



Central Coast Council Dial Sports Complex Master Plan 2013



18 June 2013

Dial Sports Complex Master Plan 2013 – Adopted

Project and Document Control

This is the Final Draft of the **Dial Sports Complex Master Plan**.

The Master Plan is a managed document. For identification of amendments each page contains a release number and a page number. Changes will only be issued as a complete replacement document. Recipients should remove superseded versions from circulation. This document is authorised for release once all signatures have been obtained.

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Amendment History

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Central Coast Council

Dial Sports Complex Master Plan 2013

1 Introduction

In 2009, the Central Coast Council engaged @leisure to prepare a Master Plan for the Dial Sports Complex¹ to provide short and long term strategic directions for the future development of the Complex as well as a concept plan, probable capital costs and a management model. The need for the Master Plan was identified from a previous study into the future of the Penguin Athletics Track² and concerns over the future of the Penguin Recreation Ground.

A major focus of the Master Plan was to consider the:

- . practicality and viability of relocating the Penguin Recreation Ground to the Complex³; and
- . viability and future of the Penguin Regional Athletics Centre; given that there was a perception that the facility was being underutilised and in need of resurfacing⁴.

The Master Plan was developed as a dynamic document intended to inform Council decision making. It was not a prescriptive plan. The Plan identified a number of significant opportunities and associated constraints. It included a concept Master Plan for the entire precinct, indicative costs and suggested priorities for development.

The Council offered in-principle support for the overall direction of the document subject to further consultation and specific approval of related actions by the Council through its usual forward/capital works program and the annual Estimates process.

The Master Plan has been used as the basis for ongoing discussions with Councillors and user groups of the Complex. Specific discussions were also held with the Principals of the Penguin Primary and High Schools and the Penguin Football and Cricket Clubs.

The Council has developed a Draft Central Coast Open Space and Recreation Plan 2012–2022 to inform the strategic and sustainable provision of open space and recreation assets. While this Master Plan is consistent with the work that has been completed to date, its implementation needs to be considered within the context of the Draft Central Coast Open Space and Recreation Plan 2012–2022.

Once adopted by the Council, the Dial Sports Complex Master Plan 2013 document will supersede, but should be read in conjunction with the Dial Sports Complex Master Plan 2009.

¹ 'Dial Sports Complex Master Plan – The Sport, Community and Education Precinct'; @leisure (2009)

² 'A Review of the Future Development and Management of Penguin Athletics Track'; HM Leisure Planning Pty Ltd (2005)

³ This issue has its origins in the 1996 Central Coast Recreation Plan presented to the Council on 24 June 1996. The Plan recommended the development of a recreation arena at the Dial Sports Complex to be used initially by football and cricket

⁴ This issue was highlighted in the 2005 HM Leisure and Planning Pty Ltd report

2 Purpose of the Master Plan

This Master Plan provides a framework to achieve a set of defined, measurable outcomes. The framework takes into account the pressures, opportunities and external elements that could influence the sustainable development of the precinct. It provides the rationale to inform decision making related to the future staged development and management of the precinct.

3 Outcomes for the Master Plan

- . Timely, well planned and sustainable provision/upgrade of facilities that can contribute to meeting the diverse sporting and community needs of the local, and in the case of the Penguin Regional Athletics Track, the regional community;
- . Broadened base for participation in a range of existing and emergent healthy sporting and community activities;
- . Improved/cost effective utilisation of core community and sporting facilities (reduced duplication/over provision of assets);
- . More effective use of the open space within the precinct (e.g. provision of walking tracks, playgrounds, barbeque facilities); and
- . Improved integration of education, sporting and community facilities and associated use.

4 Site information

The Dial Sports Complex is defined as the public open space and associated infrastructure on the southern side of the Bass Highway between Ironcliffe Road, Dial Road, Recreation Drive, Olympic Court, Sports Complex Avenue and the boundary of the Penguin Golf Course.

The Penguin High School and Penguin Primary School are adjacent to the site. The Complex has a strong connection with both schools and they actively use the facilities in their school curriculum.

The site is within an increasing density residential area, is conveniently located between the urban hubs of Devonport and Burnie and is easily accessible from the Bass Highway.

The site is identified in the *Central Coast Planning Scheme 2005* as a combination of Recreation and Residential zoned land. The current and proposed uses for the precinct are regarded as Permitted or Discretionary under the current Planning Scheme.⁵

The Complex is partly owned by the Council and the Crown (Department of Education)⁶.

There are currently no easements/caveats associated with the site.

The Draft Central Coast Open Space and Recreation Plan 2012–2022 utilises a standards approach to the provision of assets. The Dial Sports Complex consists of a number of

⁵ See Attachment 1 for more details

⁶ See Attachment 2 for more details

precincts that would meet either District (e.g. basketball stadium, bowling greens, tennis courts and proposed football grounds) or Regional (e.g. Penguin Regional Athletics Centre) requirements of the Asset Provision and Maintenance Standards⁷.



Figure 1: Marked area denotes area included in the Master Plan

The Complex features the following precincts:

- Penguin Regional Athletics Centre (the only all-weather track in North-West Tasmania);
- Penguin tennis courts;
- indoor sports centre;
- wood chopping centre;
- Penguin Sports & Services Club and associated car park;
- lawn bowls facilities;
- golf course (nine hole) and cross country track that circumnavigates the course; and
- overflow car park/grassed area.

⁷ For more information refer to Section 8 of the Draft Central Coast Open Space and Recreation Plan 2012-2022)

5 Strategic Context

The project is linked to:

A Review of the Future Development and Management of Penguin Athletic Track 2005 – the Council commissioned Hepper-Marriott to conduct a review into the future use of the facility. Through extensive consultation, the review identified that the facility serves a strong regional purpose and that the facility was well utilised. The review identified the need for the upgrades as outlined in this Master Plan as a requirement for the facility to continue to effectively meet the region's needs.

Dial Sports Complex Master Plan 2009 – the Council commissioned @leisure to prepare a Master Plan for the Dial Sports Complex to provide short and long term strategic directions for the future development of the Complex. The 2012 Draft Master Plan is consistent with and supersedes the 2009 version.

Central Coast Council Strategic Plan 2009–14 – the Plan supports the staged implementation of the Dial Sports Complex Master Plan.

Central Coast Open Space Strategy 2009 – the Council commissioned @leisure to develop an open space demand and supply analysis and open space planning framework. This framework informs the Draft Central Coast Open Space and Recreation Plan 2012–2022. This Master Plan addresses key issue 5.7 – increasing the viability and carrying capacity of facilities through more intensive development and clustering (co-location) of multi-sport facilities. The Master Plan also proposes solutions to the issues identified with site constraints and risk management issues identified at the Penguin Recreation Ground.

Draft Central Coast Open Space and Recreation Plan 2012–2022 – the Master Plan is consistent with the Draft Policy Statements and deals with a number of specific issues/proposed actions identified in the Plan, particularly related to the Penguin Recreation Ground and consolidation of other underutilised/ageing infrastructure (Section 12 – Central Coast Recreation Grounds).

- . In June 1996, the Council adopted the Central Coast Recreation Plan 1996–2001 which included the recommendation of a recreation arena at the Dial Recreation Complex.
- . In April 2001, the Council commissioned Pitt & Sherry to report on a number of ongoing identified risk management issues associated with the use the Penguin Recreation Ground. The report identified that the safe use of the ground was a function of the size of the playing surface. The undersized playing surface poses specific risks with:
 - cricket balls being able to be hit out of the ground and into residential properties (similar with footballs but to a lesser extent);
 - potential financial risks to the Council and the Cricket Club with risk mitigation practices limiting the amount/level of cricket that can be played at the ground; and

- insufficient space between boundary line and perimeter fence for football matches.

The report concluded that given the limitations of the existing facility, investment in the facility would not yield the benefits of investing in other complexes that did not face the same constraints.

Penguin Urban Design Guidelines – this Master Plan is consistent with the recommendation (Objective 5.1) to relocate cricket and football to the Dial Sports Complex.

Sport and Recreation Tasmania Strategic Plan 2009–2014 – the Master Plan supports the Plan’s goals by (2) helping to develop Tasmania’s elite athletes; (3) facilitating participation in sport, recreation and physical activity and (5) supporting the provision of quality facilities that meet the sport, recreation and physical activity needs of the community.

Tasmanian Physical Activity Plan 2011–2021 – the Master Plan supports the Plan’s goals by (1) demonstrating that we are a community that values and supports physical activity; (2) creating a built environment that enables and encourages physical activity and (4) increasing opportunities for all Tasmanians to be physically active.

Regional Development Australia (Tasmania) Regional Plan 2010–2015 – the Master Plan contributes to this Plan’s priorities through the provision of community infrastructure and activities to improve health (6), social inclusion and liveability outcomes (7).

6 Community Consultation

Community consultation undertaken to support demand, usage and future potential included:

Hepper–Marriott (2005) conducted a review into the future use of the Penguin Regional Athletics Centre. Through extensive consultation with a range of key local, regional and State stakeholders, the review identified that the facility serves a strong regional purpose and that the facility was well utilised. The review identified the need for the upgrades outlined in this Master Plan as a requirement if the facility was to continue to effectively meet the region’s needs.

@leisure (2009) conducted a master planning process that included consultation with key current and potential users of the Complex.

Additional consultation was undertaken with representatives of the Penguin Football and Cricket Clubs, the North West Athletics and Burnie Little Athletics Clubs, the Principals of the Penguin Primary and High Schools and the Penguin Sports & Services Club.

7 Key Issues

Priority issues for the Master Plan include:

Optimising/Diversifying Usage of Council Assets

- Increasing community expectations and the Council’s ageing assets is continuing to place pressure on the Council’s asset renewal/replacement program. This Master Plan is consistent with the Council’s emerging policies and strategies as outlined in

the Draft Central Coast Open Space and Recreation Plan 2012–2022 and Long-term Financial Plan by generally optimising/diversifying usage of facilities and accommodating/consolidating uses from other constrained, underutilised and/or ageing assets including⁸;

- Proposed relocation of cricket and football from the Penguin Recreation Ground to the Dial Sports Complex due to the current site being undersized, land-locked and within a residential area limiting future development⁹;
 - this process needs to balance the scope/needs of the Penguin Football and Cricket Clubs versus the Council's capacity to fund and maintain new facilities;
 - shared use facilities where possible should be provided (e.g. change rooms/meeting spaces/social facilities etc.). However the Clubs should not be disadvantaged by the relocation and so they should enjoy at least the same level of functionality that they currently have;
 - the Penguin Primary and Penguin High Schools do not currently have access to a recreation ground of adequate size and shape, and only limited access to the Penguin Recreation Ground;
- The Dial Sports Complex has a role to play in supporting the proposed closure of the ageing/underutilised infrastructure by, where appropriate, relocating existing uses to the Dial Sports Complex;
- Planned long-term expansion of the lawn bowls and indoor sports centre as an extension of existing facilities;
- Providing extended car parking to support a variety of users at the Complex; and
- Improving shared school/community facility usage.
- . Land management – the site incorporates land owned by the Council and the Crown. Determining the land footprint requirement for future proposed uses will determine the extent to which there is surplus Council land that could be sold to help fund the proposed improvements. The Master Plan proposes the use of Department of Education land for the development of one or more recreation grounds. The Council will need to negotiate with the Department and the School Principals for access to the land, possible financial contribution to the construction cost and possible shared use of the completed facilities.
- . Implementing the various strategies/reports recommending for the relocation of the Penguin Recreation Ground to the Dial Sports Complex;

⁸ For more information refer to Section 12 of the Draft Central Coast Open Space and Recreation Plan 2012-2022)

⁹ See also Objective 5.1 of the Penguin Urban Design Guidelines

- The Draft Central Coast Open Space and Recreation Plan 2012–2022 identifies a number of issues and opportunities to consolidate the number and increase utilisation of the Council’s recreation assets;
- The Council must continue to balance meeting community expectations and demand for facilities and its ability to maintain such facilities to the expected condition. Improved utilisation/consolidation of assets and improved financial planning for asset renewal and replacement are crucial elements of the Council’s long-term sustainability. The Plan effectively demonstrates that a number of underutilised/problematic grounds will be due for major asset upgrades and/or replacement in the short to medium term and that such replacement would not yield the same benefits as redirecting those funds to improving or establishing new assets that do not face the same constraints;
 - the cost/benefit of proposed projects should include the anticipated long-term asset renewal/replacement savings that such projects will generate from enabling the planned decommissioning of underutilised/problematic assets;
- Relocating the Penguin Recreation Ground to the Dial Sports Complex will improve the Council’s capacity to sustainably meet a variety of sport and recreation activities over the long-term as well as contributing to improvements to the Penguin CBD:
 - continuing to maintain/invest in the current location is problematic and will not yield the same benefit as other options;
 - the Draft Central Coast Open Space and Recreation Plan 2012–2022 has considered alternative options relating to the optimising the use of other recreation grounds and has concluded that relocating the Penguin Recreation Ground is the preferred option.
- . The practicality and viability of redeveloping the Penguin Regional Athletics Centre as recommended by various reports/strategies:
 - Two recent studies¹⁰ have recommended that the facility not only be retained, but that it is improved at a cost of around \$1.1 m.
The Council resolved to upgrade the facility as recommended.
 - The upgrade to the Penguin Regional Athletics Track requires the development of a management plan to improve the utilisation of the asset;
 - The Council’s application for the second round of Regional Development Australia Funding was successful – the grant is for \$520,000 which is almost 50% of the total project cost. The Council accepted the grant – a requirement is that the all phases of the project will be completed by December 2013; and

¹⁰ See Hepper-Marriott (2005) and @leisure (2009)

- The Council was unsuccessful in its application to the 2012 Sport and Recreation Tasmania Major Facilities Grant for a contribution to the new lights.
- . Improving shared community – school access to facilities:
 - The Penguin High and Primary Schools have been amalgamated into a Kindergarten to Grade 10 school and are in an almost unique situation where they currently do not have access to sporting fields on-site. The proposed option to develop sports fields at the Complex is supported by the local Principals;
 - Accessing Department of Education land would be required to construct two sporting fields as proposed; and
 - A shared access and management arrangement will need to be developed if the project proceeds.
- . Identifying asset management issues:
 - The recurrent maintenance of existing and proposed facilities at the Complex needs to be a consideration in progressing the Master Plan. This needs to be done within the context of the Council's overall asset replacement (and/or decommissioning) and renewal program; and
 - An overall management plan should be developed to improve the utilisation of all of the assets at the Complex.
- . Developing a practical, timely, affordable and sustainable implementation plan for the Master Plan:
 - There are a number of issues associated with the timing of the implementation of the Master Plan. The issues are such that the various projects will need to be staged over a number of years:
 - Available funds: while it is possible that grant funding may be forthcoming, grants are becoming increasingly difficult to access and the timing/uncertainty of such outcomes is problematic when trying to develop a definitive timeline. To this extent the Council should assume that it will provide 100% of the project costs. This has been considered in the Long-term Financial Plan;
 - Resources: the Council has a number of competing priorities for funding and project management staff. Projects within this Master Plan will need to be prioritised against these other interests;
 - Strategic issues affecting priorities:
 - ❖ the urgency created by risk factors associated with the use of existing facilities;
 - ❖ the need to have new facilities in place so that other underutilised/problematic assets can be decommissioned in a timely fashion; and

- ❖ a future review of demand for facilities may influence the timing/priority of future stages;
 - ❖ the Council's long-term financial planning capacity to fund the projects in the planned financial year.
- . A summary of the key elements of the Master Plan and proposed timeframes is included in Section 8.

8 Master Plan – Outline Summary

- . Redevelop and resurface the Penguin Regional Athletics Centre (planning and construction – short term e.g. 1–4 years);
- . Construct recreation grounds and associated amenities (planning in Years 1 and 2 and construction in Years 3–5);
- . Tennis courts – retain in current location (review future in medium term subject to participation trends and asset condition and in conjunction with the Penguin Primary and High Schools);
- . Wood chopping centre – retain in current location – maintain as per the existing forward works program (continue to monitor usage/maintenance condition);
- . Former hockey grounds – develop a dedicated off-leash dog exercise area and retain overflow parking (Year 2);
- . Indoor sports centre – provision for extension subject to need (10 years +);
- . Penguin Sports & Services Club – preserve space for future development of existing building and proposed indoor bowling green (in consultation with Club representatives – 5 years +);
- . Additional car parking and formalise entrance off Sports Complex Avenue (short to medium term e.g. 3–5 years); and
- . Add new playground, shared paths/social spaces (developed as available funding permits – ongoing as the opportunity presents).

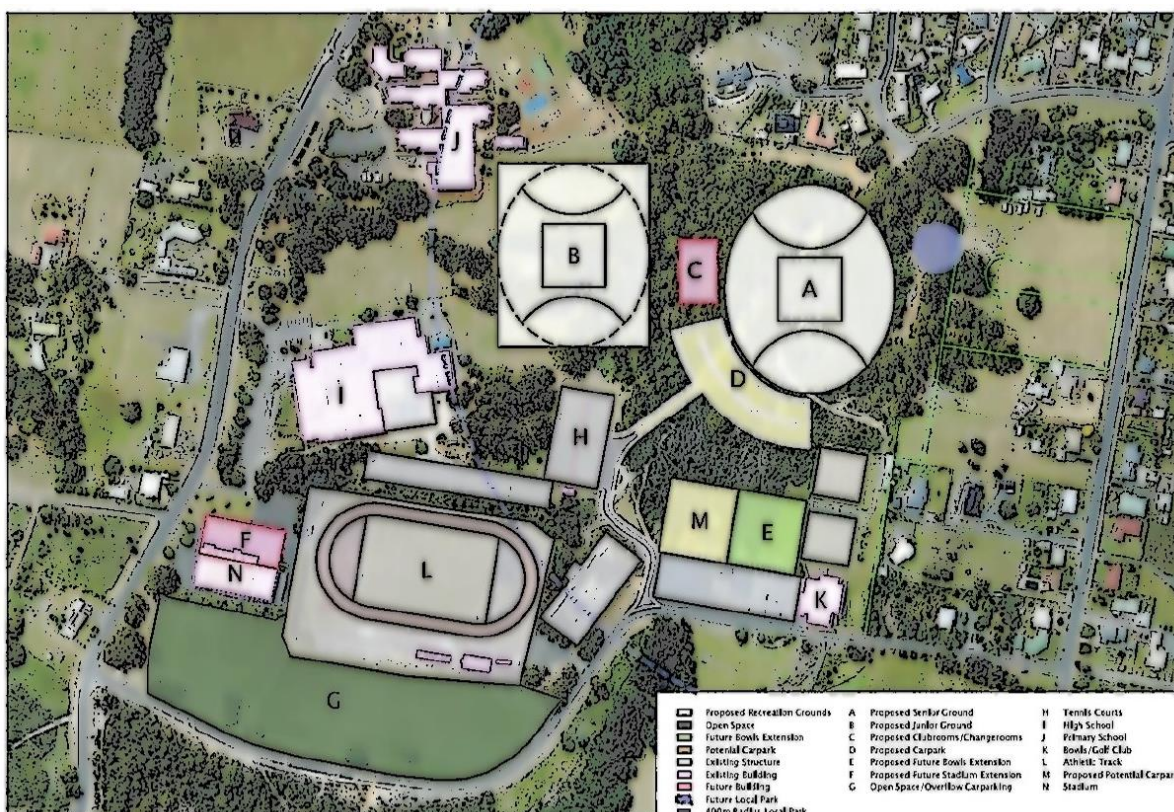


Figure: 2 Dial Sports Complex Master Plan (Diagrammatical Layout) (See also Attachment 3)

9 Indicative Estimates (in today's terms)

Redevelop and resurface the Penguin Regional Athletics Centre	\$1,053,000
Construct recreation grounds and associated amenities (short to medium term e.g. 4-6 years), including additional car parking and new entrance off Recreation Drive	Between \$4,870,000 – \$6,670,000 depending on final scale and scope
Tennis courts – retain in current location	N/A
Wood chopping centre – retain in current location – maintain as per the existing forward works program	\$2,000/annum
Former hockey grounds – develop a dedicated off-leash dog exercise area and retain overflow parking	\$5,000
Indoor sports centre – provision for extension subject to need	\$5,000,000
Penguin Sports & Services Club – preserve space for future development of existing building and proposed indoor bowling green	N/A
Add new playground, shared paths/social spaces (developed as available funding permits)	\$50,000 playground \$30,000 tracks and trails

10 Implementation of the Master Plan

The Master Plan will have to be staged, due to available funds and prioritising against other capital projects. The timing suggested in Section 8 is intended as a guide.

It is proposed that:

- . The proposed improvements in this Master Plan be adopted and incorporated into the Council's forward works program and associated Long-term Financial Plan;
 - o the timing/staging of the improvements take into account the broader recreation facilities asset renewal and replacement program.
- . The Council-owned residential land to the east of the site be deemed surplus to requirements and be prepared for sale to help fund the improvements proposed in this Master Plan;
- . An internal cross-organisational Project Team is established to manage the Master Plan project;
- . Negotiations commence immediately with the Department of Education regarding access to its land/possible contribution to construction costs and any future shared access arrangements; and
- . The Project Team to establish Project Reference Groups that include representatives of key existing/proposed facilities to advise on matters of scale and scope of the projects.

Proposed Short Term Action Plan:

Stage 1a (completed):

- (a) Establish Penguin Regional Athletics Centre Project Team and Reference Group.
- (b) Finalise/commence implementation of the Penguin Regional Athletics Centre Redevelopment.

Stage 1b:

- (a) Establish Dial Sports Complex Master Plan Project Team and Reference Groups (as required).
- (b) Commence detailed planning and scoping phase.



Figure 3: Stage 1 - area for development

11 Proposed Estimates for Stage 1 (completed)

1(a) Penguin Regional Athletics Centre Redevelopment

Detailed Estimates:

Task	Estimate
Track and infield lighting	275,800
Operations Centre - first floor	63,330
Spectator seating - covered	42,402
Administration building	151,050
Track resurfacing	520,500
Total (exc. GST)	\$1,053,082

1(b) Dial Sports Complex Recreation Ground Development

Preliminary Estimates Costs:

Facility	Single Story Option	Double Story Option
Ground 1	800,000	800,000
Ground 2	600,000	600,000
Car park	300,000	300,000
Access road	180,000	180,000
Club/changerooms		
single storey	1,000,000	
double storey		2,250,000
Ground lighting (Ground 1)		
Cricket nets	50,000	50,000
Drainage works	100,000	100,000
Irrigation (Ground 1)	150,000	150,000
Contingencies (20%)	676,000	926,000
Supervision (20%)	811,200	1,111,200
Total (exc. GST)	\$4,867,200	\$6,667,200

12 Proposed Dial Sports Complex Recreation Ground Development Timelines

Year	Component
2013-2014	Review location of proposed grounds Develop a communication and consultation plan Determine lighting standards Determine adequacy of parking Determine and include indicative network of trails/tracks Determine scope and location of local park/playground Commence Department of Education discussions Detailed site survey Develop Penguin Recreation Ground Master Plan Undertake initial liaison with the Penguin Football and Cricket Clubs*
2014-2015	Establish working group with Penguin Football and Cricket Clubs* Key stakeholder consultation Develop a community consultation plan Detailed design and documentation Subdivision and sale of surplus land at Dial Sports Complex

2015-2016	Detailed design and documentation Establish order of construction works# Planning approvals Building approvals
2016-2017	Commence construction of senior ground and secondary ground and access road#
2017-2018	Construction of pavilion facilities, car park, irrigation and drainage works#
2018-2019	Construction of car park and access road completion, ground lighting and cricket nets# Decommissioning and development of Penguin Recreation Ground#
*	These two processes to run in conjunction with each other
#	The construction timelines for 2016-2017 to 2018-2019 will be dependent on the determination of the order of construction in 2015-2016

Attachments

- 1 Dial Sports Complex Land Use
- 2 Dial Sports Complex Title Information
- 3 Dial Sports Complex Master Plan (Diagrammatical Layout)

Central Coast Planning Scheme 2005 Zoning



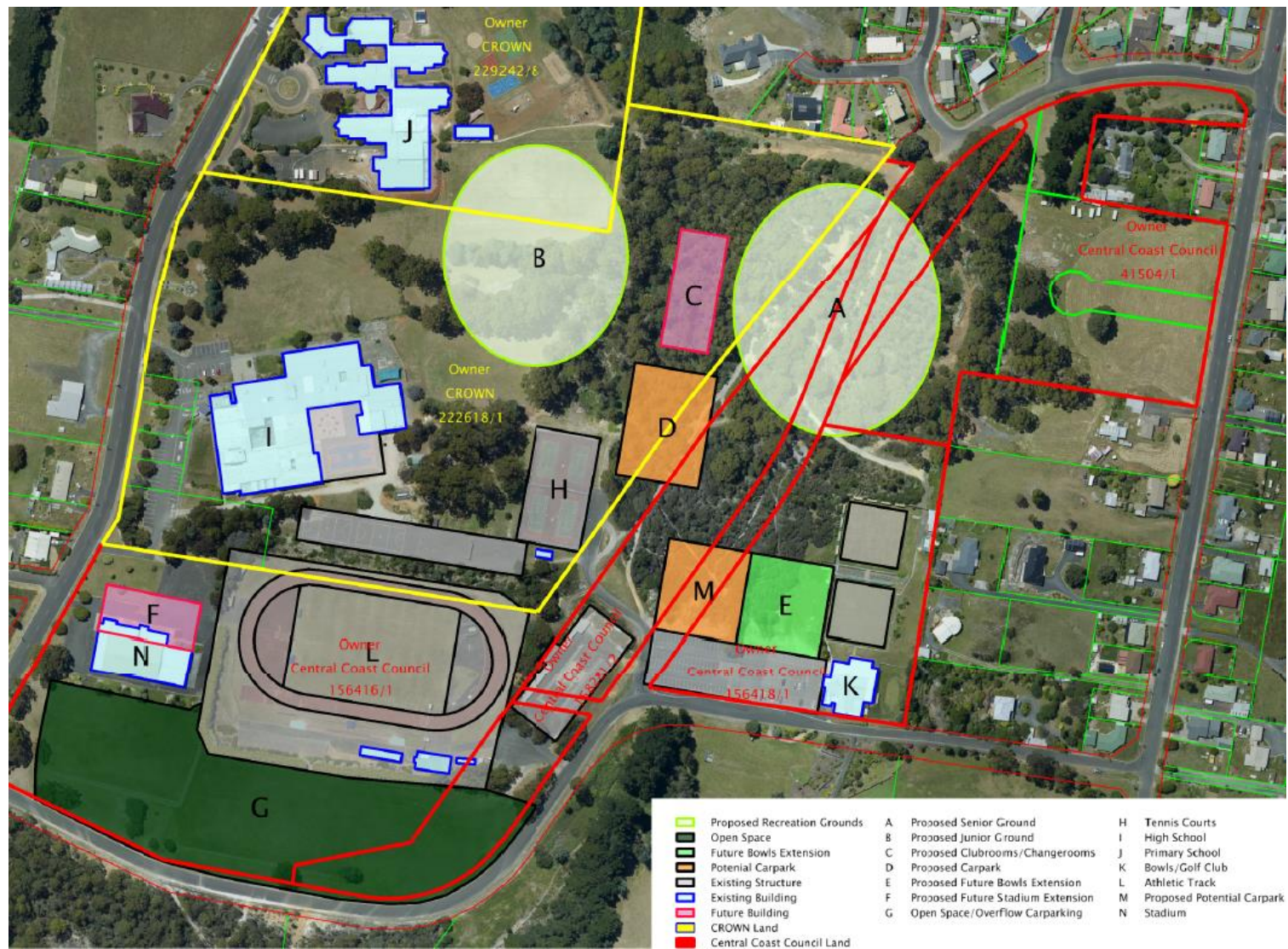
■ = Residential Zone:

Permitted	
Defined Use	Qualification
Community services	Only for a gross floor area of less than 100m ²
Educational and occasional care	Only for a gross floor area of less than 100m ²
Natural and cultural values management	
Residential	
Sports and recreation	Only for passive recreation
Tourist accommodation	Only for bed and breakfast establishment, holiday flat, holiday unit or serviced apartment
Discretionary	
Defined Use	Qualification
Community Services	
Educational and occasional care	
Tourist accommodation	Only for hostel or motel
Utilities	
Prohibited	
All other use	

■ = Recreation Zone:

Permitted	
Defined Use	Qualification
Natural and cultural values management	
Discretionary	
Defined Use	Qualification
Community services	Only for gymnasium or indoor recreation facility
Food services	
Sports and recreation	
Tourist operation	Only for visitor's centre
Utilities	
Prohibited	
All other use	

Attachment 2 – Dial Sports Complex Title Information



Attachment 3 – Dial Sports Complex Master Plan (Diagrammatical Layout)

