is proposed, through due process in determining Development Applications. It is Council's preference to ensure the provision of quality recreation and community use and maximise the benefits or existing infrastructure on the site. The table following indicates the principles to be adopted for licensing or lease agreements for future uses on the site.

### PRINCIPLES FOR LEASING & LICENSING –

#### LAND CATEGORY: GENERAL COMMUNITY USE

Item	Principles
Lease Agreements	Subject to the termination of any occupancy agreement for the use of any of the existing built structures within the site, either by default or voluntary surrender or Council initiative of any occupancy agreement any future agreements for the use of land or built structures are to adopt the following principles.
Lease Area	The existing public service and amenities building lease area is not to exceed the existing footprint of these facilities and appurtenant area within Harold Fraser Reserve, Kogarah Bay. It is not to encroach onto or permit the use at anytime on adjacent Council owned land without Council approval.
Development	Any development is to demonstrate how it achieves the Ecological Sustainable Development principles outlined in this plan.  Where feasible, Council should strive to rationalise the number of buildings by limiting future building development to alterations and additions or replacement and, where appropriate, seek multiple use of existing facilities.
Aesthetics	Future built form should relate to the scale and character of the site as established by the existing buildings on the site and surrounding buildings. The design of built structures must consider the proposed building mass, form, roof pitch and shape, materials, detailing and colour and their impact on the site, its users, existing site buildings and surrounding residential area.  Any lease operating a commercial enterprise on the site shall first notify and obtain consent in writing from Council prior to erecting, place, fixing or attaching or otherwise any product advertising, promotional material or otherwise to the buildings or their surrounding grounds.

Item	Principles
Maintenance	Lessees shall be responsible for the maintenance and good appearance of the building and surrounding site within the boundary of the licensed or leased area.
Permitted Uses	Activities associated with passive or active recreational activities, community and ancillary services as permitted under the Kogarah Local Environmental Plan or as determined by Council with reference to this plan of management. Organised district and local cultural, social, educational, recreational and community services should be encouraged to take place within the leased or licensed area.
Intensity of Use	Council is to seek to maximise the diversity of cultural, social, educational, recreational and community services, experiences and opportunities that the site and its facilities offer to both genders and a broad range of age and ethnic groups.
Hours of Use	Hours of use will be subject to the outcome of negotiations between the Council, licensee or lessee or as approved under any Development Application.
Lease or License Term	<p>Agreed negotiated period between Council and the lessor up to 21 years where the land is "community land" and categorised "General Community Use".</p> <p>Leases exceeding 5 years are only to be offered where total investment capital to be expended by the lessee for new capital works within the lease period exceeds \$100,000 Sydney CPI adjusted annually from 2007/08 financial year.</p> <p>Leases extending 5 years are to be conditional on the commencement of the new capital works within 12 months of lease commencement and the completion of the proposed works within an agreed timeframe between Council and the lessee. Any development is to be ancillary to the purpose of the park as a venue for public recreation and as permitted under the Kogarah Local Environmental Plan.</p>
Rent	<p><b>Commercial Activity</b></p> <p>Where a licence or lease permits a commercial activity preference is to be given to commercial rental rates or a percentage thereof based on an independent valuation.</p> <p><b>Community Activity</b></p> <p>All lease or license agreements with community groups or associations are to comply with Council's policy entitled "Leasing of Community Land and Buildings" adopted 27 August, 2001 and are also to be based on an independent valuation.</p> <p><b>Periodic Rent Review</b></p> <p>Part 2(c) of Council's policy entitled "Leasing of Community Land and Buildings" makes provisions for periodic rent reviews. This condition should be extended to lease agreements for facilities and amenities that also operate on a commercial basis and are profit orientated. Minimal rent increases should be based on the annual Sydney Consumer Price Index.</p> <p><b>Subsidised Rents</b></p> <p>Any Agreement that results in Council subsidising the activity or service then that amount is to be compared with similar full commercial rates and the level of annual subsidisation as well as the term of the agreement is to be reported</p>

Item	Principles
	to Council.
Public Access	To provide, manage and maintain public access through the reserve to the foreshore area and crown land.
Reporting	<p>To ensure Council's accountability in the management of a public asset any new lease or license agreement is to ensure that Council is provided with an annual report and other reports as required by this plan and the license or lease agreement.</p> <p>Subsidised rental conditions in a lease or license to a community group or commercial enterprise is to be reflected in Council's annual financial report as well as property and or community service subsidy reports.</p>

## 15.3 Strategies

The strategies or actions outlined in Table 7 are for land categorised as “General Community Use” and are intended to provide a system of management by objectives. The stated objectives direct the management, planning and development of the parkland. These are formulated so that it is possible to apply assessment criteria to measure the implementation of the plan. It is this element of measurability that makes the objectives valuable in determining accountability.

### STRATEGIES FOR LAND CATEGORY – GENERAL COMMUNITY USE

Strategy	Objectives	Performance Measures
Ascribe the land category “General Community Use” to that area of land as outlined in Diagram 1 of this plan of management (refer Page 5a)	to provide the opportunity for a diversity of quality recreational experiences and benefits that promotes social interaction, self-actualisation and well-being.	Number and diversity of activities provided on the site.
<p>Licensing and Management</p> <p>Permit licensing and or the leasing of that portion of land occupied by Harold Fraser Reserve public service and sports amenities building and appurtenant areas as determined by Council and in accordance with the principles for licensing and leasing outlined in this plan.</p> <p>Permit these facilities to be used for recreational or other community uses or services and for any complementary or ancillary activities as approved by Council.</p> <p>Incorporate the appropriate Principles for Leasing and Licensing outlined in Table 6 into future lease or license agreements.</p>	<p>to ensure responsible management, service provision to the community.</p> <p>to ensure council is accountable for the management and planning of its recreational and land assets.</p> <p>to permit the use of the facility and its surrounds by approved community organisations, groups, private individuals or local societies, etc.</p> <p>to ensure the responsible use and management of the building, its assets and surrounds.</p>	<p>Consistently manage the site and building in a responsible manner for a range of community benefits in an manner that:</p> <p>Adheres to health and safety regulations. No infringements.</p> <p>Adheres to the terms and conditions of any lease or license agreement for the protection and maintenance of Council’s assets.</p> <p>Adheres to Council Policy on Leasing of Community Land and Buildings</p> <p>Applies rental fees in accordance with the principles detailed in 14.2 of this Plan of Management</p>
<p>As a condition of the lease agreement the lessee is to prepare implement and maintain a five (5) year Budget and Asset Maintenance Plan for buildings and structures in the site which is to be submitted to Council and implemented by the lessee.</p> <p>The plan to be revised and submitted to Council at the conclusion of each five year period of the lease or for the remaining years if not a full five year period.</p>	<p>to implement the life cycle property asset management and maintenance practices.</p> <p>to comply with occupational health and safety regulations for employees and visitors to the site.</p> <p>to ensure accountability in the management of council assets.</p> <p>to retain the visual amenity of the site and its resources.</p>	<p>Allocation of budget and the implementation of the recommendations of the Budget &amp; Asset Maintenance Plan.</p> <p>Compliance with requirements of AAS27, Workcover, Occupational, Health and Safety Act ,2000 and regulations, Building Codes of Australia and access requirements in accordance with AS1428.</p>
When a development is proposed	to ensure ease in	Adhere to appropriate

Strategy	Objectives	Performance Measures
then Council to ensure access to facilities and amenities for persons with a disability.	environmental negotiability to, in around facilities for aged and persons with a disability  to provide ease of interpretation of signage by using international symbols where appropriate	Australian Standards for public access and signage for people with or without a physical disability.  Adherence to Disability Discrimination Act, 1992.
The lessee to undertake and implement the findings of an Energy Audit of Buildings and other energy users within the site.	to minimise the use of fossil fuels and increase the use of sustainable energy systems.  to achieve savings in energy consumption costs.	Adherence to appropriate environmental legislation, regulatory and policy requirements.  Reduction in energy costs and greenhouse emission gases.
Permit development that is ancillary to the purpose, use and enjoyment of the site as determined by the land category, Council in accordance with the plan and the Kogarah Local Environmental Plan	to maximise the use of public land for a public benefit in terms of providing appropriate recreational, educational, cultural, and community services, opportunities and experiences.	Adherence to the Kogarah Local Environmental Plan, this plan of management and appropriate legislation.
Where feasible, Council to avoid permitting excessive building development within the site.  Where feasible, consolidate buildings into a single all purpose complex.	to retain and preserve public open space, avoid unnecessary duplication of existing facilities and encourage the maximisation and use of existing assets.	Retain, or alternatively increase, the existing total area of available open space.  Design of an all purpose single built structure to serve community needs.
Council to prepare Architectural Design Guidelines & Theme (ADGT) for built structures within the park based on sustainable design principles and where appropriate with consideration to site's heritage significance.  Future architectural designs to comply with the approved Architectural Design Guidelines & Theme for the park.	to adopt sustainable architectural design principles & theme for buildings based on the following: “ • Flexible designs to enhance multiple use and building longevity. • Utilise strategies that protect and restore water resources. • Improve energy efficiency while ensuring thermal comfort. • Reduce environmental impacts related to energy use. • Promote Occupational Health and Safety in the indoor and outdoor environments. • Conserve water and consider water reuse systems. • Use environmentally preferable building materials such as uncertified rainforest woods, reclaimed woods, other renewable resources. • Use appropriate plant materials. • Plan for recycling during construction, demolition and	Proposed built structures to comply with the criteria within the approved Architectural Design Guidelines & Theme for built structures in the park.

Strategy	Objectives	Performance Measures
	<p>occupancy” (Mendler &amp; Odell : 2000).</p> <p>to ensure building fixtures and fittings aesthetically complement the parkland environment and its surrounds.</p> <p>to ensure quality in building fixtures and fittings relative to their design, form, colour, texture and construction materials.</p> <p>to improve and maintain the amenity of the parkland and its resources.</p>	
<p>Where new development is to take place, and where appropriate, Council to require the incorporation of sustainable design principles into the design elements.</p>	<p>to adopt sustainable architectural design principles for buildings based on the following:</p> <p>“flexible designs to enhance building longevity.</p> <p>utilise strategies that protect and restore water resources.</p> <p>improve energy efficiency while ensuring thermal comfort.</p> <p>reduce environmental impacts related to energy use.</p> <p>promote occupational health and safety in the indoor (and outdoor) environment.</p> <p>conserve water and consider reuse systems.</p> <p>use environmentally friendly building materials.</p> <p>use appropriate plant materials.</p> <p>plan for recycling during construction, demolition, and occupancy” ( Medler &amp; Odell: 2000)</p> <p>to ensure quality in building fixtures and fittings relative to their design, form, colour, texture, and construction materials and that they aesthetically complement the site.</p>	<p>Number of sustainable design principles incorporated into new works.</p>

## 16. Funding

Possible sources of external funding to assist Council to complete required capital works on the site are as follows:

- NSW Department of Sport and Recreation- Capital Assistance Program, and
- Department of Planning – Green Web-Sydney Program

The cited external grants are generally available annually but may vary as to the sum of capital assistance available and the criteria for preferred projects being promoted by the funding body. It should be noted grants are not available to contribute towards maintenance works. These remain the responsibility of Council and therefore the selection of works that require limited maintenance is required. In addition, grants are available only for a limited time and are not always available every year. The availability of grants can be limited to only 12 months or may be available for a set period, owing to the extent of the project. Financial assistance from grants is generally confined to a dollar for dollar contribution. This requires Council to contribute 50% of the costs of the project and the funding contributing the other 50%.

The total amount and number of grant funds that are available from any one source at any one time is very limited. The availability of grant funding is also competitive between Councils. Therefore, Council cannot entirely rely on grants to commence and supplement a project. However, it should apply to any grant body for assistance where any of its projects comply with the grant criteria. This plan of management can assist Council in the preparation of appropriate applications.

In addition, the State and Federal Government periodically introduce new grant programs. These may address a specific social need, economic or environmental issue. Council will endeavour to monitor these programs as they are introduced.

As previously noted, grants are not available to assist Council in financing its maintenance to its parks, reserves and facilities. Unless balanced by the introduction of new efficiency measures any reduction in existing maintenance expenditure to supplement new capital works should be avoided. The consequences of a failure to adequately maintain a valuable asset is the necessity to bring that asset back online at a later date. This is usually at a higher financial cost to the community. Further consequences result in a loss of public credibility and accountability in asset management as well as a reduction in asset service value. The adage “prevention is better than cure” has significant relevance in the management of valuable community assets. In addition, it should be noted that where monitoring of works is required then this too would incur additional cost to Council.

The ongoing maintenance of the sites existing assets should be the preferred course of action where that asset has high community value and use. However, assets whose rate of deterioration has exceeded reasonable ongoing maintenance expenditure, repair or replacement costs then Council will need to give consideration to asset disposal and divert funding to supplement new development or improved maintenance of other assets.

### 16.1 Ranking

The following outlines the schedule to implement the strategies outlined in the plan. The implementation of the preferred schedule, whether wholly undertaken in one attempt or staged over time, will be dependent on the demands made by Council, its preferred priorities in any one financial year and the availability of resources each financial year. The implementation of some strategies are dependent on or may be affected by the findings of one of the sited studies which may identify additional works that need to be undertaken prior to those nominated in Table entitled “Priority and Schedule of Actions for Future Site Improvements”

The suggested ranking's are also subject to other factors but there is nothing to prevent all or a limited number of strategies within the plan being implemented at any one time or lesser items being implemented first. The cited priorities may be subject to other changes so as to accommodate a program of works that best achieves a consistent means of development relative to funding and

resources. However, where changes are proposed prior consideration needs to be given to the impact of any proposed undertaking on other future works so as to avoid unnecessary expenditure, duplication or inconvenience.

The schedule of works listed in the plan has been prioritised in a hierarchy expressed by the numeric symbols “1” indicating a “First Order Priority”, “2” a “Second Order Priority” and “3” a “Third Order Priority”. These are further detailed in the Table following.

#### PRIORITY ORDER KEY

Priority	Description
1	First Order Priority Items allocated “1” are the preferred first items to be addressed in implementing the plan
2	Second Order Priority Items allocated “2” are the preferred secondary items to be addressed in implementing the plan but can be upgraded or downgraded
3	Third Order Priority Items allocated “3” are the preferred third order items to be addressed in implementing the plan and should be implemented after items “1” and “2” have been initiated. Items in this category may be upgraded to secondary items.

## 16.2 Schedule of Strategies and Actions

The following table presents a schedule for implementing the strategies outlined in this plan of management. The Table indicates the strategy and the preferred priority for each of the actions. The schedule of actions forms part of the overall strategies for the management of the parkland. The Tabled strategies are listed in the order that they appear in the plan.

#### PRIORITY AND SCHEDULE OF ACTIONS FOR FUTURE SITE IMPROVEMENTS

Priority	Action: Land Use Category:	Responsibility
	General Community Use	
1	Improvements to the access arrangements for vehicles turning right from Princes Highway.	Kogarah Council & Road Traffic Authority
1	Improvements to the surface of the carpark, particularly during winter.	Kogarah Council
2	Construct additional storage area for the Emergency Services Building.	Kogarah SES
3	Replacement of the administration and control centre of the Kogarah State Emergency Services Building.	Kogarah SES
3	Upgrade or replacement of the Sports Amenities Building with duplicated change rooms, a kiosk, office and referees room.	Kogarah Council

## 17. Planning and Development

The following outlines a number of planning instruments that will be relevant in the consideration of future use and development on the subject land.

### 17.1 Local Environmental Plan

The subject site is zoned 6(a) Open Space in Kogarah Council's Local Environmental Plan, 1998. The objectives of this zoning are to recognise publicly owned land or land capable of being used for public recreation and to identify and protect land intended to be acquired for local public open space. The plan allows specific types of development with and without consent. The development within the zoning for the site must be ancillary to or promote the use and enjoyment of parkland.

### 17.2 Development Assessment Criteria

Council considers applications for its parks and reserves with reference to the Local Environmental Plan and the development assessment criteria included in the Plan. The Plan states that the Council, as the consent authority should not grant its consent to development or works on land zoned Open Space 6(a) unless it has considered the following assessment criteria:

- the need for the proposed development of that land;
- whether the proposed development promotes or is related to the use and enjoyment of the land;
- the impact of the proposed development on the existing or likely future use of the land; and
- The need to retain the land for its existing or likely future use.

When assessing whether a particular use or development on a public reserve is appropriate at this site then:

The total area to be affected by the proposed development is to be a relevant factor in assessing the appropriateness of the development. Where a development proposal results in a permanent loss of a substantial area of open space parkland, then the total area to be alienated is to be weighed against the impact on the purpose, enjoyment and amenity of the reserve.

The incorporation and use of ecological sustainable development building and management practices are also to be a relevant factor in assessing the appropriateness of a proposed development within a public reserve.

### 17.3 Green Web Sydney

Green Web – Sydney is a metropolitan wide initiative to establish a green web of native vegetation and habitat corridors. Its principal objectives are to establish habitat corridors to provide links between fragmented sections of urban native bushland as well as to protect conserve and enhance the remaining bushland in the Sydney region (Seidlich, 1997). The aim of the project is to facilitate the migration of wildlife and the natural dispersal of native plants ( ibid, 1997). Large open space areas, such as parklands, and ancillary sites such as the Harold Fraser Reserve, can make a substantial

contribution to these ideals without undue impact on their existing use or conflict with core objective for such use.

The Green Web – Sydney Scheme identifies the subject site as part of the “Habitat Reinforcement Area”. As a consequence Council requires the planting of native trees and vegetation to establish a green link to provide for migrating birds and habitat opportunities around the foreshore of Kogarah Bay. In addition, the nearby stormwater channel provides the opportunity to incorporate a system of freshwater habitat and associated vegetation which links to the site.

## 17.4 Ecological Sustainable Development

Ecological sustainable development is now a mandatory objective of all development and works, as it seeks to maximise the environmental, social and economic benefits over the long term. Defined by the Commonwealth Government in 1990 as “using, conserving and enhancing the community’s resources so that ecological processes, on which life depends, are maintained and the total quality of life, now and in the future, can be increased.” It is therefore essential that any use and development of the site should meet current sustainability requirements, while at the same time not diminish the utility of the site for its future users. These requirements are to be embodied in the future initiatives for the site and adopted in the following principles:

(a) Conservation of Energy

Any building or landscape works should be constructed to minimise the reliance on fossil fuels and promote the use of renewable energy alternatives.

(b) Utilisation of Ecological Systems

Buildings or landscape works are to be designed to work with the seasonal climatic conditions, natural energy resources and ecological systems.

(c) Minimisation of New Resources

Building and landscape works are to be designed to minimise the use of new resources. Existing resources at the end of their usual life in one form, where feasible, to be incorporated in new works.

(d) Integrating User needs while ensuring Ecological Sustainable Practices

Buildings and landscape works are to be designed relative to the principal user purpose and needs with least impact on the environment. Works associated with the landscape are to consider the inclusion of endemic vegetation and the creation of habitat opportunities for native species and furthering life supporting ecological systems.

(e) Consideration of the Site and its Ecological Systems

Works associated with buildings or landscape and their use are to give consideration to the site and impacts on ecological systems. Eg wildlife habitat and water quality

(f) Adopting a holistic approach

Principles (a) to (e) are to be embodied in a holistic approach to the built and landscape environment.

The application of these principles to the Harold Fraser Reserve: Connell’s Point site is to be achieved by the use of performance requirements that apply if there is no renovation or minimal renovation to the existing building or if more substantial works are proposed. These directions are provided as Appendix E.

## 17.5 Site Assets and Condition

It is recommended that a full assessment of the building be completed by a qualified Building Inspector prior the adoption of any lease or licence for the use of the site. This report will address the condition of

the Building in respect to the Building Code of Australia and its ability to meet with the requirements of all relevant codes of practice.

The assessment of the external areas of the site is also required, given its previous use as a recreational facility which required the use of herbicide and other chemicals.

Any external works should have regard to the potential effect of any landfill soils, and the risk of any acid sulphate soils which is known to apply to nearby locations.

## **17.6 Advertising Signage and Sports Club Branding**

Although it is acknowledges that sporting clubs sometimes rely on advertising and sponsorship as a source of income, State Environmental Planning Policy no. 64- Advertising and Signage places restrictions on advertising on land zoned for open space purposes. To maintain visual amenity the use of temporary advertising signage and structures in Harold Fraser Reserve will be permitted, subject to council approval, in the area surrounding the sports amenities building subject to the following:

- they are displayed on match fixture/event days only and a maximum of three consecutive days will be permitted to cover weekend or long weekend sports carnival events;
- signage is to be located for viewing by spectators only and shall not be displayed for viewing by the general public;
- ,temporary advertising may only be displayed when associated with upcoming events and/or fixtures associated with the Reserve;
- the use of sports club logos or signage will be considered subject to application being made an approval being given by Council. These signs are to be of a high standard, shall complement the architectural form of buildings and not obscure building details.

## **18. Public Hearing**

In accordance with the Local Government Act 1993 (as amended) an public invitation to attend a public hearing to categorise community land was advertised on 13<sup>th</sup> December 2007 in the St George & Sutherland Shire Leader. The hearing was held on the evening of 19<sup>th</sup> December 2007 at the Council Chambers. The hearing considered that the logical categorisation of the land should be "General Community Use", and that the Harold Fraser Reserve Draft Plan of Management be considered for adoption. Refer to Appendix D for a copy of the report of the public hearing conducted by M E McMahon & Associates, solicitors.

### **18.1 Proposed Land Category (General Community Use)**

Harold Fraser Reserve public service and sports amenities buildings and appurtenant areas should be categorised as a site for general community use.

### **18.2 The Site**

The subject site is located at 290 Princes Highway, Kogarah Bay on the eastern side of the Highway going south generally between Carwar Lane to the south and Hamer Street to the north.

### **18.3 Zoning**

Under the Kogarah Local Environment Plan 1998, the subject area is currently zoned 6(a) Open Space (Public).

### **18.4 Property Description**

This Plan applies to all land which is described as part Lot 2, DP 133451, 290 Princes Highway, Kogarah Bay.

### **18.5 Values**

Community Use and ancillary sport & recreation activities.

### **18.6 Assessment**

Due to the proposed ongoing use of the site for the same purposes, residents are able to bench mark the operation of the site against its recent use for emergency services and sports amenities.

## APPENDIX A

### COPY OF COMMUNITY QUESTIONNAIRE

#### KOGARAH COUNCIL: HAROLD FRASER RESERVE PUBLIC SERVICE AND SPORTS AMENITIES BUILDINGS SITE PLAN OF MANAGEMENT

#### COMMUNITY QUESTIONNAIRE

To obtain an understanding of the way in which the community may obtain optimum use of the site, a brief interview survey was completed with residents of the properties which immediately abut, are located opposite, or are located in very close proximity to the subject site. The following questions were asked, and formed the basis of an informal discussion with residents, about the current use of the Harold Fraser Reserve public service and sports amenities building generally, how they feel about the possible future use for these facilities. It should be stressed that this is not to be used as the basis of a quantitative assessment of community opinion, but to obtain a general understanding about the optimal use of the site.

#### Introduction:

My name is Marc Bartsch, and I am assisting Kogarah Council with the preparation of a plan of management for the two buildings in Harold Fraser Reserve used by the local cricket clubs and the Kogarah State Emergency Services . May I please ask you a few questions about this site?

Question 1: What do you like most about living near Harold Fraser Reserve?

.....

Question 2: What do you dislike?

.....

Question 3: Have you any comments regarding the two buildings in Harold Fraser Reserve used by the local cricket clubs and the Kogarah State Emergency Services?

.....

Question 4: Council is to consider the issue of a new lease for the continued operation of these facilities. Are there any matters to which Council should have regard?

.....

Question 5: Are there any other matters which Council should consider in the future use of these buildings?

.....

Question 6: May I ask you how long you have lived at this address?

.....

Question 8: Would you like to be kept informed about the preparation of the plan? (if so, may I have your contact details )

.....

Thankyou for your assistance.

## APPENDIX B

### POSTAL NOTIFICATION OF PLAN PREPARATION

#### KOGARAH COUNCIL LETTERHEAD

#### PLAN OF MANAGEMENT: HAROLD FRASER RESERVE PUBLIC SERVICE AND SPORTS AMENITIES BUILDING

Dear Resident,

In accordance with the requirements of the Local Government Act 1993, Council is required to prepare a Plan of Management for the two buildings in Harold Fraser Reserve used by the local cricket clubs and the Kogarah State Emergency Services. This will provide future strategic direction and policy for the planning, management and development of these sites. To enable optimum benefit to be obtained from any proposed improvements and that will complement the overall performance of Harold Fraser Reserve: as a valuable recreational community asset, it is necessary to prepare a strategic framework and an action plan for the site.

Council is keen to obtain your comments about the future use of the site, and to assist with this process we seek your response to the following questions. Please feel free to write any additional comments on the back of this response form. When completed please return this form in the reply paid envelope. We thank you for your assistance and would appreciate your comments by

.....

Yours.....

Gary Eastman

Manager

Parks and Urban Landscapes

## APPENDIX C

### COPY OF POSTAL QUESTIONNAIRE

#### KOGARAH COUNCIL: HAROLD FRASER RESERVE: PUBLIC SERVICE AND SPORTS AMENITIES BUILDING SITE PLAN OF MANAGEMENT

#### COMMUNITY QUESTIONNAIRE

Introduction:

Question 1: What do you like most about living near Harold Fraser Reserve?

.....

Question 2: What do you dislike?

.....

Question 3: Have you any comments regarding the two buildings in Harold Fraser Reserve used by the local cricket clubs and the Kogarah State Emergency Services?

.....

Question 4: Council is to consider the issue of a new lease for the continued operation of these facilities. Are there any matters to which Council should have regard?

.....

Question 5: Are there any other matters which Council should consider in the future use of these buildings?

.....

Question 6: May I ask you how long you have lived at this address?

.....

Question 8: Would you like to be kept informed about the preparation of the plan? (if so, may I have your contact details)

.....

Thankyou for your assistance.

1-10 years:

10-20:

20-40:

Over 40 years

RESULTS OF COMMUNITY QUESTIONNAIRE:

KOGARAH COUNCIL: HAROLD FRASER RESERVE: PUBLIC SERVICE AND SPORTS AMENITIES  
BUILDING SITE PLAN OF MANAGEMENT

Question 1: What do you like most about living near Harold Fraser Reserve?

The open spaces/ parkland (6)

Plenty of vegetation/ Large Trees (4)

The public enjoying the sports facilities/cricket (3)

Proximity to tennis courts (1) and open space (1)

Nature of the area (1)

Beautiful views (1)

New lights (I like the trees and the new lights, I makes me feel I'm in fairy land)

Well maintained/ clean (1)

Minimal development (1)

Atmosphere/village atmosphere (1)

Because drainage problem NE corner was fixed

Connection with Carss Park playing fields and amenities

Healthy lifestyle

Good asset growth

Quietness

Summary Comment

There is considerable value placed on the open space and recreational content of the Reserve, and the vegetation and visual quality of its interior. The low key nature of the development on the site is also noted as an important characteristic.

Question 2: What do you dislike?

Nothing (3)

Hoons in the carpark (3)/ vandalism, but lighting will help

Loud mouth noisy football players/foul language, we cant have visitors on the weekend (2)

Love as is, no flashy new developments please

Lack of parking, particularly around Carss Park/numerous occasions when safety issues

Blocked drains( recently improved), dogs of leash areas on and around oval

Prior to installation of lights, felt unsafe

Dangerous and illegal driving along parkside drive on weekend

Occasional group of young people drinking late at night.

A few dogs

Loss of willow trees

Accessibility of the tennis courts to the public on an ad hoc basis

Illegal usage of amenities

Blocked drains from trees along the Princes Highway

Trees along the drain.

Tennis court lights after 9.30pm

Untidiness of the grounds around the tennis courts

#### Summary Comment

While there are no issues of concern to a large number of residents, there are aspects of the operation of the park which require continued review. The installation of the lights within the carpark have been effective in improving the feeling of safety within the Reserve. Some night-time undesirable behaviour continues within Reserve. The operation of the parking area requires more stringent management during peak periods.

Question 3: Have you any comments regarding the two buildings in Harold Fraser Reserve used by the local cricket clubs and the Kogarah State Emergency Services?\

No (4)

Building blend into site (2)

Support continued use of existing ( ex caravan park) building for SES, Cricket Clubs and community groups (2)

They are put to good use (1)

They are adequate (1)

They are fine, but the shipping container is appalling

Disappointed at loss of women's sport, and needs to be ongoing capability using facilities

We welcome improvements in facilities for caretaker (Tony), Cricketers and SES.

Provide a coffee shop or facility for (not clear).

"It is lovely to everybody, so happy".

We look forward to improvements in the pavilion, including the team change rooms (1)

### Summary Comment

Generally the use of these facilities is acceptable to residents, and acceptance of improvements if the quality of the site is maintained.

Question 4: Council is to consider the issue of a new lease for the continued operation of these facilities. Are there any matters to which Council should have regard?

No (7)

As long as maintained as is (2) and buildings and surrounds for the public use

No comment/ not applicable (1)

Appears both are well managed (1)

Increased lighting for the carparking area

Cricket crowds are less noisy than soccer crowds

Would be advantage if the tennis centre, SES and cricket facilities complemented each other

Concern over removal of opportunities for female participation in sporting activities

Carpark capacity is limited

Carpark could be improved

Lessees should consider impacts on neighbouring residents

Avoid promoting loitering in the park at night

Just keep going its lovely

### Summary Comment

Offer of the lease arrangements for the SES and sports amenities buildings are generally supported. Some attention needs to be given to the operation of the carpark.

Question 5: Are there any other matters which Council should consider in the future use of these buildings?

None (7)

That the buildings and grounds are used for sport and the SES

Cricket buildings subject to graffiti

Need to consider the increased need for facilities for the mature aged

Sharing of facilities and common cleaning and maintenance

Aware of the requirements of the SES to increase storage requirements and this seems reasonable.

Need increased lighting for the carpark

Need vandal proof benches for spectators

No football clubs please

Ground and buildings are well maintained.

Not to build any other structures or build higher to block views/ disturb park

Need to improve the storage capability of the buildings to replace requirement for containers

“So far as I can see, they all look great”

#### Summary Comment

Continued operation of the facilities is considered appropriate, however some improvements to the storage arrangements is required.

Question 6: May I ask you how long you have lived at this address?

7, 37,4 ,41 ,50 ,25 ,1 ,30 ,3 ,3 ,3 ,4 ,11,34 ,52 ,13 ,18 ,23 ,50 ,32, ( average 19.6 years)

#### Summary Comment

The residents who live adjacent to the Reserve have some so for extended periods of time.

#### Other comments

Trees on highway need to be trimmed to maintain view of service station signage

Serious parking issues around Parkside Drive

Concern about reference to “improvements” and “developments”

Question 8: Would you like to be kept informed about the preparation of the plan? (if so, may I have your contact details)

Craig and Victoria Turner	12 Johnston Avenue, Kogarah Bay NSW 2217
Miss A Campbell	8/292 Carss Park Lane Carss Park NSW 2221
P. Ash	1 Hamer Street Kogarah Bay NSW
R & J Parsons	16 Erang Street Blakehurst NSW
D & R Thompson	20 Carwar Park Ave Carss Park NSW 2221
B Thompson	I Parkside Drive Kogarah Bay NSW
Mr and Mrs R Arthur	6/292 Princes Highway Carss Park NSW 2221
Tennisworks ( Kerry Dock)	P.O.Box 4125 Kogarah Bay NSW 2217
Mrs Gwenda Hainmami	247 Princes Highway Kogarah Bay NSW 2218
Resident	14 Erang Street Carss Park NSW 2221
Graeme & Deirdre Schroeder	8 Gooroa Street Carss Park NSW
Boris Bosnoski	P.O.Box 773 Hurstville NSW
Nick and Wilma Manousis	272 Princes Hwy Kogarah Bay NSW 2217
Peter Hansen	7 Parkside Drive Kogarah Bay NSW

Resident

wefca@optusnet.com.au

## **APPENDIX D**

REPORT ON THE PUBLIC MEETING  
TO CONSIDER THE DRAFT PLAN OF MANAGEMENT  
TO CATEGORISE COMMUNITY LAND  
HAROLD FRASER RESERVE  
PUBLIC SERVICES & SPORTS AMENITIES BUILDINGS



