

<b>ORDINARY MEETING</b> <b>12 DECEMBER 2018</b>	<b>5</b>
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## PEZZUTTI PARK MASTER PLAN

Matt Smith |73/1/3-01 | #5730468

### **RECOMMENDATION:**

#### **That Council:**

1. **Notes the petition received objecting to the development of the draft Pezzutti Park Master Plan and the proposed relocation of the Woree Tennis club facilities;**
2. **Endorses the Pezzutti Park Master Plan;**
3. **Notes that implementation of the plan will be delivered in a staged fashion in accordance with funding opportunities and lease arrangements;**
4. **Delegates authority to the Chief Executive Officer in accordance with the *Local Government Act 2009* to negotiate and finalise all matters in relation to this project including the master plans or future tenure arrangements at the abovementioned precincts.**

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### **EXECUTIVE SUMMARY:**

This report recommends the Pezzutti Park Master Plan for endorsement and provides a response to the petition received by Council against the plan at the 26 September 2018 Ordinary Meeting.

A master plan for this precinct has been developed to address a number of strategic and operational considerations. Primarily these include:

- no overall vision for the site
- lack of general recreational facilities in the suburb of Woree and surrounds
- due to poor siting, the skate park has crime and safety issues and is due for renewal
- any future skate area should form part of an integrated recreational space in line with current trends towards more general youth activity areas for all genders and ages
- there is a proposed future upgrade to the intersection at Rigg and Windarra Streets, which in turn will impact on the entrance to the precinct
- Woree Tennis has viability concerns due to its proximity to other local clubs and Tennis Queensland has recommended it merge with Earlville Tennis to be a more sustainable proposition

- Woree Tennis has no scope to expand due to the current topography of the park and the proposed future intersection
- insufficient car parking and the poor standard of existing parking
- poor traffic flow to and through the precinct has caused safety issues
- poor connectivity to, and through the precinct towards adjoining schools from a cycling and pedestrian perspective.

Significant community consultation undertaken as part of the master planning process presents a strong case that the catchment needs improved general recreation spaces including playgrounds, skate, basketball and youth activities. In support of this need and to address the management problems at the site, the master plan supports Tennis Queensland's view that the Woree Tennis Club should be relocated to Lions Park along with the Earlville Tennis Club in the future.

### **BACKGROUND:**

#### General:

Pezzutti Park is located on 67-97 Windarra Street, Woree (spread across Lots 636NR6622 and 1RP737188) and is divided by Gordon Creek. The precinct is home to Leichhardt Junior Soccer Club, Bayview Scouts, Saints Hockey and Woree Tennis Club and contains a local level playground, skate park and pump track. Under Council's Public Open Space Policy, the park is identified as both a district level sport and recreation park.

Attachment 1 shows the current configuration of the precinct and highlights some issues, opportunities and constraints identified by the consultant. Attachment 2 provides a perspective of the location of the precinct within the surrounding area.

#### Tenure:

Leichhardt Junior Soccer Club is a leased facility located on the northern half of the precinct. It consists of one full sized (lit) field and multiple junior fields of different configurations. The clubhouse has an adjoining caretaker's residence.

Bayview Scouts is a leased facility on the southern side and consists of a hall and storage area.

Saints Hockey Club is a leased facility on the eastern side, and consists of two fields and a clubhouse. The club has been working towards getting lighting for both fields.

Gordon Creek runs along the northern and north-west boundaries and a foot bridge connects to the informal linear drainage reserve area.

### Woree Tennis Club:

Woree Tennis Club has been located at its current position for 32 years but has a history dating back to 1946. The club has moved four times during that period. The current site has four synthetic grass courts, a club house, toilet block and lighting. The courts are bisected by what was previously an Ergon easement. This space is now earmarked to become a signalled intersection and the primary entrance into the sporting precinct. The intersection planning was completed independently of the master plan by Infrastructure Services. In recent years, Woree Tennis Club has had a declining membership and is unable to expand, due to current site constraints. The club has recently welcomed a new coach who is largely focused on junior development.

Relevantly, Tennis Queensland has recently finalised its “Tennis Facility and Participation Plan” (Participation Plan) which considers all tennis infrastructure within the Cairns Local Government Area. The completed document analyses the governance, membership, facility condition and financial position of all of the region’s tennis clubs and provides recommendations on future provision. Their Participation Plan will inform future planning for tennis opportunities within the Cairns Regional Council area by all stakeholders. Their plan takes a regional approach and looks at the health of the sport as a whole, rather than focusing on the ambitions of particular clubs.

Their Participation Plan recommends the merger of the Earlville and Woree Tennis Clubs and this was presented to the Regional Tennis Assembly in February 2018. It is the belief of Tennis Queensland that the Woree/Earlville catchment can be better serviced by a single 6-10 court facility. Tennis Queensland is recommending a merger, based on there being no net reduction of courts in the area and the obvious improvements in efficiencies, with respect to governance, which comes from operating from a single facility. In the context of the Pezzutti Park Master Plan, Tennis Queensland has written to Council regarding the Woree/Earlville merger recommendation (refer Attachment 3).

### Petition and Deputation:

During the public display period, on 25 July 2018, a senior long standing member of the Woree Tennis executive, submitted a petition on Woree Tennis Club letterhead, with 144 signatures (113 of which are acceptable under Council guidelines). The petition is not attached to this report due to privacy reasons (it lists names and addresses).

The petition opposed four elements of the plan:

- the Jeff Pezzutti master plan
- removal of Woree Tennis Club and CRC building used as a club house
- removal of four tennis courts
- removal of toilet block.

Following the conclusion of the public display period, the petition was formally received at the 26 September Ordinary Meeting with a request that “it be referred to officers for consideration as part of the consultation process for the Pezzutti Park Master Plan”.

In accordance with this instruction, officers again met with the Woree Tennis Club committee on 2 November 2018 and the principal petitioner presented a formal deputation to Councillors on 21 November 2018. At the conclusion of the deputation he emphasised that the preservation of the entity that is Woree Tennis Club was his greatest concern regardless of any future relocation. As such the concept of co-location with Earlville at some stage in the future would be more palatable to club members than a formal merger. This report reflects officers’ commitment to work with both clubs and Tennis Queensland to deliver an acceptable outcome.

### **COMMENT:**

Sporting precincts are the most efficient way to deliver sport and recreation opportunities across the local government area. Council services 14 precincts, evenly distributed across the city. Each precinct has a Master Plan to meet the following considerations:

- an endorsed vision for the site to guide decision-making and respond to community needs, desires and expectations
- on trend - providing relevant and appropriate spaces at the right place at the right time
- ensure sufficient land is available for current and future needs
- being ‘funding ready’ as opportunities emerge
- have a means to assess incoming proposals
- meet statutory requirements (Local Government Infrastructure Plan and Department of Natural Resources Mines and Energy Land Management Planning)
- guide resource allocation (operational and capital) and prioritization.

Pezzutti Park is the final precinct in Council’s portfolio to be the subject of a master planning process.

### **The Site:**

Pezzutti Park has been developed in a relatively ad hoc fashion. The current skate facility is located below the line of sight from the road and experience has found that anti-social behaviours are able to thrive when there is a lack of passive surveillance. The playground has not aged well and the lack of pathways and proximity to the road means that residents are not enthusiastic about allowing younger children to play at the facility. The park is used as an informal thoroughfare due to its proximity to the Woree high, primary and special schools, making the park a critical piece of connectivity infrastructure for students walking and riding to and from school.

The proximity of the school has also created issues with traffic in the area and the Windarra/Rigg Streets intersection is earmarked by the Department of Transport and

Main Roads to be signalised and upgraded, which will inevitably affect the functionality of the park.

The proposed master plan aims to address parking and vehicle movement through the precinct.

#### The Catchment:

Currently the catchment is highly developed from a residential perspective and there is poor access to public open space. The public open space that does exist is constrained by thick vegetation, formal sporting uses and poor connectivity. These themes featured strongly during the community consultation phase of the project.

#### Master Plan:

The consultation process for the Master Plan commenced in the 2016/17 financial year. Significant consultation occurred (as indicated in the consultation section of this report) and a draft plan was developed in collaboration with an external consultant in early 2018. The plan seeks to respond to the feedback derived from the engagement process, as well as the strategic and operational considerations identified by officers and key stakeholders.

A draft plan was workshopped with Council on 23 May 2018 and endorsed to proceed to general public display. Consideration has been given to the feedback received during the consultation period and the revised plan is provided in Attachment 4. Some important features of the Master Plan are identified below:

##### a) Proposed Community Recreation and Youth Activity Space:

The proposed master plan will address a critical lack of open space in the Woree catchment and recommend the construction of a youth activity space on the site, similar to those constructed at Coastwatcher Park, Trinity Beach and Todd Park (Little Fretwell) Edmonton. The Coastwatcher Park project in particular, was considered very successful in reducing anti-social behaviours in the area and increasing liveability in line with Council's Corporate Plan.

An artist's representation of how the proposed youth activity space may work within Pezzutti Park is provided in Attachment 5. Some images of recent district level youth activity space projects undertaken by Council are provided in Attachment 6.

Due to the nature of the site, the most appropriate location for a youth activity space is on the area currently occupied by the Woree Tennis Club. Tennis Queensland has advised that the club has been declining in participation numbers since the club lost its coach 18 months ago. While membership is a problem for the club, it is not the deciding factor for this recommendation. The current topography of the site means there is minimal possibility for the club to expand physically, if participation were to increase suddenly. The constraint on expansion and the lack of open space in the area are the guiding themes for

the directions within the proposed master plan and the merger as proposed by Tennis Queensland.

b) Proposed Woree/Earlville Tennis Joint Venture:

The Earlville and Woree facilities are currently located within 1500m of each other and historically participation numbers do not allow both clubs to be prosperous simultaneously. A co-location of the two entities would appear to be the most logical step to ensure the continuation of tennis in a sustainable fashion within the Woree/Earlville catchment. The Earlville Tennis Club is located on both freehold and reserve land, which is flat, not prone to flooding and has ample available space to allow for future expansion to the facility. For these reasons, this is the most suitable location for the clubs to be co-located.

Both the Tennis Queensland Participation Plan and the Pezzutti Park Master Plan recommend the removal of the Woree Tennis Club and subsequent co-location with Earlville Tennis for the following reasons:

- critical lack of open recreational space in Woree
- issues with the existing skate park including passive surveillance, age and quality of the infrastructure
- lack of a district level playground in Woree
- the realignment of the Rigg Street intersection could bisect the existing courts
- the Woree Tennis Club has a declining membership
- the site is heavily constrained and the Woree Tennis Club cannot expand
- the Earlville and the Woree site are only 1500m apart
- the Earlville site presents an opportunity for a district level facility with up to ten courts
- Single or joint use facilities will create advantages for the sport through efficiencies in governance and the possibility of hosting larger fixtures and events.

The transition is earmarked to occur following the future expansion and upgrade of the courts at the Earlville Tennis Club (Lions Park, Earlville). A draft plan for how this expansion may occur is provided in Attachment 7. Support during these transition years will be delivered to the clubs through the Go Clubs Program by Council officers and representatives of Tennis Queensland.

Based on discussions with the club it has been agreed that Council does not suggest a merger of the two clubs but strongly supports the co-location of both clubs at the Lions Park site. It is therefore recommended that whilst the petitioner's views have been thoroughly considered, the master plan should be endorsed as presented.

c) Parking/Intersection:

Pezzutti Park is located directly across from Woree high and primary schools and currently the entry to the park is located just prior to the busy T-intersection

dividing the two schools. In addition, there is considerable traffic movement relating to the Special School further down Windarra Street.

In consultation with The Department of Transport and Main Roads, initial concept plans have been prepared for an upgrade to the Windarra/Rigg Street intersection (signalised four-way intersection). The resulting upgrade could potentially create a cross road that bisects the four courts.

At this point in time, the intersection upgrade is not built into Council's 10-year capital expenditure forward planning. It is however formally recognised in DTMR strategy planning program for this area. Council's master plan should therefore reflect this potential future project and not compromise the intersections upgrade options.

The current parking arrangements at Pezzutti Park do not meet the needs of the existing clubs. The design expands the available parking with an extra 120 car parks available in the centre and entry points of the precinct.

d) User Groups:

Leichhardt Junior Soccer and Saints Hockey:

The Plan recommends no major changes to areas occupied by Saints Hockey and Leichhardt Juniors Soccer. Council will continue to support the clubs with upgrades to their facilities through the Go Clubs program. Leichhardt Juniors have identified an upgraded clubhouse as a priority while Saints Hockey is working on a lighting project for their fields.

Bayview Scouts:

The Bayview Scouts group were consulted early in the process. They are working on internal improvements to their den and they are not heavily involved in the open space surrounding their facility.

e) Dog Off Leash:

On 5 August 2017, a petition of 80 signatories was received suggesting a lack of dog off leash areas in the Woree catchment. Despite the petition being non-conforming, consideration was given to the request as part of the draft master plan. An option for a dog off leash area was included in the draft plan for community consultation purposes.

The potential dog off leash area covered 4450m<sup>2</sup> along the north-western bank of the creek. A proposed bridge was identified as being required on the western end of the soccer grounds, spanning the creek to allow access to the dog off leash area. Feedback from residents adjoining the park raised concerns about fencing, with most requesting additional fencing separating dogs utilising the dog off leash area from accessing their rear back yard. Such a fence would further reduce the available size of the area and would likely

create an unusable area. There were six direct responses via email to Council regarding the dog off leash area with five being strongly opposed and only one in support. The “Your Say” section of the consultation resulted in one further objection to the dog park making six total objections to the proposal. The proposed dog off leash area is also not fully compliant with Council’s policy in terms of space and proximity to sports fields. It was further identified that the required fencing could make it difficult for Council’s maintenance crews to maintain.

In accordance with above, the final master plan recommended for endorsement does not include a dog off leash area.

### **OPTIONS:**

#### Option 1:

That Council:

1. Notes the petition received objecting to the development of the draft Pezzutti Park Master Plan and the proposed relocation of the Woree Tennis club facilities;
2. Endorses the Pezzutti Park Master Plan
3. Notes that implementation of the plan will be delivered in a staged fashion in accordance with funding opportunities and lease arrangements;
4. Delegates authority to the Chief Executive Officer in accordance with the *Local Government Act 2009* to negotiate and finalise all matters in relation to this project including the master plans or future tenure arrangements at the abovementioned precincts.

#### Option 2:

Council does not proceed with the recommendations of this report and determines an alternate course of action.

### **CONSIDERATIONS:**

#### Risk Management:

The contents of the petition are noted but the merits of the overall plan and other community input supports the adoption of the draft master plan. Officers will continue to work with Woree and Earlville Tennis Clubs to achieve a more sustainable alliance with support and input from Tennis Queensland.

It should be noted that as the implementation of the master plan will be staged over the next decade and some elements are dependent on other projects such as the further development of the Lions Park courts. As such the Woree Tennis Club will have security of tenure until this time and the transition is negotiated.

High level staging plan is provided below:

<b>Stage 1</b>	Develop courts at Lions Park, Earlville
<b>Stage 2</b>	Develop Youth Activity Precinct Pezzutti Park which will require removal of the Tennis Courts. Officers will work closely with the clubs and Tennis Qld and it is noted that their lease does not expire until 2026 and can be extended if required during this transition phase.
<b>Stage 3</b>	Pathways, Security, Car parking and Access Upgrades
<b>Stage 4</b>	Rigg Street upgrade (Infrastructure Services)

The dog off leash area has been removed from the original plan and alternative sites have been investigated.

#### Council Finance and the Local Economy:

The budgetary estimates for the cost of the project are \$3 million, which is allocated in the ten-year capital works program commencing in 2020/2021 over a five-year period.

The operational costs are likely to remain consistent with their current level will be further assessed during detailed design phases.

#### Community and Cultural Heritage

The proposal will result in increased opportunity for informal recreation as well as provide guidance for existing stakeholders as to the future of the facility.

#### Natural Environment

The proposal has no significant impact on the natural environment.

#### Statutory

The proposed improvements are self-assessable under the Cairns Plan.

#### **CONSULTATION:**

All current users of Pezzutti Park, the Divisional Councillor and officers from Infrastructure Services were consulted during the formation of the Plan. The Divisional Councillor undertook direct consultation with both Woree primary and high schools.

Officers from Council's Leisure Services and Community Services teams took a 'place based' approach to this master planning project, similar to that implemented as part of the recent Shang Park redevelopment.

A summary of consultation activities undertaken as part of this process follows:

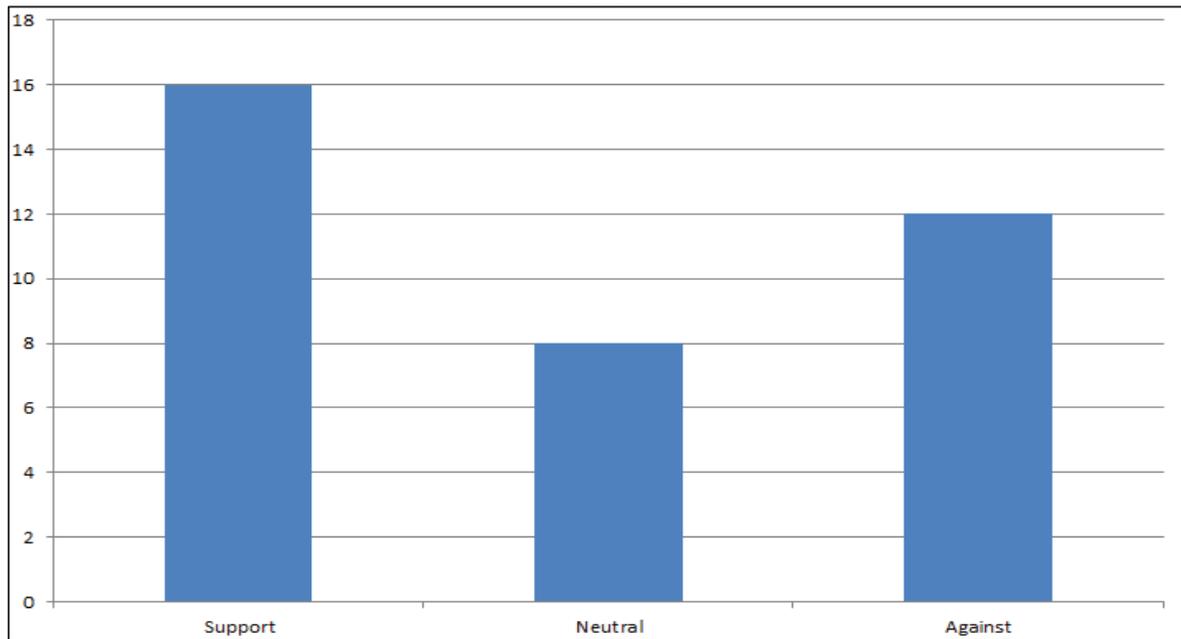
- community safety audit
- interview with school based Police Officer
- interview with Mission Australia

- community safety meeting
- survey to precinct lease holding groups
- community workshop
- workshops with student leadership groups
- 'sketch' interviews with local youth
- community parkour event and survey
- interview with Council Drainage Officers
- interview with Council Disaster Management Officer
- interview with Council Traffic Officers.

The Facebook alert alone received 17,500 views of which Council received 20 comments, a majority of which were supportive or neutral in nature.

The following graph represents the responses received via 'Have Your Say', Facebook and direct Council interaction.

**Responses received via "Your Say", Facebook and Council directly to Pezzutti Park Master Plan Draft**



Of the 12 people who commented against the proposed development, six were concerned with the removal of the tennis courts and six were against the proposed dog off leash area.

The consultant liaised with officers from Planning and Environment, Infrastructure Services and Cairns Water and Waste in the development of the draft plans.

Prior to the Councillor workshop, further corporate and departmental feedback was sought on the draft plan and presentation.

Members of the Woree Tennis Club have had multiple meetings with Council officers to discuss the future of the site.

At the meeting held 2 November, officers indicated to the club that Council's report recommendation would align with the master plan directions (i.e. support the relocation of the Woree Tennis to Earlville Tennis). The Tennis Queensland Participation Plan reinforces this direction.

The President and Treasurer were accepting of this position and were keen to have the matter finalised, as the uncertainty in the community is hurting their ability to attract members.

Council officers have met with the Earlville Tennis Club regarding the proposal.

Council officers have meet with Tennis Queensland and the Far North Queensland Regional Tennis Assembly about the proposed Woree/Earlville merger. Both organisations have endorsed the Participation Strategy, which recommends the merger.

### **ATTACHMENTS:**

- Attachment 1: Existing Site Issues, Opportunities and Constraints
- Attachment 2: Locality Map
- Attachment 3: Letter from Tennis Queensland confirming the recommendation within the Participation Plan for a merger of the Earlville/Woree Tennis Clubs
- Attachment 4: Pezzutti Park Master Plan
- Attachment 5: Artist's representation of the proposed youth activity space at Pezzutti Park
- Attachment 6: Recent district youth activity spaces delivered by Cairns Regional Council
- Attachment 7: Possible development plan for Earlville Tennis Club (Lions Park, Earlville)



Brett Spencer  
Manager Community Development

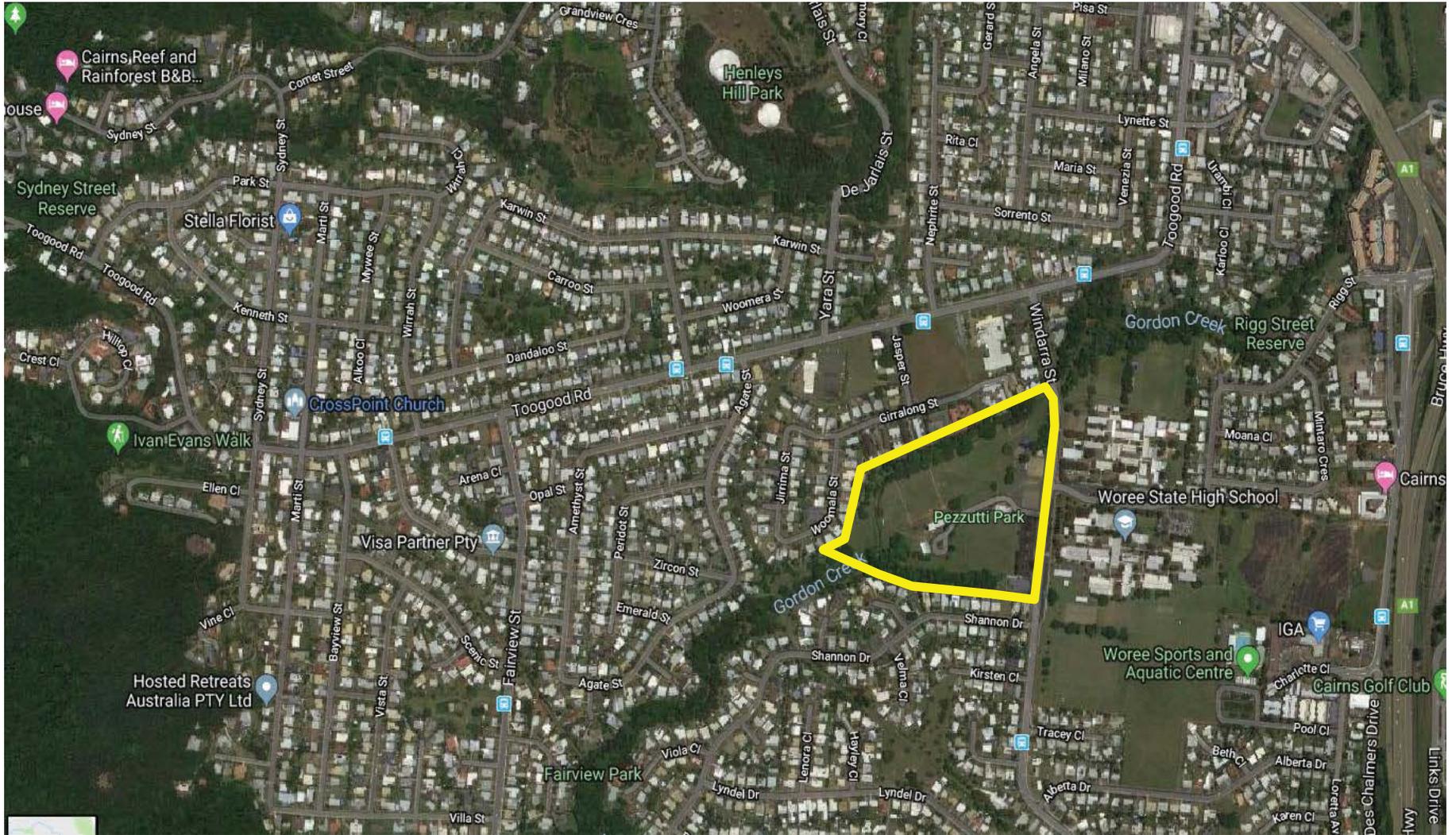


Linda Kirchner  
General Manager Community, Sport and Cultural Services

### Attachment 1: Pezzutti Park (current scenario)



Attachment 2 – Locality Map



### Attachment 3: Letter from Tennis Queensland



Tennis Queensland  
 Queensland Tennis Centre  
 190 King Arthur Terrace  
 Tennyson Queensland 4005  
 T +61 7 3120 7900  
 www.tennis.com.au/qld

Mr Matt Smith  
 Club Development – Leisure Services  
 Cairns Regional Council

Via Email: [m.smith@cairns.qld.gov.au](mailto:m.smith@cairns.qld.gov.au)

Dear Matt,

In 2017, Tennis Queensland with the support of Tennis Australia and Local Government Areas across Queensland (Cairns Regional Council being one of these) initiated a Tennis Facility and Participation Review to assist in the development of the Queensland Tennis Facility Strategic Plan 2028, which was released in July of 2018.

It is understood that the Cairns Regional Council (CRC) is undertaking a strategic planning exercise for a district sport and recreation precinct called Pezzutti Park in Woree. This precinct has been identified as the only available space large enough to cater for CRC's ambition for a district level playground and youth space. Tennis Queensland (TQ) is supportive of CRC's commitment to enhancing the region's activity, sport and leisure infrastructure.

It is noted that this proposed precinct includes the current site of the Woree Tennis Club (WTC) and therefore requires considered analysis and sensitivity in respect of the club's past and present members. TQ is aware the future traffic management plans associated with the development of this precinct would create a road bisecting the four (4) courts at WTC and this would have significant impacts on the operations of this club and patron safety. Based on the plans for this proposal, there appears to be no opportunity to reposition all of these courts within this precinct.

The jointly developed TQ and CRC Regional Strategic Infrastructure Plan provides objective direction to stakeholders on the current and future viability of clubs within the region. Recommendations are made based on the following criteria: asset condition, participation and governance.

The TQ & CRC Regional Strategic Infrastructure Plan recommends a merger of the WOTC and Earlville Tennis Club (ETC). The new merged club would be based at the current ETC site, but with significant capital upgrades to this site in conjunction with this merger. This would include (a) upgrading (and re-orientation) of the existing four (4) courts and installing new synthetic grass surfaces to these courts to preserve the style of play and a level of continuity for the WTC members; plus (b) the development of a minimum of four (4) additional acrylic surfaced courts on this site.

This concept supports CRC's desire to expand the Pezzutti Park precinct into a community activity hub and provide for future traffic management requirements in that area. TQ would also like to point out, that the ETC facility would need to be upgraded and expanded prior to the redevelopment of the WTC facility and that these two clubs (ETC & WTC) work together with CRC and TQ on the future governance model of this merged facility.

Yours Sincerely,

Mark Handley  
 CEO - Tennis Queensland



**Attachment 5: Artist's representation of the proposed youth activity space at Pezzutti Park**



**Attachment 6:** Recent district Youth Activity Spaces delivered by Cairns Regional Council



**Coastwatcher Park, Trinity Beach**



**Todd Park (Little Fretwell Park), Edmonton**

**Attachment 7: Possible development plan for Earlville Tennis Club (Lions Park, Earlville)**

