

DRAFT PLAN OF MANAGEMENT

MORLEY PARK, WARILLA



JULY 2020

COLLABORATION • ACCOUNTABILITY • INTEGRITY • RESPECT • SUSTAINABILITY

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EXECUTIVE SUMMARY

This Plan of Management adopted on [insert date here] applies to Morley Park, Warilla (Lot 39 DP 224607, Lot 23 DP 558774, and Lot 38 DP 224607).

The purpose of this Plan of Management is to provide Council with a framework that enables decisions in regards to Morley Park, to be made on a consistent and equitable basis. The plan meets all of the requirements of the *Local Government Act 1993* (the Act) as amended.

Morley Park is owned by Shellharbour City Council. Morley Park is classified as Community Land and categorised as Park and Sportsground in accordance with the Act.

This Plan of Management replaces the existing Plan of Management previously adopted by Council.

1. RELEVANT LEGISLATION, POLICIES AND PROCEDURES

Local Government Act 1993

The Local Government Act 1993 (LG Act) requires that Council prepare a Plan of Management in conjunction with the community to identify the important features of the land, clarify how Council will manage the land and how the land may be used or developed. Until a Plan of Management for Community Land is adopted, the nature and use of the land cannot be changed. To change this, the plan must be revised.

State Environmental Planning Policies

State Environment Planning Policies (SEPPs) are environmental planning instruments which address planning issues within the State and in effect can override a Local Environmental Plan. SEPPs relevant to Morley Park include (but not limited to)

- State Environmental Planning Policy (Infrastructure) 2007
- State Environmental Planning Policy (Exempt and Complying Development Codes) 2008.
- State Environmental Planning Policy (Coastal Management) 2018 (CM SEPP)

Shellharbour Local Environmental Plan

Morley Park is zoned RE1 Public Recreation under the *Shellharbour Local Environmental Plan 2013* (LEP). Refer to the LEP for Permissible Uses in the RE1 zone and other attributes present on the site, including but not limited to; minimum lot size, height of buildings and floor space ratio.

The park is bounded by other lands zoned for residential development, including R2 – Low Density Residential (south, west and northern boundaries) and R3 – Medium Density Residential (north eastern boundary).

Shellharbour Open Space and Recreation Needs Study and Strategy

Council's current Open Space and Recreation Needs Study and Strategy guides how Council will plan, implement and manage current and future open spaces and sport, recreation and aquatic facilities across the Shellharbour Local Government Area. This Study provides a hierarchy of parks which assists with decision making and planning. This Study identifies Morley Park as a District Sporting Ground, serving multiple neighbourhoods and including larger areas for both passive and active recreation opportunities.

Cultural and Aboriginal Significance (LG Act s.36D)

Lot 23 DP 558774 falls within the Lake Illawarra suburb, this area is identified within the LEP as being a place of Aboriginal heritage significance. Any works proposed within this area requires further investigations in line with *The Due Diligence Code of Practice for the Protection of Aboriginal Objects in NSW (NSW DECCW 2010)*, to asses any potential cultural heritage impacts. The other lots within the reserve do not contain any item listed in the LEP as being of cultural heritage significance. Nevertheless, any works proposed should ensure consistency with Chapter 27 - Aboriginal Heritage, of Shellharbour City's Development Control Plan (DCP).

Reclassification of Land

Reclassification of land from community to operational, will remove the restrictions that apply to community land under the Act and may also remove other restrictions on the land. Land can only be reclassified by an LEP amendment or by Council resolution. The land encompassed in this Plan of Management was not identified to require reclassification at the time of developing this plan of management.

Plan of Management Review

Council reviews Plans of Management every five years, or as required. Reviewing the plan is the only way to change the land category, nature and use of the land.

Community consultation and public notice of draft plans of management (LG Act s.38) Shellharbour City Council recognises community participation is an integral aspect of planning and we are committed to providing opportunities for the community to be involved in the planning system.

This draft plan of management is required to be placed on public exhibition for a period of 28 days in accordance with the Local Government Act 1993. The public exhibition will provide opportunity for the community to provide feedback via submissions.

The list above is not exhaustive. Depending on the nature of the land subject to a plan of management, there may be other relevant legislation, policies and procedures that need to be considered. Further advice on this can be sought by contacting Council.

2. SITE DESCRIPTION

2.1 Background

The land included in this plan encompasses the area known as Morley Park, Warilla¹, in the Local Government Area of Shellharbour. The site has an area of 5.675 ha.

The Morley Park Plan of Management has been prepared in order to achieve a balanced, responsible and sustainable use of the land and to ensure that it addresses the needs of the local neighbourhood, the broader community and the environment.

The location of this land is shown in Figure 1 and a more detailed site map, Figure 2.

2.2 Owner of the land (LG Act s.37 (a), (b), (c), (d))

The land is public land owned by Shellharbour City Council and has been classified 'Community' Land under the provision of the Act.

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¹ Part of the Reserve is in the suburb of Lake Illawarra



Figure 1 - Locality Map

2.3 Land Parcels

Morley Park is a public reserve that consists of Morley Park including the playing surfaces and adjoining areas with associated infrastructures.

The Reserve covers the following Lots and Deposited Plans (DPs):

- Lot 39 DP 224607 (52,400m²) in Warilla.
- Lot 23 DP 558774 (4407m²) in Lake Illawarra.
- Lot 38 DP 224607 (16.72m²) in Warilla.

The southern and western boundaries of Morley Park adjoin residential development facing both Bradman Avenue, and Trumper Street. Grounds of the Sacred Heart Catholic Church Diocese, owned by Warrigal Care (Lot 37) forms the eastern boundary of the Reserve. Residential development off Moras Place adjoins the Reserve's north-eastern boundary. The Lake Illawarra High School (NSW School Education) adjoins the larger part of the Reserve's northern boundary. Right of way easements are present on Lot 23.

The Reserve has limited street frontage, vehicular and pedestrian access is available to the reserve at the following boundary points:

- Bradman Avenue, south eastern corner.
- Trumper Street, north western corner.
- Trumper Street to the Football facility including car park, southern boundary.

Pedestrian access only is available at the following points:

- Moras Place, north eastern boundary.
- Trumper Street, western boundary.
- Informal access from the adjoining high school beyond, northern boundary.



Figure 2 – Land included in this Plan of Management



Figure 3 – Land Zoning map (LEP 2013)

2.4 Environment

2.4.1 Catchment Topography and Hydrology

The Reserve is relatively flat and lies within the Lake Illawarra catchment. The surface drains towards the North West to a junction pit located near the boundaries of Lots 23 and 39 which both collects runoff from the Reserve, and links underground pipes conveying water from Trumper Street, Bradman Avenue and Moras Place streetscapes, towards the nearby Lake Illawarra (see Figure 4).

The Reserve contains two cricket fields overlaying four soccer fields used for local competitions.

Morley Park has been identified in the Lake Illawarra, Mt Warrigal, Warilla & Oak Flats Flood Study (2019). Council's Development Control Plan will therefore apply to developments on the site.

The Reserve is identified as being within the Coastal Zone and within a Coastal Environmental Area under the NSW Coastal Management Legislation (Coastal Management Act 2016 (CM Act)) and policy (State Environment Planning Policy (Coastal Management) 2018). This means that predicted sea level rises will impact on the Reserve and its infrastructure over time. Any proposed activity or development approval will need to consider the potential impacts against these pieces of legislation.



Figure 4 - Storm water plan, Morley Park. Inset (top LHS) Junction Pit.

2.4.2 Soils

The heavily textured subsoils present on the site will be of significance to the future management of this Reserve. The LEP identifies the presence of acid sulfate soils on this reserve. Exposure of acid sulfate soils must be thoroughly considered and managed (as required by the LEP) during excavations associated with any works and developments.

2.4.3 Vegetation and Habitat

Vegetation on the Reserve consists of a small stand of Eucalypts along the eastern boundary, Tea-tree species in the south-east corner and scattered planted trees and encroachments near residences along the southern boundary of the reserve. There is also a small stand of Casuarinas on the northern boundary line. A good cover of mixed naturalised and native groundcover species creates the field surfaces for the sporting fields.

The reserve contains no significant threatened fauna or flora habitat.

During the initial development, the natural environment of the reserve has experienced some modifications, commencing with the initial clearing of the land, followed by works associated with the establishment of playing fields and associated infrastructure. Council records contain no knowledge of significant fill having occurred on this Reserve.

2.4.4 Biodiversity

The LEP does not identify any significant biodiversity issues at Morley Park. The park is not in a conservation area, there is no critical habitat for native flora or fauna species, no environmental heritage issues exist, and the reserve is not biodiversity certified land within the meaning of the *Biodiversity Conservation Act 2016*.

Any works proposed within the Reserve should consider the potential to impact on any downstream significant biodiversity values of Lake Illawarra.

2.4.5 Land comprising the habitat of endangered species or threatened species (LG Act s. 36A, 36B)

The reserve does not contain habitat of endangered species or threatened species.

2.4.6 Land containing significant natural features LG Act Section 36C

The reserve does not contain any items listed as a significant natural feature.

3. MANAGEMENT, DEVELOPMENT AND USE OF THE SITE

3.1 Category and Class of Land (LG Act s. 26, s. 36)

Morley Park is classified as Community Land under the Act as amended.

In accordance with the guidelines set out in the *Local Government (General) Regulation* 1999, and Practice Note 1: Public Land Management (Department of Local Government Amended 2000) land at Morley Park Reserve should be categorised as:

- Sportsground; and
- Park.

These categories reflect the present site conditions of the Reserve and surrounds at time of adoption of this plan, being:

- Four substantial playing fields and boundary areas including immediate fencing, cricket wickets, goal posts/field nets, lighting, car parking, amenities.
- An open and flat park area with good community access, limited park-like surrounds, and a number of pedestrian accesses and linkages both within the park, and to adjoining land.

The area categorised as Sportsground comprises of grassed playing surfaces and sporting facilities within the Reserve. The reserve is used for regular and seasonal sporting events and casual use. After hours team training is a regular activity. The adjoining school also utilises the reserve for a range of uses.

The area categorised as Park includes the open park-like outer areas of the Reserve specifically the areas that provide pedestrian access to the reserve from roads.

Figure 5 shows the location of land categories across the Reserve.

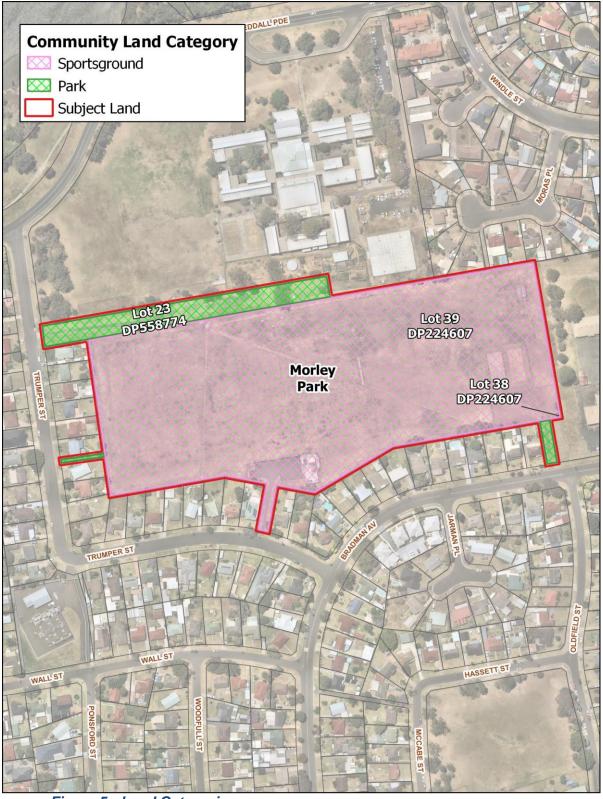


Figure 5 - Land Categories

3.2 Core Objectives for Management (LG Act s. 36)

The terms used within this plan of management are to be understood as they are presented in the LG Act. For terms which require further definition, please see the *Interpretations Act* 1987. An example is the term 'estates'; this term includes rights over land that can be

granted, such as 'interest, charge, right, title, claim, demand, lien and encumbrance, whether at law or in equity'. A common example of an estate in local government is the granting of easements. All leases, licences and other estates must be expressed within the plan of management, be consistent with the core objectives of the land and must be for a purpose permitted under the Act.

The core objectives for management of Morley Park are detailed below, in accordance to land categories and associated core objectives for management, as set out in Section 36 (1) of the Act.

3.2.1 The core objectives for the management of land categorised as Sportsground (LG Act s.36 F) are:

- (a) to encourage, promote and facilitate recreational pursuits in the community involving organised and informal sporting activities and games, and
- (b) to ensure that such activities are managed having regard to any adverse impact on nearby residences.

3.2.2 The core objectives for management of community land categorised as a Park (LG Act s. 36G) are:

- (a) to encourage, promote and facilitate recreational, cultural, social and educational pastimes and activities; and
- (b) to provide for passive recreational activities or pastimes and for the casual playing of games; and
- (c) to improve the land in such a way as to promote and facilitate its use to achieve the other core objectives for its management.

3.3 Council's Vision - Future use of the land (LG Act s. 36(3A)(b))

Council's vision for Morley Park recognises the long term use of the site's infrastructure, both sportsground and park, as socially, culturally and physically enhancing the community. Attention to aesthetics including appropriate landscaping will improve utilisation and add value to the lifestyle and health of residents. Safety and security are important considerations of any new developments, and the continued maintenance of the Morely Park. The site will be managed and maintained according to the above categorisations. These areas are identified in **Figure 5** of this Plan of Management.

Future development and upgrades to facilities should require Crime Prevention through Environmental Design (CPTED) assessments.

For each land categorisation, the main elements of the vision are described below.

3.3.1 Sportsground

The area categorised as Sportsground includes the grassed playing surfaces and sport playing facilities within the Reserve. The area identified as Sportsground will be managed to both maintain current level of use by the district community for established graded sports, and encourage the emergence of new sports and the increasing popularity of others. All sportsfield

user groups must use the land in accordance with Council's *Sportsfield User Policy*. Through arrangements with Council, and in addition to casual usage, there is potential for the Sportsground to be used for authorised activities which accord with and encourage fitness and better health through passive and active recreation.

The amenities block remains locked other than for sporting events. The Reserve has one sealed parking area with limited capacity, off Trumper Street. Two additional although limited parking areas may be accessed via the Bradman Avenue, and Trumper Street (north west) access. A number of single timber seating benches provide a limited facility during sporting events or casual visitations. The removal of the former tennis clubhouse, and a proposal to remove the tennis court bases (see 4. Action Plan) provides an opportunity for the more complete utilisation of the larger section of the Sportsground by the community.

To enhance overall utility, regular and prescribed maintenance of both the Sportsground and the Park, provision of seating and effective access to infrastructure assets of the sportsground is recommended.

3.3.2 Park

The area categorised as Park includes the open park-like outer areas of the Reserve specifically the areas that provide pedestrian access to the reserve from roads. This area is well grassed with minimal to negligible shading. Casual entry is readily available from the nearby streetscape.

Well managed parkland will improve utility, mainly for passive activities that do not unduly intrude on the active enjoyment of the Sportsground by others.

3.4 Condition of the land and structures (LG Act s. 36 (3A)(a)(i))

When preparing this Plan of management, a number of assets were identified on the site; and were recorded to be in varying conditions. Council will maintain and update the assets when required.

- Amenities block and club rooms for use by local clubs, accessible from access by a sealed car park
- Additional car park capacity off accesses at Bradman Avenue and off access from Trumper Street.
- Sports fields and lighting
- Cricket practice nets and wickets
- Goal posts
- Fencing and gate structures; where boundary or dividing fences are present, the Dividing Fences Act 1991 applies
- Park furniture including bins, benches, signs and bike rack
- Storm water pipes underground plus junction pit (see Figure 4).

3.5 Use of the land and structures (LG Act s. 36 (3A)(a)(ii))

The current use of the land is for active open space with the playing fields, and passive open space. The community value of the reserve is that it provides ready access to pedestrians and casual users as well as planned sporting events and practice and is well positioned to address the casual and active needs of the local community, as well as provide a linkage to other open space areas nearby. Active open space is utilised at both sporting ovals. Currently under agreement with Council, the ovals are used by local football and cricket clubs as well as the adjoining High School. Passive use opportunities exist for local residents who have ready access to the Reserve for activities including walking and exercising. Linkages to other nearby open space areas are by way of easily accessible street networks.

3.6 Permitted use and future use (LG Act s. 36 (3A)(b)(I),(ii),(iii))

- Council uses signs to regulate the activities carried out on Community Land and to provide educational information. All Council signs erected under Section 632 of the Act, plus reserve name signs and traffic and safety signs, are permissible. Council must approve all other signs, including design before erection. All signs must be sympathetic to their environment in their design, construction and location.
- Council reserves the right to grant easements as required for utilities and access.
- Developments and uses on the reserve must be consistent and permissible under the LEP and SEPPs noted in section 1 of this Plan of Management. These activities or developments must also be consistent with the land categorisation.
- At any time, Council reserves the right to prohibit the consumption of alcohol on the reserve. Signs will be displayed in accordance with Section 632 and Section 670 of the Local Government Act, 1993 (as amended).
- Management actions must be consistent with those outlined in this Plan of Management. Council shall provide (when required) the construction and maintenance of utility services, provision and maintenance of wetlands, floodways, cycle ways, vehicular access ways and the granting of easements.
- Fees and charges may apply for specific users of the reserves, in accordance with Council's fees and charges prevailing at the time.

3.7 Development of New and Improvement of Existing Facilities:

- Council approval is required prior to any development or improvement made to Community Land.
- All major developments and improvements to be funded (solely or partially) by Council will be subject to Council approval.
- Council will encourage community assistance in the development of new facilities as well as maintenance of existing facilities through the co-operation and assistance of local groups.

3.8 Permissible Leases, Licences and other Estates (LG Act s. 46, 47)

This Plan of Management authorises leasing, licensing or granting of any other estate over

this park for any community purpose as determined by Council. Any agreement which may be entered into will be in accordance with relevant sections of the Act.

Council may grant a lease, licence or other estate in respect of Community Land for:

- A purpose prescribed as a core objective of the categorisation of the land (sections 36E to 36N of the Act); or
- The provision of goods, services and facilities, and the carrying out of activities, appropriate to the current and future needs within the local community and of the wider public in relation to public recreation.

Council may grant estates in accordance with the requirements of the *Act*, for a period of up to five (5) years for the purpose of:

- A lease of any building on the land for community purposes.
- Council may grant estates in the land for in excess of five (5) years in accordance with the Act, for the purpose of:
- Estates in the land for the provision of public utilities and works associated with or ancillary to public utilities in accordance with Section 46 (a) & 46 (a1).
- Estates in the land for any period in excess of five (5) years shall only be granted in accordance with the requirements of Section 47; and
- Lease of any building on the land for a community purpose.

An agreement for use of this park for any purpose listed above will be subject to the approval of Council, any legal requirements as determined by Council and will include the requirement for adequate public liability insurance cover.

Granting of an estate for utility installation to any party shall be subject to valuation and purchase of that estate and shall include meeting all costs associated with the granting of the estate, restoration of the park following works and all other conditions imposed by Council.

3.9 Short Term Casual Purposes (LG Act Section 36(3A)(b)(iii))

- Busking & Entertainment
- Food Vending
- Sale of Alcohol
- Community and Private Events
- Filming
- Use of buildings
- Temporary occupation for construction on adjoining land

4 ACTION PLAN

Council reserves the right to control the use of the Community Land, and will create opportunities for community consultation and participation in the planning and development of Community Land. Council will utilise the Customer Service Charter to appropriately respond to public feedback. Council's Action Plan is prepared in accordance with Section 36 of the Act and identifies the:

- Objectives and performance targets of the plan with respect to the land,
- Means by which the council proposes to achieve the plan's objectives and performance targets; and
- The manner in which the council proposes to assess its performance with respect to the plan's objectives and performance targets.

4.1 Action Plan (LG Act s. 36 (3) a,b,c,d)

| Objectives and performance targets of the plan with respect to the land (LG Act 36 (3b)) | Means by which the council proposes to achieve the plan's objectives and performance targets (LG Act 36 (3c)) | The manner in which the council proposes to assess its performance with respect to the plan's objectives and performance targets (LG Act 36 (3d)) |
|--|---|--|
| PARK | | |
| Ensure the plan of management for Morley Park encourages, promotes and facilitates recreational, cultural, social and educational pastimes and activities. | Effective signage to encourage responsible usage and management. Signage which details linkages between the Reserve and others in the neighbouring suburbs, as a significant contributor to open space. With interested people and organisations, support opportunities for formalised and organised health and fitness classes where they arise. Renegotiate the licence with NSW Education to occupy a small section of Lot 23 DP 558774. | Access links established within the reserve to neighbouring open space, well sign posted. Numbers of tenures offered and taken up, for passive and active recreational use within the park (may include sport and fitness, education, markets etc). |

| Objectives and performance targets of the plan with respect to the land (LG Act 36 (3b)) | Means by which the council proposes to achieve the plan's objectives and performance targets (LG Act 36 (3c)) | The manner in which the council proposes to assess its performance with respect to the plan's objectives and performance targets (LG Act 36 (3d)) |
|---|---|---|
| Ensure the plan of management for Morley Park provides for passive recreational activities or pastimes and for the casual playing of games. | Implement an appropriate landscaping design to improve Reserve aesthetics; by plantings of trees to add to the visual qualities of the Park, providing shade and shelter for users, giving due consideration to reducing disruption to lifestyle of nearby residents and Reserve security and safety matters. Maintain and improve seating on and adjoining the Reserve. Manage open areas to provide a safe, pleasing and beneficial opportunity for the conducting of passive recreation. | Park users comment favourably. Numbers of tenures offered and taken up, for passive and active recreational use within the Park. |

Ensure the plan of management for Morley Approach NSW Education regarding fencing the true Park is well maintained and looked after, including grassed area, and rubbish Park improves the land in such a way as boundary on Morley Park's northern boundary. to promote and facilitate its use to achieve • Ensure that the requirements of any lease/licence • Park is aesthetically pleasing, secure and safe for users. the other core objectives for its agreement or other estates are met. Park is well used by a range of user groups, including schools. management. Encourage community groups and individuals to assist with Park enjoys increase in usage by catchment area residents and beyond. maintenance of whole of Reserve. • Grounds are maintained in accordance with prescribed standard. • Ensure risk of exposure of acid sulfate soils is thoroughly • Council staff to monitor implementation of plans regularly. considered and managed (as required by the LEP) during excavations associated with any works and developments. Adequately consider any proposed development on or near the Park, ensuring the objectives of park management are not compromised. • Ensure the efficient and conservative use of water, pesticides, herbicides and fertilisers across the Reserve, where required. Address boundary encroachments from neighbouring residential properties as required. Regular inspection by Council officers to allow continued monitoring regimes for issues of compliance and general Reserve state. Maintain open areas by mowing regular programmed intervals in the summer, and winter months.

| Objectives and performance targets of the plan with respect to the land (LG Act 36 (3b)) | Means by which the council proposes to achieve the plan's objectives and performance targets (LG Act 36 (3c)) | The manner in which the council proposes to assess its performance with respect to the plan's objectives and performance targets (LG Act 36 (3d)) |
|---|---|--|
| SPORTSGROUND | | |
| Ensure the plan of management for Morley Park encourages, promotes and facilitates recreational pursuits in the community involving organised and informal sporting activities and games. | Maintain oval areas by regular mowing programmes in the summer, and winter months. Maintain oval surface by acceptable turf management principles, including responsible use of chemicals (fertilisers, weedicides), aeration and topdressing. Maintain oval fences where present. Continue to encourage sporting clubs and organisations to actively participate in the maintenance of the facilities they use. Ensure that the requirements of any lease/licence agreement or other estates are met, in accordance with Council's pre-seasonal and seasonal use policy. Council to continue to effectively administer its sports field user policy with the prime users of the Reserve's sportsground and park areas. Remove disused tennis court foundations (2) to create space for other developments. Upgrade cricket practice nets (2). Upgrade (including seal) vehicle parking area off Lot 23 DP 558774. Replace and create additional seating benches around periphery of playing surfaces for spectator use (metal construction). Ensure that the requirements of any lease/licence agreement or other estates are met. Encourage community groups and individuals to assist with maintenance of whole of Reserve. Ensure risk of exposure of acid sulfate soils is thoroughly considered and managed (as required by the LEP) during excavations associated with any works and developments. Address boundary encroachments from neighbouring residential properties as required. Regular inspection by Council officers to allow continued monitoring regimes for issues of compliance and general Reserve state. | Sportsground enjoys increase in usage by catchment area residents and beyond, as a District Sports Ground. Sportsground is used to capacity for organised sporting events. Grounds are managed in accordance with prescribed standards. Where possible, venue is catering for emerging trends and needs in organised sports. Areas surrounding sporting club uses are kept tidy and orderly. |

| Objectives and performance targets of the plan with respect to the land (LG Act 36 (3b)) | Means by which the council proposes to achieve the plan's objectives and performance targets (LG Act 36 (3c)) | The manner in which the council proposes to assess its performance with respect to the plan's objectives and performance targets (LG Act 36 (3d)) |
|--|---|---|
| Ensure the plan of management for Morley Park ensures that such activities are managed having regard to any adverse impact on nearby residences. | Collate and assess all complaints from neighbours concerning traffic, noise, crowd behaviour etc. and respond accordingly. Council to communicate with residents immediately close by, on an as needs basis. | Number of positive responses and complaints from sporting bodies, and residents. |

5 REFERENCES

BTM WBM 2016: Shellharbour Coastal Zone Management Plan.

Department of Local Government 2000: Practice Note No.1, Public Land Management, Amended May 2000.

Local Government Act, 1993: Amended by the Local Government (Community Land Amendment) Act 1998. NSW Government. http://www.legislation.nsw.gov.au/

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