

Mayor Dawkins declared an impartiality interest in item 10.3.2 Proposal for Expansion of Cottesloe Tennis Club, as she is a member of the Tennis Club, and stated that as a consequence there may be a perception that her impartiality may be affected and declared that she would consider the matter on its merits and vote accordingly.

Cr Downes declared an impartiality interest in item 10.3.2 Proposal for Expansion of Cottesloe Tennis Club, as she is a member of the Tennis Club, and stated that as a consequence there may be a perception that her impartiality may be affected and declared that she would consider the matter on its merits and vote accordingly.

10.3.2 PROPOSAL FOR EXPANSION OF COTTESLOE TENNIS CLUB

File Ref:	PR52897
Attachments:	Aerial Foreshore Redevelopment Plan Tennis Club Submission
Responsible Officer:	Carl Askew Chief Executive Officer
Author:	Andrew Jackson Manager Development Services
Proposed Meeting Date:	28 October 2013
Author Disclosure of Interest	Nil

SUMMARY

This report presents a proposal by Cottesloe Tennis Club (CTC) to expand its site, seeking in-principle support from Council as a prelude to initiating the formal procedures involved.

CTC has provided the attached outline and indicative plan accordingly.

The opportunity exists to consider the proposal in the context of the entire open space along Napier Street and progressive improvements to the public domain, with each project adding value to the amenity and landscape of the area.

BACKGROUND

The CTC occupies Crown land reserved for recreation which is vested in the Town, who lease the site to the Club (for a 21 year period, with six years elapsed). In planning terms the land is Metropolitan Region Scheme Parks & Recreation Reservation (ie *Regional Open Space*), together with John Black Dune Park (JBDP) and Car Park No. 2 (CP2).

A range of land use and development controls relate to the locality, including the Town's Foreshore Redevelopment Plan (FRP), Natural Areas Management Plan (NAMP), proposed Local Planning Scheme No. 3 (LPS3) and additional parking provision.

The CTC proposal invites consideration of a coordinated approach to the upgrading of the overall area.

STRATEGIC IMPLICATIONS

- Relates to planning and development of open space, recreational facilities, parking stations and the public domain, in connection with the FRP.

POLICY IMPLICATIONS

- Relates to management of assets, open space and parking.

STATUTORY ENVIRONMENT

- Local Government Act
- Land Administration Act
- Metropolitan Region Scheme

FINANCIAL IMPLICATIONS

- In due course CTC may approach the Town for funding assistance to then be considered.
- Planning and upgrading JBDP would involve costs for a landscape architect, community consultation and implementation, to be drawn from current and future budgets.
- Extending CP2 would require funding from future budgets.

SUSTAINABILITY IMPLICATIONS

- Open space and public domain design and works should be conscious of sustainability principles and measures.

CONSULTATION

- To be conducted by CTC and the Town pursuant to more detailed planning and a formal DA for this proposal.
- Concept plans for JBDP and CP2 to involve community consultation in due course.

STAFF COMMENT

Cottesloe Foreshore Redevelopment Plan

The FRP arose from the Enquiry by Design and subsequent deliberations involving the Town's Foreshore Working Group. Following consideration Council has adopted a final version as a broad guide to progressive improvement of the public domain. Projects have ensued, including the disability access path (virtually completed) and intended public toilets/change-rooms (concept plans). The Plan informs ongoing more detailed planning and proposals, including the future of the Napier Street open space containing CP2, JBDP and CTC.

CTC proposal

The CTC originated in the 1930s and is a key community recreational resource. The Club has a 500-strong membership ranging from children to seniors. Tennis

continues to be a popular and growing sport, with increasing demand for access to courts and hours of availability. There is a trend towards hard courts for reduced maintenance and water consumption.

Recently CTC has undertaken its Strategic Plan Review, copy attached, covering membership, finance and governance, and facilities and planning. In accordance with the Club's outlook, physical expansion of the site for additional courts is proposed, to increase capacity and rationalise the supply of hard versus grass courts.

Specifically, CTC requests Council's agreement to extend the lease boundary some 18m to the west into JBDP, to accommodate additional courts and provide a landscape buffer. The precise form of the extension (ie level of courts, degree of retaining wall, landscape buffer, fencing) remains to be designed in liaison with the Town, leading to a DA for planning approval.

The funding arrangement is yet to be determined, pending detailed design and approvals. CTC is likely to approach Tennis Australia, Tennis West and the Department of Sport and Recreation in this regard. CTC might also request Council to contribute.

John Black Dune Park

This is a natural re-growth sandy "park" named after a former Mayor. Although recognised as a green space it is not formally landscaped or used and is not an attractive or hospitable place. The Park would be reduced by expansion of CTC and CP2.

The Cottesloe Natural Areas Management Plan identifies the Park as in need of improvement and a priority for works:

John Black Dune Park is a modified stable dune occurring between the car park and tennis club on the north side of Napier Street. The area was extensively cleared in the 1960s and retains only small sections of remnant vegetation at its north east and south east corners. The remainder of the open area is dominated by Victorian Tea Tree and understorey weeds. The Town has indicated the possibility of expanding the adjacent car park into the western section of this reserve. Currently John Black Dune Park does not experience any community ownership and is a source of antisocial behaviour and safety concerns. The highly degraded state and lack of native vegetation makes this park to be more suitably classified as potential natural area (PNA) rather than an existing natural area (ENA), as its management will require establishing native vegetation, rather than enhancing bushland condition. The unique position and large compact shape of this public open space provides much opportunity for public education, interpretation and demonstration, such as planting local species that are aesthetic and are bird and butterfly attracting.

It would be prudent to engage a landscape architect to design a concept plan to upgrade the JBDP into a useable and attractive environment.

The FRP also envisages upgrading of the JBDP as follows:

This area needs to be properly developed rather than continuing in its current form. Development of the car park on the western side will present the opportunity to turn this area into an excellent example of natural coastal habitat. It will require the installation of an east/west and north/south path (perhaps an elevated boardwalk), appropriate lighting and a number of interpretive stations to educate the community about dunal habitats. The north/south path must have a clear line of sight to ensure adequate surveillance. It is also very important that additional natural species are planted to help with the overall restoration of the park.

Car Park No. 2

This is the largest beachfront car park, which is well-used and fills to capacity at peak times (hot weather and events) but is otherwise only partially occupied or quite empty. The FRP envisages concentration of parking at CP2 and upgrading as follows:

The most important strategy in re-developing the foreshore is the centralisation of parking. This will involve the removal of Car Park No. 1 and most of the embayment parking along Marine Parade. This at-grade parking area will provide approximately 430 car bays. Shade from large-canopied trees will be required. These trees will also have to be suitable for the coastal context. The new centralised car park should be set back from Marine Parade. This set back area should be well landscaped to lessen the visual impact of the car park.

The Town has prepared a concept plan, attached, for possible extension of the CP2 into JBDP to add approximately 100 bays. This work is not budgeted or programmed at this stage, but could be implemented depending of parking demand and changes determined for JBDP or CTC.

Napier Street car parking

In 2012 the Town constructed an area of brown asphalt car parking off Napier Street to serve CTC, with border landscaping. Currently the Town is constructing additional brown asphalt verge parking alongside the Civic Centre and further west on both sides of Napier Street, for general public purposes. This will increase parking serving the beachfront, Civic Centre and CTC, and compensate for the reduction of Car Park No. 1 envisaged by the FRP.

Local Planning Strategy

The Local Planning Strategy is a forerunner to Local Planning Scheme No. 3 and in outlining the general zoning strategy includes the following statement:

Regional Reserve - Marine Parade (north side):

The Western Australian Planning Commission has advised Council that part of the land reserved for regional Parks and Recreation, located between Napier Street and Gadsden Street, and occupied by a public car park, has potential for future development. The Commission has indicated the possibility of linking the existing 'activity areas' to the north and south of the area with additional foreshore activity development. In this regard, the Council intends to participate with the Commission and other relevant State Government authorities in a study of the area, as follows:

- *identification of a boundary within which to carry out the study;*
- *identify the terms of reference of the study;*
- *ensure that the study recognises the existence of nearby residential areas and the need to protect their amenity; and*
- *ensure that the study recognises any other matters relevant to the locality.*

This reflects refinements made to the Strategy after the Enquiry by Design and was intended to flag the longer term possibility of an active frontage to CP2. At the time the draft FRP envisaged a decked car park and potential short-stay accommodation in this locality, subject to future planning. At present there is no imperative or commitment to initiate such a study, which would be undertaken if and when required, as at this stage the land remains Regional Open Space.

Process

Broadly, the process to determine expansion of the CTC site with an indicative timeline is as follows:

- Town reports to Council for in-principle support to concept proposal – 4 November 2013.
- Town and CTC prepare development application (DA) – November 2013.
- Town undertakes community consultation.
- Council considers and makes recommendation on DA – late 2013 / early 2014.
- Town refers DA to Western Australian Planning Commission (WAPC) for determination – early 2014.
- WAPC approves DA, conditional on lease boundary extension – March 2014.
- Town and CTC attend to lease boundary adjustment, via Landgate and Minister for Lands – by mid 2014.
- CTC applies for Building Permit, which Town issues upon lease boundary adjustment – by mid 2014.
- Construction works may commence within DA approval period of typically two years.

In summary, the conceptual and consultation phase will firm-up the proposal and gauge community response prior to Council being asked to initiate a formal DA and follow-through with the lease adjustment.

CONCLUSION

The proposal to expand the CTC site has merit, being one of the Town's key sports clubs. This is best considered in the context of planning for the Napier Street Regional Open Space also containing JBDP and CP2. On this basis Council can coordinate overall changes and improvements, then individual projects may proceed subject to approvals, funding and works.

COMMITTEE COMMENT

Committee considered that the Tennis Club proposal could be progressed on its own merit at this stage, while planning and expenditure on John Black Dune Park, Car Park No. 2 and the Foreshore Redevelopment Plan should be further considered before choosing courses of action to address those areas. The Manager Development Services explained that the report aimed to give Council an overview of

planning for the locality so far and that the various planning and improvement activities Council has put in train could continue to be progressed in their own right with overall coordination.

VOTING

Simple Majority

OFFICER RECOMMENDATION

Officer Recommendation

Moved Cr Jeanes, seconded Mayor Dawkins

THAT Council:

1. Supports in-principle the proposal for expansion of the Cottesloe Tennis Club site as outlined in this report, subject to suitable community consultation and the necessary planning approval, lease boundary adjustment and building permit.
2. Requests staff to engage a landscape architect to prepare a concept plan to upgrade John Black Dune Park and Car Park No. 2, for Council consideration of approval, funding and works, taking into account the proposal to expand the Tennis Club, the concept plan to extend Car Park No. 2, the Cottesloe Natural Areas Management Plan and the Cottesloe Foreshore Redevelopment Plan.
3. Supports extension of the Bryan Way footpath to Marine Parade to provide continuous pedestrian access, and landscaping at the northern end of Car Park No. 2, to buffer residential properties from the car park and enhance visual amenity.
4. Requests staff to devise appropriate community consultation in relation to the proposals, concept plans and planning applications involved.

AMENDMENT

Moved Cr Jeanes, seconded Cr Birnbrauer

That parts 2, 3 and 4 of the recommendation be deleted.

Carried 6/1

COMMITTEE RECOMMENDATION

Moved Cr Jeanes, seconded Cr Angers

THAT Council:

1. Supports in-principle the proposal for expansion of the Cottesloe Tennis Club site as outlined in this report, subject to suitable community consultation and the necessary planning approval, lease boundary adjustment and building permit.

AMENDMENT**Moved Cr Birnbrauer, seconded Cr Downes**

That a new point 2 be added to read “That Council reaffirm its commitment to maintain as much of John Black Dune Park as a reserve for community use, as expressed in the Natural Areas Management Plan”.

Carried 9/0**AMENDMENT****Moved Cr Rowell, seconded Cr _____**

That after word ‘consultation’ in item 1, these words be added: “Foreshore Redevelopment Plan, and...”

THE MOTION LAPSED FOR WANT OF A SECONDER**COUNCIL RESOLUTION****THAT Council:**

1. Supports in-principle the proposal for expansion of the Cottesloe Tennis Club site as outlined in this report, subject to suitable community consultation and the necessary planning approval, lease boundary adjustment and building permit.
2. Reaffirm its commitment to maintain as much of John Black Dune Park as possible as a reserve for community use, as expressed in the Natural Areas Management Plan.

Carried 9/0**THE AMENDED SUBSTANTIVE MOTION WAS PUT**

COTTESLOE TENNIS CLUB (INC)

PROPOSED EXTENSION OF COURTS AND LEASE AREA

Application for Approval to Commence Development under the Metropolitan Region Planning Scheme

16 April 2014

Purpose of this Report

The purpose of this report is to support an application by Cottesloe Tennis Club for Approval to Commence Development under the Metropolitan Region Scheme, both in its own right and as a necessary precursor to the consequent extension of the area of the Club's lease from the Town of Cottesloe.

This report expands on the request for an extension of the Club's lease area, which was made in October 2013 and agreed to in principle at the Ordinary Meeting of the Council of the Town of Cottesloe on 3 November 2013.

In addition to liaison with the Town of Cottesloe, this report follows ongoing discussions with Tennis West and Tennis Australia, and with the Department of Sport and Recreation.

Introduction

Cottesloe Tennis Club is one of the most successful tennis clubs, in terms of membership and wider community use, in the Perth Metropolitan area. It not only serves the interests of its growing membership but also strong and increasing demand from the general community and from local schools. Cottesloe Tennis Club provides the courts for Christchurch Grammar School, for example. There is, at the same time, an increasing trend for members of the public to play tennis, often on a regular basis, but without the desire to belong to a club. Hire of courts to members of the public, and corporate organisations, forms an increasing part of court use.

The increasing demand for courts from these different sources has led the Club to embark, for the first time, on the preparation of a long-term, strategic plan for the future. This ongoing work has identified an urgent need for more courts, especially hard courts suitable for night as well as day use, and for all-season use.

The Club currently has 23 grass courts and 6 lighted hard courts, shown on the aerial photo at Attachment 1. Peak demand already exceeds this provision. The existing lease area provides sufficient area for a further two courts, which is not sufficient to meet the immediate demand for a further 4 to 6 lighted hard courts, plus a modest expansion of grass courts if possible. The present proposal, shown on Attachments 2 and 3, provides for an 18metre westward extension of the lease area, to accommodate an additional court on each of the four bays of courts. This is just sufficient to meet the projected demand.

The Need for Expansion

The additional demand for courts is summarised above. A summary of the salient details follows.

The Club's membership currently totals 645 members in various categories, including individual, family and junior membership. Somewhat against the general trend in Western Australia for tennis club memberships to remain stable, at best, membership of Cottesloe Tennis Club continues to rise, albeit at a modest rate. However, the main demand for additional courts does not come from the traditional organised social play but from other, sometimes related and competing, sources. These are: senior and junior pennant tennis competitions; teaching and coaching; use by Christchurch Grammar School; Junior Club; and general court hire.

Senior pennant competitions are conducted principally on Saturday and Sunday afternoons (when they compete for courts with social play), on Wednesday mornings and on Thursday evenings. Junior pennants are conducted on Sunday mornings.

The number of Club pennant teams participating in summer has risen from 44 (22 senior and 22 junior) in 2012-13 to 54 (28 senior and 26 junior) in the current season. Winter participation (all on hard courts) comprises 13 senior and 12 junior teams. The number of junior teams has increased steadily over the past 18 years, in summer from half the present number, and in winter from a zero base.

The Club cannot accommodate any more junior teams without resorting to hiring outside courts. Demand for pennant courts has meant that for the first time, also, the Club has found a need to hire outside courts for a senior pennant team.

Christchurch Grammar School utilises the courts on Tuesdays (9 courts), Wednesdays (15 courts) and Fridays (24 courts). The very popular Junior Club utilises 15 courts on a Saturday morning.

Additional demands arise from several other sources on weekends and during the week: coaching and teaching; regular pennant team training; elite junior training; individually-organised play by members; court hire for corporate purposes; and hire to the general public.

The sum of all this activity is that the courts are already limiting the capacity of the club to meet present demand, most obviously for pennant tennis teams, less obviously for other unmet demands. The Club's courts are already at, or above, capacity at several times, notably on weekend afternoons in summer and winter; on Saturday mornings; on Sunday mornings in summer and winter; on Tuesdays and Wednesdays in winter; and on Thursday evenings throughout the year..

There is consequently an urgent need for an additional 10, preferably 12, courts, including for the number of lighted hard courts to be increased to at least 10.

Two further considerations should be noted. Firstly, the International tennis Federation (ITF) will only sanction tournaments where a minimum of 10 courts of the specified surface are provided. This lends added weight to the provision of at least 10 hard courts, as the option to hold an ITF-sponsored tournament may be significant in future. A second point is that Tennis Australia and the ITF do not support the provision of synthetic grass courts, which may be an important consideration for the Club.

Proposed Development

General

The proposed development and extended lease area is shown on Attachment 2. The salient features of this are as follows:

- westward extension of the lease area by up to 18metres;
- replacement of two existing hard courts with grass courts on the northern bay (Bay 4);
- conversion of three existing grass courts to hard courts on the southern bay (Bay 1); and
- provision of additional six hard courts.

The outcomes of this development will be: an increase in the number of hard courts from 6 to 10; an increase in the number of grass courts from 23 to 26; a much more effective disposition or grouping of grass and hard courts for maintenance, pennant competition and social purposes.; avoidance of potential conflict with residents over the use of courts at night; and removal of two below-standard hard courts.

Extended Lease Area and Adjoining John Black Dune Park

Extending the lease area westwards by up to 18 metres allows the construction of an additional string of four courts. The present lease area includes a 10 metre “buffer”, for the purpose of accommodating vegetation screening, for both visual and wind protection reasons. The Council has agreed in principle to an additional lease area of up to 18 metres, which is the width necessary to accommodate a tennis court.

The final extended lease boundary may be negotiable, depending on the detailed resolution of the earthworks needed to accommodate the extended courts area, together with the landform required for the development of the adjoining John Black Dune Park. It is clearly important to ensure that the landform and planting of the interface between the Club and the Park is properly integrated. The Park is intended to demonstrate the native coastal dune landform and vegetation. It has already been established that the extended lease area does not contain any significant native coastal vegetation, and the characteristic dunal landforms can readily accommodate the earthworks required for the courts, with careful design. The Town has not yet adopted a landscape plan for the area. Discussions between the Club and the relevant officers of the Town have been held in regard to this and are continuing.

The Northern (Bryan Way) Bay: Replacement of two Existing Hard Courts with Grass

For Club members one of the more potentially contentious aspects of the proposed development may be the proposal to remove the two hard courts on the northern bay adjoining Bryan Way, because these courts were resurfaced not many years ago, at significant cost. This decision only now can be seen to have been strategically mistaken. There are three reasons for removing these two courts. Firstly, removal of the courts allows the extension of the northern bay of grass courts to be extended westwards at the present (lower) level, consolidating the grass courts in a way which facilitates their management, both in terms of maintenance and maximising flexibility of moving the playing areas laterally. Secondly, the position of the lighting poles is significantly closer to the playing

surface than the Tennis Australia recommended minimum distance, raising potential issues of safety. Thirdly, the northern bay of courts adjoins the residences along Bryan Way. Removal of these courts and extension of the grass courts along that bay removes the objections of neighbours to the noise and lighting accompanying the use of all hard courts.

The Southern (Napier Street) Bay: Replacement of Grass Courts with Hard Courts

The proposed development includes replacing the existing three grass courts on the southern (Napier Street) bay (Bay 1), extending west over the new lease area to provide four lighted hard courts. The reasons are the corollary of those for replacing the hard courts in the northern bay (Bay 4) with grass: for night use proximity to Napier Street is strongly preferred to proximity to Bryan Way. In addition, the lighting of these courts at night will provide an attractive advertisement to their use and will enhance night-time security.

Court Levels and Consequent Earthworks

Extensive study of the potential levels of the new courts has been necessary because the land generally falls strongly to the west and the earthworks and retaining necessary for the courts will impact physically and visually on the adjoining John Black Dune Park, as noted above.

Several different options have been explored and surveyors commissioned to provide accurate cut and fill calculations of these.

After significant study of the earthworks and retaining walls needed a preliminary decision as to the optimum levels of the courts has been established, and is shown on the preferred plan at Attachment 2. The surveyors' mapping of cut and fill for the preferred option is at Attachment 3. The levels shown on the plan are finished court levels and cut and fill has been calculated on these. Since some material – soil for the grass courts and foundation material for the hard courts – will need to be imported onto the site some fine tuning of the levels may be required. This may also be the case with regard to integrating the landform with that of the Park.

The preferred option minimises both cut and fill and the impact of the new courts on the landform. The Bay 1 courts are proposed to be divided into two pairs of courts, the western pair set down 0.8m. The new courts on Bays 2 and 3 are, likewise, set down about 0.8m from the existing courts adjoining. The extension of the grass courts on Bay 4 at the existing level results in them set at the same level as the existing hard court on Bay 3 adjacent. In the main the courts can be retained by earth banks at a slope of around 1 in 3, as for the existing courts on Bay 4. The exception to this is the need to provide retaining walls at the southwest corner, adjacent to Napier Street.

The court levels are varied in a way which reflects the natural landform, providing a "cascading" effect which sits well with the landscape.

Community Response

It is the Club's expectation that the Council would require consultation with the local community. As the project provides for a significant increase in the availability of courts for

community and public use, it can be expected that the community in general will be supportive of the project. This will be especially so because the proposals include removing, rather than increasing, the number of night-use courts in proximity to residences.

Costing and Funding

At this stage preliminary estimates of costs indicate a total project of the order of \$900,000, including earthworks, retaining, fencing, court surfacing, court equipment and lighting.

Approaches to the Town of Cottesloe and the Department of Sport and Recreation for funding support will be made as soon as costs can be confirmed, following resolution of the earthworks in association with the Town of Cottesloe. In the past the Town of Cottesloe has provided support in the form of a low-interest loan. Very modest financial support may be provided by Tennis Australia, but in the main funding is expected to be on the common basis of equal contributions by the local government, the DSR and the Club.

Timing and Staging

The project would be difficult to carry out in stages (except as may apply to a single construction project) because of the nature of the earthworks, relationship to the John Black Dune Park and restrictions on access for construction purposes.

The ideal time for the construction itself would be April-May 2015.

Cottesloe Tennis Club 16 April 2014



Disclaimer: The Town of Cottesloe will not accept any responsibility for inaccuracies or errors within the data.

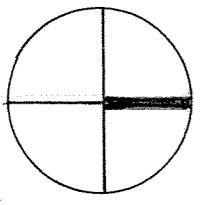
COTTESLOE TENNIS CLUB (INC)
PROPOSED EXTENSION OF COURTS

Monday, 21 October 2013

1:1000



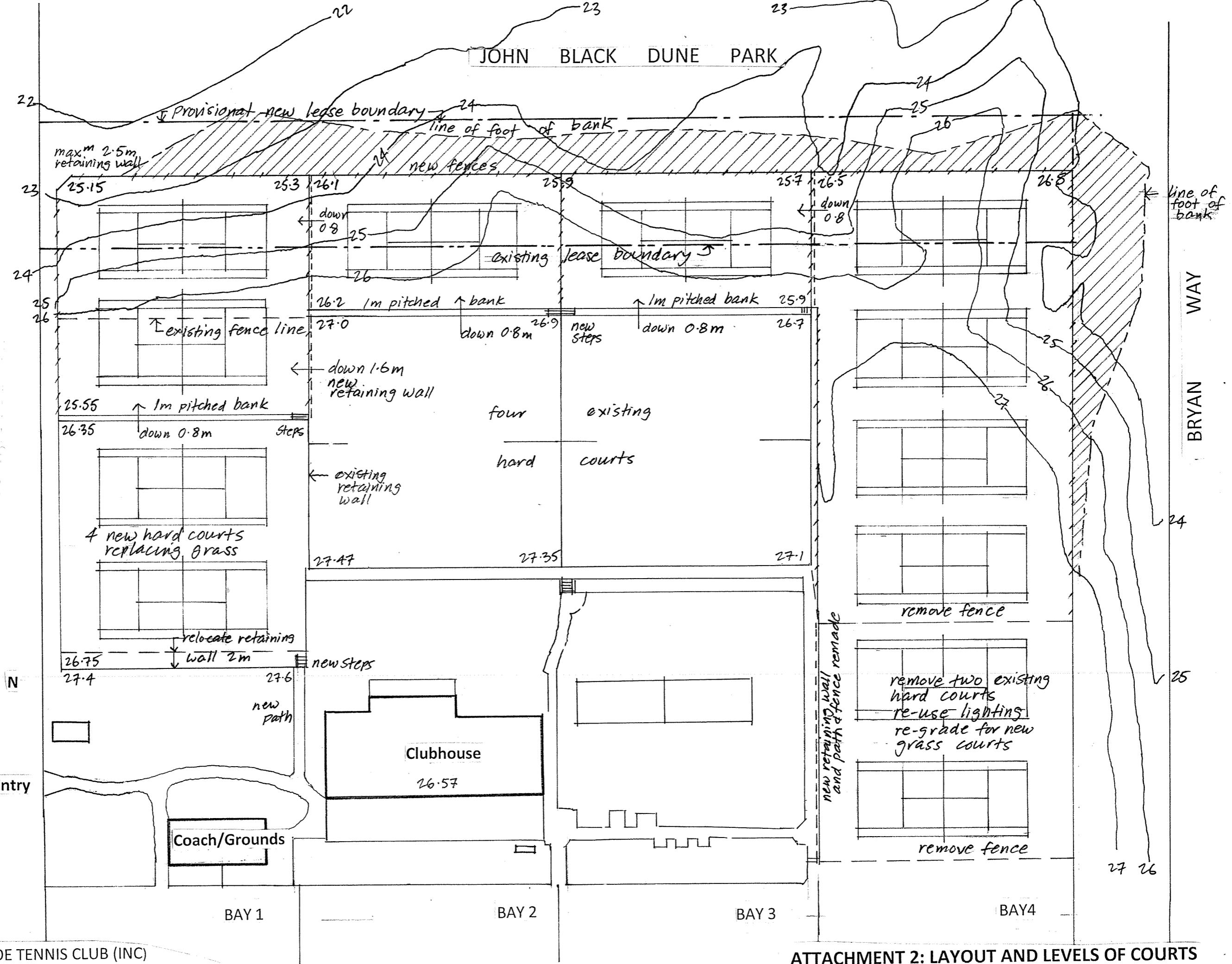
ATTACHMENT 1: EXISTING GROUNDS AND LOCALITY



scale 1:500

Entry

NAPIER STREET



Plan A



COTTESLOE TENNIS CLUB (INC)
PROPOSED EXTENSION OF COURTS
ATTACHMENT 3: AERIAL IMAGE OF PROPOSED LAYOUT

