

## Report to the Future Melbourne Committee

Agenda item 6.7

### Recreation Facilities Provision Framework

21 May 2024

**Presenter:** Rushda Halith, General Manager Community and City Services

#### Purpose and background

1. A coordinated and planned approach is required to meet current and future needs for community infrastructure as the population in the City of Melbourne (CoM) is forecast to grow by 79 per cent by 2040. To plan for this growth, management are undertaking a holistic review of community infrastructure provision in the municipality including across recreation, libraries, community service provision and open space.
2. This report focuses on recreation service provision and seeks the Future Melbourne Committee's approval to commence community engagement on the draft Recreation Facilities Provision Framework (see Attachment two of report from management).
3. Major Initiative 36 of the Council Plan aims to increase and upgrade accessible, inclusive spaces for women in the CoM sports facilities. The governance and milestones for 2023-24 include briefing Councillors on the analysis of recreation provision and demand, and endorsement of a recreation provision framework by the Future Melbourne Committee.
4. Local government is the largest provider of accessible places for active recreation participation. These places include facilities (recreation and aquatic centres, stadiums, clubrooms), sports fields, multi-purpose courts, parks and gardens. Well-designed multi-purpose facilities support a diversity of activities. These facilities are essential civic infrastructure which play a critical role in supporting physical and mental health and community connection. A 2021 study by KPMG to quantify the social benefit derived from community sport in the CoM valued it at \$129 million per annum.

#### Key issues

5. A municipal wide review was completed in 2022 to understand current provision and future need, informed by a large number of studies, forecast timing of population growth, capacity and condition of existing facilities, and participation trends to assess the gaps in future provision. The review highlighted issues of demand exceeding supply and challenges to meet future needs including capacity and condition of existing facilities, the lack of available land for new facilities, and the increasingly constrained financial environment.
6. Without strategic service planning and investment, the current suite of recreation facilities will not meet the challenges arising in the next 20 years. Three approaches are proposed to address future provision.
  - 6.1. Opportunities to increase capacity of existing facilities to be delivered through asset renewal, maintenance, installation of features such as sport lighting to increase hours of use and management practices such as booking systems, policies and procedures.
  - 6.2. Upgrading existing facilities in current locations to be more multipurpose, fit for purpose and increase capacity. These will include major facility redevelopments.
  - 6.3. The research highlights where new facilities will be required to respond to population growth in urban renewal areas or address gaps. A long term view is required as land must be set aside now in urban renewal areas to allow for facility provision in 20 to 30 years.
7. As planning for community sport and recreation facilities will continue over the long term, a Recreation Facilities Provision Framework (RFPF) has been prepared to guide future investment. The draft RFPF provides a vision, key objective and guiding principles 'to provide a network of adaptable recreation spaces that supports the health and wellbeing of the communities that live, work, visit and play in the City of Melbourne'. The draft RFPF presents a prioritisation framework including criteria of strategic alignment, asset condition or identified gap in provision, participation growth potential, social equity, adaptable or multisport, gender equity and deliverability.

8. The community values sport, recreation and aquatic facilities as places that support their physical and mental health and wellbeing, and community connection. With the supply and demand challenges and constrained financial environment, the RFPF will ensure priority can be given to projects with high community need.
9. The proposed RFPF will provide guidance to allocate priorities for community sport and recreation facilities within the broader capital works and community infrastructure planning processes. Individual projects will be subject to future Council budgets.
10. A five week program of community engagement is proposed to consult on the criteria and weighting included in the RFPF. This will be communicated with current sports clubs and recreation facility users.

#### **Recommendation from management**

11. That the Future Melbourne Committee:
  - 11.1. Approves the release of the draft Recreation Facilities Provision Framework (RFPF) for community engagement
  - 11.2. Authorises the General Manager Community and City Services to make any further minor editorial changes to the RFPF prior to its release
  - 11.3. Notes that following completion of the engagement process, the RFPF is scheduled to be presented to the Future Melbourne Committee for final approval in August 2024.

#### Attachments:

1. Supporting Attachment (page 3 of 25)
2. Recreation Facilities Provision Framework April 2024 (page 4 of 25)

## **Supporting Attachment**

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### **Legal**

1. There are no direct legal implications from the recommendation from management.

### **Finance**

2. There are no direct financial implications from recommendation from management. The proposed RFPF will provide guidance to allocation of priorities to funding submissions in the broader capital works planning process for community sport and recreation facilities.

### **Conflict of interest**

3. No member of Council staff, or other person engaged under a contract, involved in advising on or preparing this report has declared a material or general conflict of interest in relation to the matter of the report.

### **Health and Safety**

4. This proposal includes a prioritisation framework to assist with allocating priorities to projects of high community need. The RFPF includes criteria of asset condition, participation growth potential, social and gender equity, and responding to recreation facility needs.

### **Stakeholder consultation**

5. A five week engagement period is planned to consult on the proposed criteria and weighting in the prioritisation RFPF. This will provide the opportunity to both inform stakeholders of the need for a strategic approach to facility provision, in addition to seeking feedback on how to guide this decision making.
6. In addition to providing information through Participate Melbourne, it is proposed to offer up to two community workshops if there is a deeper interest expressed. As there will always be more proposals than funding, some stakeholders may request more information to have a greater context, prior to providing feedback.

### **Relation to Council policy**

7. The RFPF is consistent with Council's broader policy objectives within the Health and Wellbeing Plan 2021-25 which aspires to improve the level of physical activity undertaken by residents. The strategic framework seeks to support approaches to improve the places for participation in physical activity.

### **Environmental sustainability**

8. The RFPF prioritisation recognises where significant environmental triggers (such as gas removal) exist when determining priority of projects for funding. Environmental sustainability will be integral to implementation of future projects.

# RECREATION FACILITIES PROVISION FRAMEWORK LIVE WORK VISIT PLAY

2024-2041



**DRAFT**



CITY OF MELBOURNE

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# 1. OVERVIEW

As a major capital city in Australia, the City of Melbourne provides neighbourhoods for people to **live, work, visit and play**. The City of Melbourne is responsible for planning and delivering a range of infrastructure and services to support existing and future communities. This includes community sport and recreation.

A comprehensive review was undertaken in 2022 to understand the provision and condition of existing recreation facilities, what the future population may require, and strategic approaches to address the gap.

It was informed by a large number of studies, forecast timing of population growth, capacity and condition of existing facilities, and participation trends.

Local Government is the largest provider of accessible places for active recreation participation. These places include facilities (recreation and aquatic centres, stadiums, clubrooms), sports fields, multi-purpose courts, parks and gardens. Well-designed multi-purpose facilities support a diversity of activities. These facilities are essential civic infrastructure which play a critical role in supporting physical and mental health and community connection.

Our vision is:

***“To provide a network of adaptable recreation spaces that supports the health and wellbeing of the communities that live, work, visit and play in the City of Melbourne.”***

## **Challenge**

Without strategic service planning and investment, the current suite of recreation facilities will not meet the challenges arising in the next 20 years. The review confirmed that upgrading and increasing capacity of existing facilities alone will not meet the future population demand for aquatic and recreation facilities, indoor sports stadiums, playing fields, outdoor multi-purpose courts and skate facilities.

## **Response**

Three approaches will be used to address the challenges of future provision. These include:

- Increasing capacity of existing facilities
- Upgrading existing facilities, and
- Provision of new facilities

## 1.1 Recreation Facilities Provision Framework

Sport and recreation play a critical role in the health and wellbeing of communities, supporting physical and mental health, and creating opportunities for community connection. The City of Melbourne continues to experience significant growth in residential population, visitors and workers. Strategic planning is required to ensure targeted infrastructure investment provides optimal community outcomes.

### Purpose

In this context, the purpose of the Recreation Facilities Provision Framework is to:

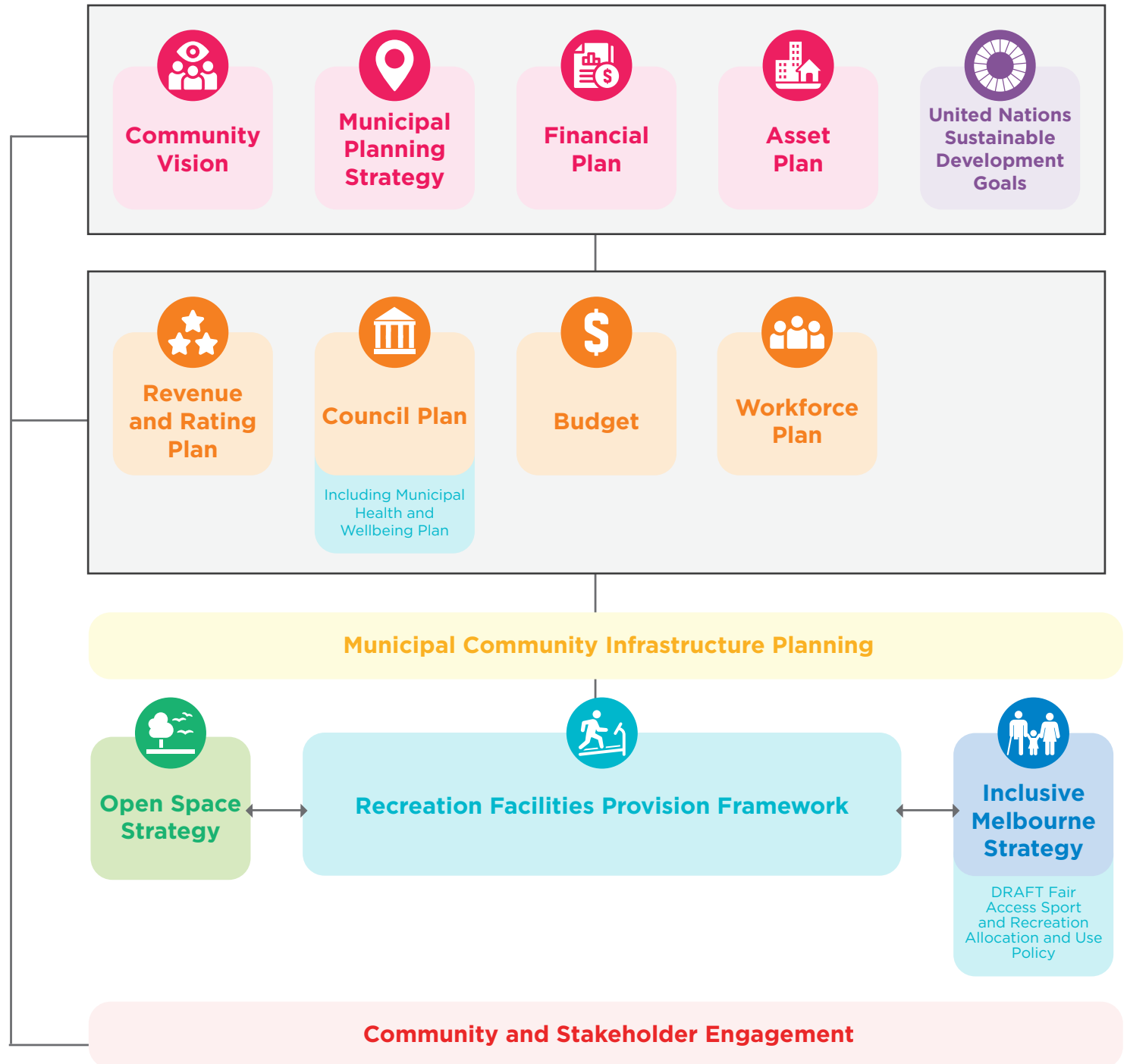
Provide a high level framework to inform short, medium and long term planning and budget allocations, and guide decision making for recreation facility needs through to 2041.

The Recreation Facilities Provision Framework provides a vision, key objectives and guiding principles for the provision, enhancement and use of recreation facilities. These with the prioritisation framework will guide Council's decision-making to enhance recreation opportunities and outcomes for the City of Melbourne residents, workers and visitors



### 1.2 Where does this plan fit?

The Recreation Facilities Provision Framework is a key document that is aligned with and will help deliver on Councils 10 year Community Vision, Council Plan and United Nations Sustainable Development Goals. It is underpinned and informed by several strategic documents that have involved various and extensive consultation. The graphic to the right illustrates the placement within the broader Council context.





### 1.3 The United Nations Sustainable Development Goals

The United Nations Sustainable Development Goals (SDGs) are 17 globally recognised ambitions to progress sustainable development and track performance.

A central pillar of the SDGs is to 'leave no one behind' through global support to end poverty, protect the planet and ensure all people enjoy peace and prosperity by 2030.

The City of Melbourne has taken the lead and is the first Council in Australia to conduct an SDG Voluntary Local Review (VLR) on the city's progress towards the Goals. The SDGs are a guiding framework for Council to ensure our initiatives achieve holistic sustainable development.

This Recreation Facilities Framework aligns to the aspirations of the following Goals

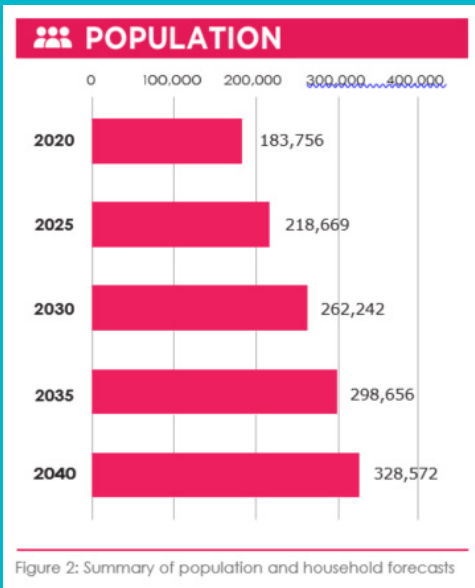


<b>Goal 1 - No Poverty</b>	To end poverty in all its forms everywhere
<b>Goal 3 - Good Health and Well-being</b>	Helping people to live long and healthy lives
<b>Goal 5 - Gender Equality</b>	Ending violence and discrimination against women and girls and making sure they have equal opportunities in all areas of life
<b>Goal 7 - Affordable and Clean Energy</b>	Making sure everyone has affordable access to green energy
<b>Goal 10 - Reduced Inequalities</b>	Reducing the gap between the richest and the poorest
<b>Goal 11 - Sustainable Cities and Communities</b>	Putting cities at the heart of sustainable development in an urbanising world
<b>Goal 16 - Peace, Justice and Strong Institutions</b>	Keeping people safe and making sure that government works effectively and fairly



### 1.4 About the City of Melbourne - Who are we planning for?

The City of Melbourne is home to 183,756 people, with a median age of 29 years. By 2040, the population in the City of Melbourne is expected to reach over 328,000 as indicated in the figure below:



Source: <https://www.melbourne.vic.gov.au/SiteCollectionDocuments/forecasts-2020-2040-infographic-2021.pdf>

	2020	2040	GROWTH
Residents	<b>183,756</b>	<b>328,572</b>	<b>+79%</b>
Avg. age	33 yrs	35 yrs	+2.3 yrs
Under 35 years	123,434	178,537	+45%
35 years and over	64,459	156,745	+143%



Eleven (11) planning catchments have been established across the City of Melbourne Area. The figure below summarises the forecast population growth of these areas.

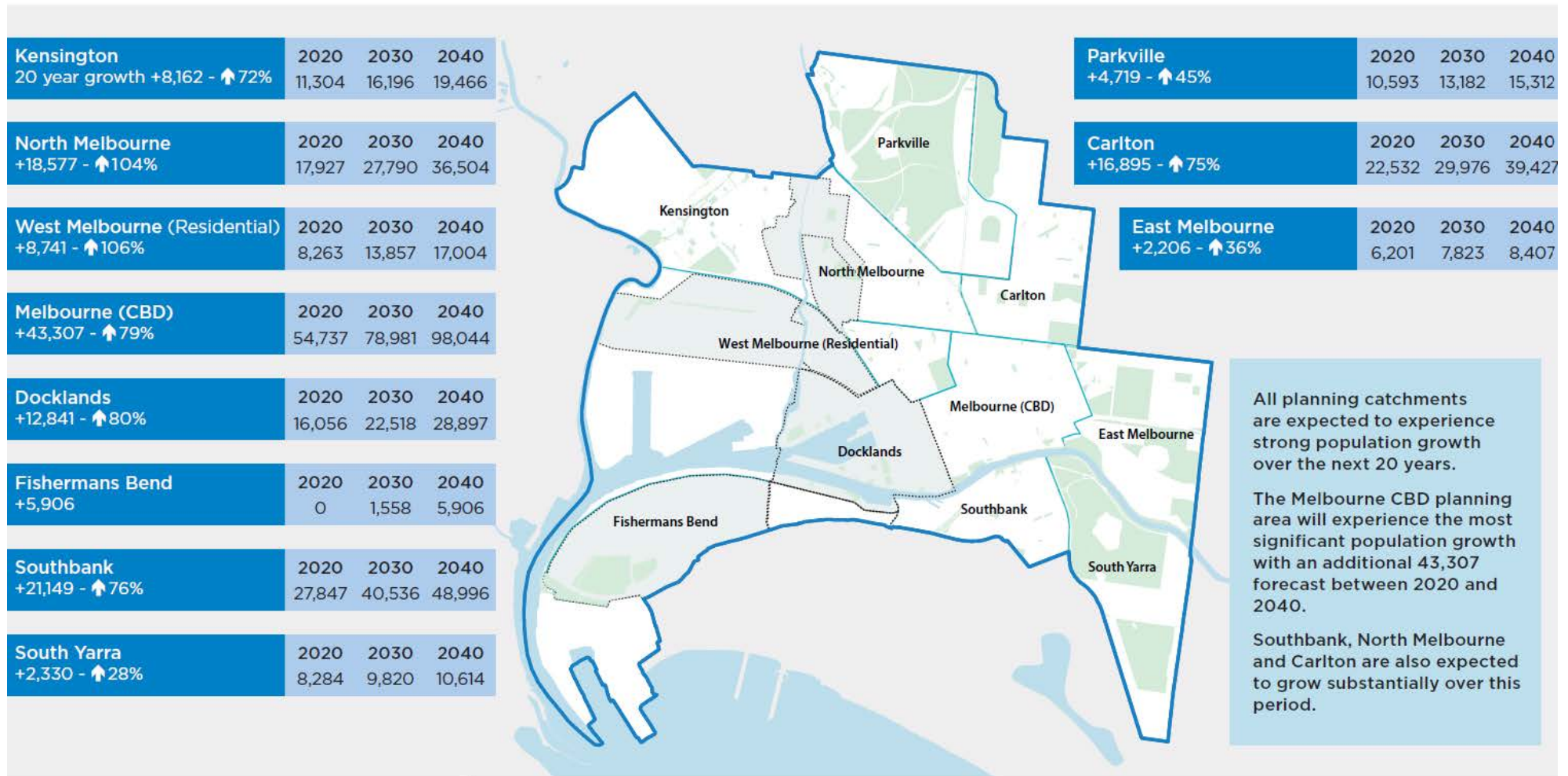


Figure 3: Growth across the 11 Planning Catchment Areas

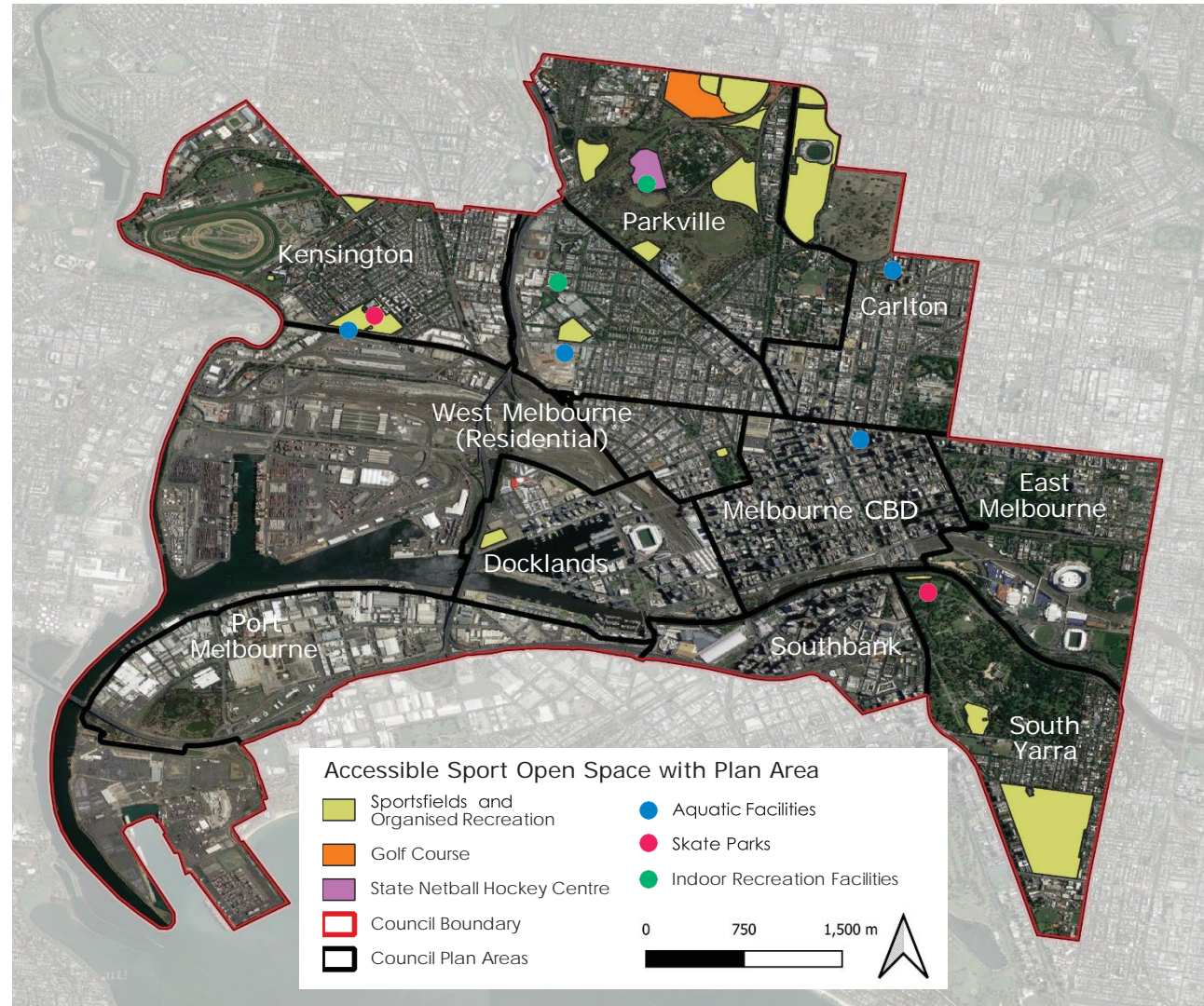


### 1.5 Existing Recreation Network

The City of Melbourne provides a diverse network of recreation facilities including:

-  555 ha of open space
-  45 Ovals
-  3 lawn bowls clubs
-  7 rowing facilities
-  14 tennis facilities
-  4 aquatic & recreation facilities and 3 indoor recreation facilities
-  2 skate parks
-  Royal Park 9 hole golf course

Community Accessible Recreation Facilities





# 2. CURRENT AND FUTURE DEMAND

## 2.1 Introduction

Our current provision of recreation facilities and services will not have capacity to meet future needs.

A strategic approach is required to respond to:

- significant population growth being forecast for the City of Melbourne over the next 20-30 years
- limited land supply in the municipality and
- constrained resourcing.

This is a challenge that will require partnerships across multiple sectors and levels of government to address.

City of Melbourne will use three approaches to address the challenges of future provision including

1. Increasing capacity of existing facilities,
2. Upgrading existing facilities, and
3. Provision of new facilities.

Taking a precinct and beyond view, it is important that land be secured now even if the anticipated population growth is in 20 to 30 years.

We have categorised our facilities into two types:

1. Outdoor sport and Public Open Space and
2. Aquatic and Recreation Centres and Indoor Sport and Community Recreation Facilities.

In both categories there is a shortfall of current provision.





## 2.2 Outdoor Sport and Public Open Space

### Current Situation

**Public Open Space is a critical element of the liveability of any municipality.** Open space is the publicly owned land that is set aside primarily for recreation, nature conservation, and passive outdoor enjoyment. This includes public parks, gardens, and reserves. The existing open space encourages the community outdoors to participate in organised sport, unstructured recreational activities and informal uses that promote social connectedness and community health and wellbeing. Royal Park, Princes Park, Fawkner Park and JJ Holland Park are some of the key open spaces that support this community use.

Various studies including the Council's Open Space Strategy **identifies that several planning catchment areas have a low level of public open space provisions.** As population growth continues through to 2040, the public open space provision per capita will continue to decline. The strategy provides the overarching framework and strategic direction for open space planning in the City of Melbourne. It provides direction on: ensuring open spaces can provide for and adapt to differing needs and uses, providing people with the opportunity to connect with nature.

**In relation to Recreation facilities which support physical activity, by 2041,** there will be a shortfall of playing fields including ovals, rectangular fields, netball courts, and tennis courts. There is also a need for outdoor multi-sports courts and skate facilities throughout the municipality for casual unstructured use, where people of all ages can play by themselves or with others, and often free of charge.

Land must be set aside now for the provision of outdoor sport and public open spaces in order to support growing levels of participation.





Response

**Provision of the identified shortfall of outdoor sporting facilities will not be viable in the context of limited land supply. The strategic approach to this problem will require increasing capacity of existing fields, seeking partnerships with schools and other institutions, and provision of new facilities in urban renewal areas.**

Examples of increasing the capacity of use of existing facilities is through the introduction of sports lighting which results in more hours of use of sports ovals. (Noting that natural turf can support approximately 25 hours of use per week). A further example is to create or upgrade multiuse activity spaces.





## 2.3 Aquatic and Recreation Facilities, and Indoor Sport and Recreation Facilities

### Current situation

The City of Melbourne provide four aquatic and recreation facilities in the municipality, and a further three indoor sport and recreation facilities with multi-purpose courts. While there is a good distribution of aquatic facilities not all are open all year and there are areas that are not well served. There is need for additional health and wellness space, multipurpose rooms, provision of Learn to Swim pools, dedicated warm water pool to support rehabilitation, free water play for water familiarisation.

There are currently three indoor recreation facilities providing three indoor courts. With the completion of Kensington Community Aquatic and Recreation Centre this will rise to six courts, with a demand for a further 14 courts. These courts support a range of sport and community recreation activities.

A further eleven indoor courts are provided at the Melbourne Sports Centre - Parkville and private schools, however not all are fully accessible for community use.

Various studies commissioned by the City of Melbourne indicate that by 2041, there will be a substantial shortfall of indoor sports courts and multi-purpose program rooms. These facilities are important as they are spaces to play many different sports including netball, basketball, volleyball, badminton, table tennis, futsal, and handball. Many of these sports have high participation by women and girls.

### Response

1) Aquatic facilities - The need to upgrade the Melbourne City Baths and to provide improved year round aquatic facilities in North Melbourne have been identified as the most pressing.





A city-wide approach to planning for aquatic and recreation facilities is required to ensure optimal outcomes are achieved within the context of limited land-supply and constrained financial resourcing.

Aquatic facilities are major civic infrastructure requiring detailed planning and are complex projects. Finding land for provision that aligns with identified need is a key early step in the process.

2) Indoor sport facilities - Provision of indoor sports courts is particularly sought in North Melbourne and Docklands. It is likely that most other opportunities will need to be realised in urban renewal areas.

When planning indoor sports courts it is important that multiple courts are provided together for maximum efficiency. The facilities will be more sustainable to manage, and there will be efficiencies in provision of the required amenities.

These multipurpose facilities often include multipurpose program rooms for recreation activities and community meetings. There will continue to be a high demand for these spaces.

Partnerships and shared use agreements with public or private schools is frequently referred to as strategic option to address shortfalls in provision while opportunities for shared use will be explored with various education providers preliminary investigations indicate that options for broader community access to privately owned sports courts may be limited.



# 3. EVIDENCE FOR ACTION

## 3.1 Benefits

Sport and active recreation are a valuable part of life in the City of Melbourne. It promotes active lifestyles and helps develop valuable social networks and contributes to the liveability of communities. Benefits of community sport and recreation infrastructure include:

### Physical Health

- Improved physical fitness
- Decrease the risk of chronic conditions including type 2 diabetes and cardiovascular disease
- Decrease obesity rates
- Decrease premature death and disability including drowning and falls

### Community

- Increase connectedness and inclusion
- Increase community pride
- Decrease anti-social behaviour
- Increase volunteering

### Economic

- Increased economic spend and productivity
- Decreased health sector costs

### Mental Health

- Improved social and mental health
- Improved cognitive performance
- Improved academic performance
- Decreased depression and anxiety





### 3.2 Value

KPMG was commissioned by Council to undertake a study that articulates and quantifies the social value supported by community sport and recreation in the City of Melbourne. **The delivery of community sport and recreation in the City of Melbourne supports an annual benefit of \$129.39m**

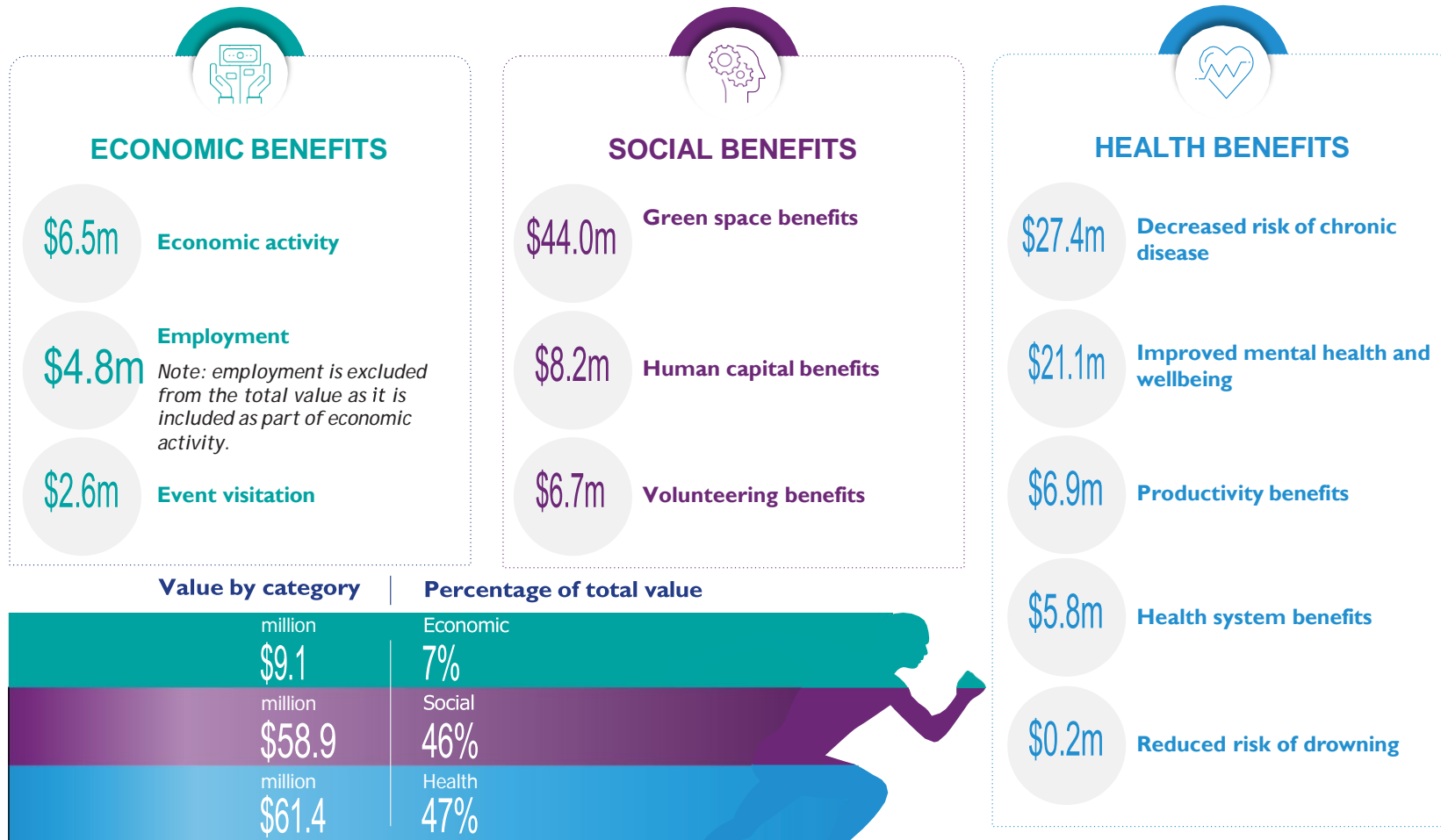


Figure 4: Social value of community sport and recreation in the City of Melbourne, KPMG, 2021.



### 3.3 Participation

As outlined in Council's Health and Wellbeing Profile 2020, more than half of City of Melbourne residents (52.7%) do not engage in the recommended amount of physical activity and around one fifth (22%) spend more than eight hours sitting on an average weekday, highlighting physical activity as a significant health issue for the City.

The resident participation in sport and recreation is captured below (according to the City of Melbourne Liveability and Social Indicators as of 2021):

- 61.1% of residents participated in sports and exercise activities in the last 3 months.
- 54.5% of residents did so within the City of Melbourne.
- 15.3% of residents participated in organised physical activity in the last 3 months.
- 7.7% participated in physical activity organised by a fitness leisure or indoor sport centre in the last 3 months.
- 6.6% of residents participated in physical activity organised by a sport club or association over the last three months



# 4. VISION, KEY OBJECTIVE AND GUIDING PRINCIPLES

## 4.1 Vision

The vision of this Recreation Facilities Provision Framework is:

**To provide a network of adaptable recreation spaces that supports the health and wellbeing of the communities that live, work, visit and play in the City of Melbourne.**

## 4.2 Recreation Facilities Provision Framework Objective

The key objective of this Recreation Facilities Provision Framework is:

**To increase the rate of people engaging in active lifestyles and the number of residents meeting recommended physical activity guidelines.**

People of all ages, abilities and backgrounds participate in community sport and recreation. There is sound evidence of the many social, health, mental and economic benefits experienced by individuals and communities through participation in community sport and recreation.





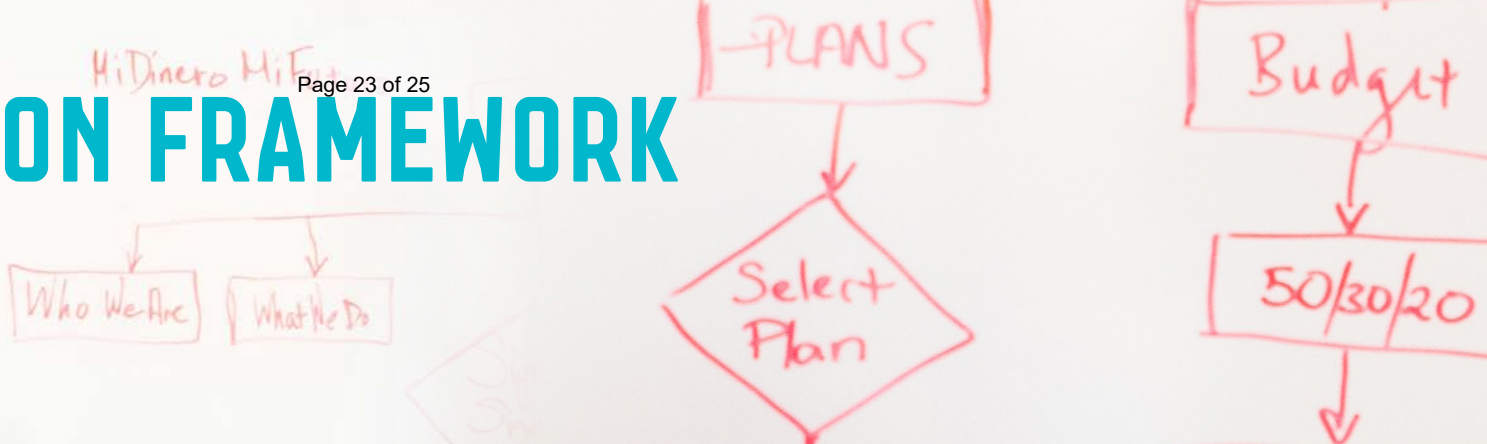
### 4.3 Guiding Principles

The vision and key objective will be achieved through the implementation of the following guiding principles. We will be bold and inspirational in the way we address the challenges of significant future population growth, playing our part in the solution to the health crisis and climate crisis.

- Accessible Participation Opportunities**  
 The provision of recreation facilities will foster maximum participation from the diverse communities of the City of Melbourne. Facilities will support increased diversity in participation, particularly for females, First Nations people and other underrepresented groups.
- Demonstrated Need and Targeted Investment**  
 Planning and strategic investment in sport and recreation facilities is to respond to a demonstrated need, providing more opportunities for the local community to participate in physical activity. Our investment strategy will be financially sustainable and achievable.
- Equity and Diversity**  
 Recreation facilities are to be equitably distributed, providing a range of recreation opportunities for our diverse communities. Universal design will be integral to all our facilities.
- Quality and Capacity**  
 In the context of limited land supply and growing demand, recreation facilities are to be of a high standard that promotes optimal capacity and value for money. Facilities are to be well designed and provide multi-use opportunities that maximum opportunities for physical activity.
- Resilient and Sustainable Facilities**  
 Recreation facilities are to be adaptable to respond to changing demands and trends as well as climate change over time. Sustainable asset and operational management will underpin the provision of facilities to ensure they can be upgraded and renewed within the financial parameters of the City of Melbourne. All facility redevelopments will aim to incorporate best practice in environmental sustainable design.
- Innovation and Partnerships**  
 The City of Melbourne will actively seek innovative approaches in the delivery of recreation infrastructure including partnerships with strategic stakeholders.



# 5. PRIORITISATION FRAMEWORK



A framework has been established to prioritise proposed actions across the recreation network. This framework is summarised in the table below.

### Recreation Facility Prioritisation Framework

Criteria	Weighting	Rationale
Strategic Alignment	YES/NO	Only assess projects with alignment to Council's existing strategic plans and policy directions.
Asset Condition, OR	20%	Prioritises works to replace assets nearing the end of useful life.
Identified Gap in Recreation Facility Provision		Prioritises projects where there is a demonstrated gap in provision.
Participation Growth Potential	30%	Prioritises works that have a high potential for increasing participation in sport / active recreation.
Social Equity	15%	Prioritises projects in areas with higher social disadvantage.
Multi-sport or adaptable	10%	Prioritises works that benefits multiple codes and adaptability of infrastructure.
Gender Equity	15%	Prioritises projects where there is a high level of female participation or potential for growth in female participation.
Deliverability & Readiness	10%	Prioritises projects that are within Council's ownership or management.

# 6. OUR APPROACH

Multiple approaches will be used to address the challenges of future provision. These include:

- **Increasing capacity of existing facilities – through asset renewal, maintenance, installation of features such as sport lighting to increase hours of use, and management practices such as booking systems, policies and procedures.**
- **Upgrading existing facilities – in current locations to be more multi-purpose, fit for purpose, and increase capacity. This will include major facility redevelopments.**
- **Provision of new facilities – providing new facilities where new communities are establishing such as urban renewal areas, and exploring different solutions to provision including vertical facilities.**

Most new facilities, particularly those required in urban renewal areas, will be reliant on a multi-agency approach to delivery and setting aside land for this purpose. Ongoing partnerships, innovation and collaboration with a range of stakeholders will be required to ensure optimal and sustainable community sport and recreation outcomes are achieved. Additionally opportunities for informal participation in non-traditional spaces will also be explored.

Funding opportunities to be explored will include:

- **Council funding contribution** – City of

Melbourne capital works funding within the long term financial plan.

- **Development contributions** – Development contributions are payments or in-kind works, facilities or services provide by developers towards the supply of infrastructure required to meet the future needs of the community.
- **State and Federal Government grant programs** – Grants administered by State and commonwealth agencies may be specific to sporting facilities or other community infrastructure.
- **Joint-use agreements** – Collaboration with other agencies including Department of Education, Universities and private schools can assist with access to non-Council owned facilities or joint funding of facilities on the basis of school use during school hours.
- **Partnerships and funding with State Sporting Organisations** – Some state and national sporting organisations provide funding that supports facility projects.
- **Mixed-use developments** – Potential to provide recreation facilities within residential and commercial developments, especially in high density areas.
- **Private Public partnerships** – Some proposed facility developments would be of interest to possible partnership opportunities with private enterprises including leisure service managers.





