

CITY OF PORT PHILLIP

SPORT AND RECREATION GUIDELINES

INTRODUCTION

The Sport and Recreation Guidelines provides Council's position on a range of matters with Sports Clubs across the municipality to ensure fairness, equity, and responsiveness in our dealings with sporting clubs, individuals and events across the municipality. This guideline will be reviewed in 2011.

Council's Role

The Sport and Recreation area utilises a place management model, with a strong community development focus to deliver its service. Council's role is to facilitate access to sport and physical activity. It will do this by being:

Provider – of facilities and grounds at the standards required for participation for a range of sports of different levels and types and services and support programs to assist clubs such as workshops and sports club breakfast.

Funder – through grant programs for clubs and individuals activities and through expenditure that improves and maintains sporting infrastructure across the city.

Host – of events that showcase sport and provide access to experiences that build pathways.

The City of Port Phillip has a memorandum of understanding with Parks Victoria and the Grand Prix in relation to Albert Park Reserve. This agreement seeks to ensure the groups work collaboratively to minimise the impact of the grand prix and achieve positive outcomes for the local community in relation to sport and recreation, including maintaining and optimising access and protecting Albert Park Reserve in relation to amateur and community sporting clubs and ensuring an appropriate range and balance of recreational opportunities in Albert Park Reserve.

OUR VALUES

The City of Port Phillip is committed to providing sport, leisure and recreation opportunities within the City of Port Phillip that are relevant, flexible, affordable and accessible to the Port Phillip community of all abilities and at all stages of life.

Culturally

- Council recognises that sport and physical activity are a major part of our 'way of being' and are major contributors to the connectedness and cultural vitality of a community.

Socially

- Council recognises sport and physical activity as a major contributor to community health and well being.
- Council supports and encourages an increase in participation in sport and physical activity at all levels within our community, including sport as leisure, organised sport, high level competition or events.

Economically

- Council resources will be primarily and proportionally targeted on activities and facilities that encourage participation at a municipal or local level, while still recognising the valuable role higher level elite sport plays in building awareness of sport and physical activity.

Environmentally

- Council's role is to provide and maintain sports facilities and infrastructure at a standard that is fit for purpose, and recognises that the standard of facilities can impact on opportunities for participation.

WHAT WE HOPE TO ACHIEVE.

The Sport and Recreation Guidelines relates directly to Council's four pillar framework and the achievement of our Strategy. What we hope to achieve is:

Objective One - Increased Participation

Targets by 2011

- A 10% increase in active and social sports club participation.
- Increase the number of females and children participating in sport and recreation, with a target of another 8 women and/or junior teams across the municipality.
- Increasing the number of people from Culturally and Linguistically Different (CALD) backgrounds to participate in sport and recreation.
- A 10% increase in participation in the Lifestyles programs

Objective Two - Continued Good Relationships

Targets by 2011

- The excellent relationships with clubs and all relevant agencies will be maintained at an 80% satisfaction rating.
- Council will continue with existing levels of financial support for Sporting clubs.
- Improved community health

Objective Three - Better Infrastructure

Targets by 2011

- All (14) Sports fields will be maintained at an agreed standard consistent with the sports ground hierarchy and sport played.
- 100% of Sport and Recreation facilities will be fit for purpose
- Assets that meet current and future community needs
- Improved environmental performance of council's sport and recreation land and buildings
- Reduced water use and improved water management

BENEFITS OF THE GUIDELINES

The guideline provides a guide to decision making in the sport and recreation area and will enable Council to achieve its goals of increased participation particularly in relation to female, junior and disability participation. It outlines Council's position on:

Occupancy and partnership agreements

- Are developed and used to clearly outline the expectations of sporting clubs and Council for the management and use of community land.

Pricing and Fees

- Outlines how council will continue to financially support sports clubs in recognition of the important role that sport and recreation plays in the community and the efforts of the many volunteers.

Infrastructure maintenance, management and improvement

- Provides guidance on the way in which Council Sports facilities are maintained in a manner that meets community expectations and standards for sport.

Advertising and Sponsorship

- Provides guidance on the restrictions and also opportunities that are available for clubs in using advertising and sponsorship as other sources of financial support

1. OCCUPANCY AND PARTNERSHIP AGREEMENTS

CONTEXT

The purpose of establishing a Council position on agreements is to ensure a consistency in the administration of occupancy agreements that would provide equity, while still allowing some level of flexibility where there is a demonstrated need to vary. A Council position will also provide the basic framework for officers to be able to negotiate agreements in a more effective and efficient manner as the guidelines will provide clear parameters and consistency across similar types and codes of sport and more adequately reflect the level of Council and club contribution and support under the proposed hierarchy of facilities.

The council position suggests that occupancy arrangements could also be utilised as a 'tool' to roll out Council's objectives by providing incentives for: improvement to facilities, encouragement of use, better communication with Council, and better management practices generally.

COUNCIL'S POSITION

1.1 Occupancy Agreements as Partnership Arrangements

Occupancy agreements should be viewed as a vehicle for establishing partnerships between Council and user groups in the management of facilities that can be established on Crown Land managed by Council.

All users shall have up to date written agreements which clearly set out the expectations of both Council and the user groups, and which specify obligations, responsibilities, conditions and cost related to the use and occupancy of the facility.

Occupancy agreements will give user groups a clear direction a recommended maximum period is 7 years for leases and 3 years for licenses.

Occupancy agreements that require 'exclusive' use (usually for State or Regional facilities and reserves) will generally be under the terms of a lease, and agreements that allow for a shared use (usually for municipal and local facilities and reserves) will be defined under 'licenses'. The standard terms and obligations for a lease will require a greater contribution toward the management and maintenance of the facilities than that of a license agreement.

Occupancy agreements shall include safeguards and incentives which encourage clubs to remain viable, community based non profit; maintain open membership policies; and to provide targeted groups with opportunities to participate.

Occupancy agreements should require tenants to promote the sport and the facilities to other potential users consistent with Council Community Hubs policy, detail the shared responsibilities for improvement and maintenance of the facilities over the term of agreement and to communicate regularly with Council on the status of the club and the facilities.

2. PRICING AND FEES

CONTEXT

In 1997 Council established a Fee / Pricing position for Sports Clubs. The basic premise of the approach was land value, with a range of variables included in the determination of the final fee. The variables enabled Council to consider a range of other matters such as whether a club was under exclusive or shared occupancy, the level of participation by target groups (i.e. juniors and females) etc.

The new pricing protocols moves away from a land / building valuation model to a model that uses actual costs and Council's community service obligation as the basis for determining fees. This change is not to deliver a greater income, but provide greater transparency, fairness and alignment with the objectives of Council.

Under the current fee structure for wide area sporting facilities, most of which are open to the public, the level of Council subsidy is 96%. For other, usually exclusively occupied, facilities the subsidy is slightly lower at 93%. Annually, Council spends around \$1.3m maintaining and providing grounds and pavilions. Rental from these same grounds totals less than \$100,000, only 6% of Council's total costs are met through user fees and charges.

The total cost of service delivery is defined as follows:

- Direct operating expenses including maintenance of sports grounds and buildings, irrigation, security and utilities
- The cost for Council staff dedicated to sports services
- Depreciation expenses for sports pavilions and facilities
- The expense of corporate overheads

The new fee protocol is based on principles that are less related to the value of the asset and more clearly define the contribution that Council and Sporting clubs make to sport, based on the costs associated with maintaining each clubs facilities (e.g. on the basis of the clubs desires and need) and the contribution that individual Clubs demonstrably make to community sport (i.e.: level of competition, number of participants etc). Criteria in Appendix 1 provide some parameters that will be used to assess this.

COUNCIL'S POSITION

2.1. General Approach

Council shall provide incentives to clubs to meet Council's sports goals, and assist the growth and development of the sport through appropriate fee structures.

Where Council provides a sports facility and Council incurs costs to a facility, if it is feasible and appropriate to introduce a charge it should be levied so that users are encouraged to value and take responsibility for the asset.

The principles underlying the Sports Pricing Philosophy are:

1. **Fees Reflect Actual Costs** - The rental for facilities charged to sports facility users reflects the actual cost incurred by Council for the maintenance and provision of those facilities. While Council will ensure that all facilities are fit for purpose, facilities that cost more to maintain will be charged at a higher rate than those that cost less.
2. **Facilities Subsidised** - Sports facilities will be made available on a subsidised basis. However, Council aims to recover a specified percentage of the overall cost of providing and maintaining facilities, with the balance representing the degree of subsidy to sports facility provision. The subsidy is expressed as a percentage and in terms of the overall cost of providing a pool of facilities. The actual level of subsidy may vary considerably from facility to facility depending on actual costs and policy objectives.

- 3. Fees Reflect Policy Goals** – Over time, prices will be set to encourage desirable outcomes or to discourage undesirable activities. This will be achieved through specified discounts and loadings. These discounts and loadings are designed to encourage wider support for Council's policy objectives. Outcomes meriting discounts include programs that support and target increases in:
- parent / volunteer participation
 - junior and female participation
 - seniors and elderly participation,
 - participation by mixed-sex teams,
 - participation of people from non-English speaking backgrounds, low income families and people with special needs.
 - environmental awareness and responsibility
 - multi-use of facilities – particularly by schools
 - good sports club accreditations
- 4. Fees Based on Optimum Usage** - Facilities will be utilised up to a level that does not compromise their long-term quality and availability. For example, a ground that is determined as suitable for five football matches will not be made available for more. Fees will be based on optimum usage levels with no penalty to users if the facility is 'under-utilised', eg if only one team wishes to rent a ground which has capacity for five.

2.2 Leased or Specialist Facilities

In comparison to 'licensed clubs' - where a facility or ground is exclusively leased by a club or association on a long term basis, (i.e., 7 years) and the sports facility includes specialist surfaces such as turf, synthetic surfaces (e.g. tennis, hockey, cricket & lawn bowls), a greater proportion of the capital cost and all recurrent costs of that facility shall be met by that club.

2.3 Who Pays What

All groups who use sports areas for profit will pay a fee that includes all costs associated with their use.

Those groups who provide their own facilities as well as maintain them will pay a standard license fee commensurate with the accessibility for general community use/ or the level of exclusivity required.

Not for profit clubs hiring Council facilities seasonally will pay a proportion of the cost to maintain the playing surface and support facilities.

2.4 Income Generation

Any income generating activities should be for the purposes of enhancing the specific sport being played and /or the development of the ground. Such activities considered will be consistent with the purpose of enhancing sport for the purpose of improving the community's health and well being.

2.5 Level of Support / Pricing

Where Council undertakes maintenance works of sporting facilities, as a general rule Council will subsidise the cost of use of those facilities open to the public by between 87%-90% of the total cost to maintain, i.e. 10--13% is payable by the clubs.

In addition further financial offsets will be provided on the basis of Sporting Clubs demonstrating a willingness to achieve some of the community goals of Council [as outlined in 2.1 of these guidelines] These additional offsets provide the subsidy to Sports Clubs to be increased to a maximum of between 93% and 96%.

Two clubs sharing a ground or reserve in the one season shall pay a pro rata share level

of the costs of maintaining that ground or reserve for the season.

If users are willing to contribute in kind to maintenance services the standard fee will be reduced. Prices therefore could be discounted depending on responsibilities taken, investment in capital and programs in exchange of favorable occupancy conditions.

The fee for seasonal use of a playing field shall be for the entire season of 25 weeks. This covers two training nights and one-day competition per week. Additional use over and above this core time (which will prevent another club sharing the ground) will attract an additional fee.

All clubs will be eligible for concession based on the level of inclusion of junior clubs, women's teams, disabled membership, CALD, providing community access, undertaking business planning and marketing, and sports development activities (such as clinics) for non members, environmentally responsible, new club, high parent participation, participation in good sports.

Where clubs run commercial operations, or have administrative headquarters for the code on leased grounds these areas shall attract a market rental.

2.6 Administration of the Pricing and Allocation System

Playing fields shall be graded, to meet the requirements / standards appropriate for the particular levels of competition. The qualities of playing surfaces and charges shall be consistent for all fields in similar grades across the City. This will ensure fields are not over or under maintained and the customer gets uniform quality for a uniform price. The type of facilities at each location should match the functional hierarchy (Appendix B).

Users of facilities shall pay to Council all costs of consumables, associated with their use of grounds, pavilions and lights e.g. (power, gas, and water).

Rentals shall be based on recovering the cost of maintenance and use of both the ground and facility, rather than on land or building valuations. Discounts shall be available to all clubs.

Sporting Club and Associations shall have priority over other groups wishing to use 'hire' sports grounds.

Rentals and Fees will be applied to each organisation, club or association using a ground, as distinct from each team.

2.7 The Setting of New Fees

Prices must be set with consideration to the implications of any new charge on clubs. There will be a staged implementation process. Terms of which are to be negotiated between the clubs and City of Port Phillip.

Prices must reflect value, equity and costs associated with delivery of the service provided by Council to the management of sporting facilities.

2.8 Charges for School Use

Public Schools will be able to use local outdoor playing fields during school hours free of charge, private schools pay a fee. All schools will need to book through Council.

All City of Port Phillip schools sports requiring local facilities during and after school hours shall be charged at a concession rate.

2.9 Community Grants

The subsidy that clubs receive from Council should not preclude clubs from applying for community grants through Council's community grant program.

3. INFRASTRUCTURE MAINTENANCE, MANAGEMENT AND IMPROVEMENT

CONTEXT

Much of the sporting infrastructure especially support facilities such as toilets, change facilities, grandstands and the like, is aging, and in poor condition and is not accessible to target groups such as women and persons with physical disabilities. In some instances the standard of playing surface or amenities does not match the levels of competition played, or the hierarchy of facility.

Determining the priorities for Council expenditure on infrastructure was raised and determined in the 1998 Sport and Recreation Strategy that talks about targeting Council resources at municipal and local level participation. However, due to history and without clear guidelines Council has not consistently implemented this municipal / local priority approach to resourcing.

Also, Occupancy agreements do not consistently encourage clubs to make improvements, or undertake specialised maintenance for clubs at higher levels of competition where the access to participation is generally far more limited. Such specialised facilities are often costly for Council to undertake.

COUNCIL'S POSITION

3.1 General

Council shall enhance its return on investment in sport by ensuring facilities are marketed and utilised to the maximum, whilst overuse is prevented.

Council shall ensure the quality of playing surfaces matches the level of competition appropriate for the City to support (hence requiring regional or state support for facilities suitable for regional and state level competitions.)

3.2 Improvement and Maintenance in relation to Hierarchy

Council shall provide a hierarchy of sports facilities (Regional, Municipal and Local) and each playing field will be graded, according to the levels of competition, with facilities only to be developed and provided in accordance with and appropriate to their hierarchy and grading.

Council will ensure that every ground will have a basic range of infrastructure suitable to the sport played at the level consistent with the grounds hierarchy; regional, municipal, and local. The core facilities for each hierarchy of ground are listed in Appendix 1.

3.3 Capital improvements in relation to Hierarchy

Council's Capital works program for Sports reserves and grounds shall -

- Enhance the long term viability of sports facilities and clubs;
- Ensure that clubs do not over capitalise on developments
- Be based on demonstrated need
- Be located and designed so as to strengthen the sport, and the existing club membership base, while increasing access of the general public and participation of target groups.

Council will maintain a 5-year strategic resource plan and cyclic maintenance plan to ensure facilities are kept in an appropriate standard of condition, and maximise return on investments achieved.

Council will also have an annual minor capital improvements grant scheme where clubs may apply for matching funds from Council for minor capital works up to the value of \$10,000 total.

This scheme will be partnership based with clubs encouraged to commit 50% contribution to any minor infrastructure improvement project, or where the project will gain income (such as fences for erection and maintenance of advertising or sponsors signage, or expansion of canteens, and social club areas etc) the contribution by the clubs should be higher.

The minor capital improvements grant scheme shall be targeted mostly at municipal and local grounds and participation.

Clubs undertaking works (maintenance) must comply with relevant building codes and regulations.

Clubs shall hold no equity in capital improvements made on Council or Crown land.

Club (and Associations) shall gain appropriate approvals from Council prior to commencement of capital projects.

3.4 Provision of Lights

Lights will be provided only for training and casual use purposes, and be implemented in accordance with the hierarchy and needs of each sport.

The contributions by Council and Clubs to the purchase and installation of lights will be determined in accordance with this guideline based on functional hierarchy of the grounds / reserves, needs analysis, development plans and utilisation of the grounds reserves.

Casual Users who utilise lights on Council land shall pay the cost identified in the fees and charges schedule.

Installation of lights need to firstly have met Council Landlord and Planning Policy and be consistent in its use with local laws and other legislation, in order not to impact on residential and other users amenity.

3.5 Maintenance of Grounds during Water Restrictions

The City of Port Phillip Drought Management Plan 2002 articulates Council's position and response at various stages (1-4) of water restrictions in the context of Council's other open space assets.

During Stage 2 in respect to Sports Grounds this means:

- The watering of general playing surfaces on sporting grounds is not permitted
- Only "specified turf" areas of sports grounds can be watered on restricted basis and includes: turf cricket pitches (not the surrounding ground), golf greens, croquet lawns, bowling greens, and tennis courts

At the introduction of stage 2 restrictions, consistent with Council's Drought Management Plan, a four (4) step assessment and management procedure will be initiated in an effort to manage the impact of sports oval deterioration on the health and safety of users.

The steps are:

- Step 1 – Preservation (spreading the load, reducing non-essential use)
- Step 2 – Reduced Access – (limiting the number of hours clubs can use)
- Step 3 – Restricted Access – (priority use competition/match days only)
- Step 4 – Full closure – (ground unavailable)

The 'hierarchy' for sporting reserves (see appendix 1 and 2) should be used to guide Council's decisions on where its resources and priorities lay.

During Stage 2 water restrictions the most specialised assets (generally state and regional facilities) should have alternative watering strategies introduced were this is possible, cost effective and consistent with the State Government's policy at the time of water restrictions being in place.

At this time occupancy arrangements should be renegotiated with tenants to look at opportunities for sharing facilities with local and municipal based clubs disenfranchised at the time of water restrictions.

During Stage 2 water restrictions local and municipal facilities should not have alternative watering strategies introduced and rely solely on the four-step assessment and management process.

During other stage of water restrictions the Drought Management Plan applies in full.

3.6 Grant Programs

Council shall develop a timetable of available grants. This information is to be communicated to Association, Clubs and Committees.

Council will endeavor to support clubs by prioritising grant applications for State Government funding.

Council will offer professional advice to Clubs and Associations in preparing applications for infrastructure and program grants.

3.6 Access for Persons with Disabilities

Council shall ensure that all new facilities will provide access for people with a disability and that where feasible, existing facilities will be made accessible,

4. ADVERTISING AND SPONSORSHIP

CONTEXT

The opportunities for sponsorship signs on sports grounds are generally limited to those grounds with exclusive occupancy, at the State and Regional level on the ground hierarchy. There are inconsistencies in terms of current practice with some degree of naming rights being sought and by tenants of State and Regional level facilities, without Council involvement in the decision making process.

At local and municipal level facilities the infrastructure generally does not exist for advertising and should be generally discouraged given the shared nature of the use and general public access. However, some clubs do from time to time request minor temporary community sponsorship signage at some grounds, yet there is no Council position on whether either of these forms of advertising and sponsorship should be allowed on Council land and if so in what form.

Today, most clubs have considerable expenses and limited income. Sponsorship is an important matter for some clubs, especially those at the higher or more professional level of competition.

COUNCIL'S POSITION

Council shall allow clubs to display temporary advertising and sponsorship material in specified areas (where consistent with planning regulations) to assist clubs in fundraising.

Tenants or state and regional level facilities will be allowed greater access and opportunity to display advertising as a means of generating revenue for the purpose of sustaining viable clubs.

Associations and Clubs shall not be permitted to hold sponsorship from, or advertise, tobacco products or such other products as may be determined by Council from time to time.

Associations and Clubs displaying advertising shall not be required to pay an additional fee to Council over and above their usual rental, although there shall be controls on what and where advertising is placed.

Associations and Clubs shall not have installed vending or amusement machines on Council property without Council's written consent,

Associations and Clubs with leases over a facility may submit to Council to name a, building or structure (but not the whole reserve park or facility) for the purposes of sponsorship.

Naming rights will not be issued for any building, structure, grounds / reserve or facility without the matter being considered and resolved by Council.

APPENDIX 1 - Sports Grounds and Reserves Hierarchy - Criteria

Aspect	State and Regional Sports Facilities	Municipal and Local
Community Use	Use at State or regional level of participation in sport	Use at Municipal and Local level of participation in sport
Community Access	Public access generally restricted. Matches are generally ticketed entry	Access only restricted during sports. Matches are generally free to public
Funding	Generally a large element of external funding available (ie: access to commercial sponsorship and/or State Government support)	Generally reliant on local fundraising and local government support
Leases and Licenses	Generally the lease or license allows longer tenure (ie: 7 years) and allows exclusivity of use.	Generally the lease or license is shorter (ie: 3 years or less) and is for shared use or access to facilities and grounds.
Type of Competition	Generally at higher standard (ie: state or regional). Players may receive payment for participation	Generally at a local or municipal based level of competition and players are not paid for participation.
Type of Facilities and Infrastructure	Type of Facilities generally available are: <ul style="list-style-type: none"> • Changerooms • Kiosk • Function rooms • Undercover or formal spectator seating • Scoreboard • High or restrictive Fencing • Ticket Box 	Type of Facilities generally available are: <ul style="list-style-type: none"> • Changerooms • Kiosk area • Function rooms (municipal only)
Type of Grounds	Generally single sport focussed, with only 1 or 2 sports played within the ground. Generally the turf and surface infrastructure requirements are 'high' to meet the standards for the level or type of competition.	Generally multi sports focussed with a variety of sports played. Generally the standard of surface or infrastructure is 'lower' to match the the lower level of competition and standard.

APPENDIX 2 - Sports Grounds and Reserves Hierarchy in City of Port Phillip

