## 9.1 Aboriginal Child and Family Care Centre - Porter Park, West Ballina

## APPENDIX 1 Draft Amendments to the Ballina Shire Principal Generic Plan of Management for Community Land

The Draft amendment to the Ballina Shire Principal Generic Plan of Management for Community land (POM) comprises the following changes:

1. The insertion of the following Special Provisions in Section 6 of the POM:

Land No.	Common Name / Location	Property Description	Categorisation	Land / Building / improvements	History	Condition of Land / Buildings / improvements	Current use of Land/Buildings/ improvements	Permitted Uses	Permitted Future Uses	Scale/intensity of Permitted Future Uses
L21017	Porter Park	Part Lot 30 DP 260335 - 3800m2 area in north east corner as per map in Section 7		Cleared mowable land	Dedicated to Council as public reserve in Subdivision Plan 1980/46.	Area proposed to be developed as an Aboriginal Child & Family Centre	Cleared land currently used as Cricket Oval	Community facilities / Aboriginal Child and Family Centre and leasing of same	Same as permitted uses	Renovations, maintenance and extension of community facilities within the limits of the site.
L21017	Porter Park	Part Lot 30 DP 260335 - Balance of Park as per map in Section 7	CS – Community Sportsground	Cricket pitch, playing field, Toilet Block & associated amenities	Dedicated to Council as public reserve in Subdivision Plan 1980/46.	Good Condition	Cleared land available for cricket , passive recreation, informal active recreation	passive recreation,	Same as for permitted uses	Same as for permitted uses.

2. Insertion of the following Map in Section 7 of the Principal Generic Plan of Management that illustrates the area within Porter Park proposed to be recategorised:





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## REPORT ON PUBLIC HEARING PORTER PARK

DRAFT AMENDMENT NO. 5 TO BALLINA SHIRE COUNCIL
PRINCIPAL GENERIC PLAN OF MANAGEMENT
LOT 30 DP 260335 HAYMAN STREET,
WEST BALLINA

PREPARED FOR:

BALLINA SHIRE COUNCIL

PREPARED BY:

DARRYL ANDERSON

**JUNE 2011** 

Suite 7, Corporate House 8 Corporation Circuit Tweed Heads South NSW 2486

Ph: 07 55233611 Fax: 07 55233612 Email: <u>admin@daconsullina.com.au</u>

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Report on Public Hearing Project No: BSC 11/32 – June 2011

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#### REPORT ON PUBLIC HEARING

# DRAFT AMENDMENT NO. 5 TO BALLINA SHIRE COUNCIL PRINCIPAL GENERIC PLAN OF MANAGEMENT PORTER PARK

#### **EXECUTIVE SUMMARY**

Darryl Anderson has been appointed by Ballina Shire Council to preside at a public hearing in relation to a proposal by Council to amend its Generic Plan of Management for Public Reserves to permit the establishment of an Aboriginal Child and Family Centre in Porter Park. The Draft Amendment has been publicly exhibited following which a total of 315 written submissions were received by Council. Of the 315 submissions, 218 (approximately 70%) support the Draft Amendment of the Plan of Management and 96 (approximately 30%) object to the Amendment.

Section 40A of the Local Government Act, 1993 provides that a Council must hold a Public Hearing in respect of the proposed Plan of Management (including an amendment) if the proposed Plan would have the effect of categorising or altering the categorisation of community land, under Section 36(4) of the Act. The proposed Amendment (No. 5) will alter or affect the category of part of Porter Park and therefore a public hearing is mandatory.

I conducted and presided at the Public Hearing at the Ballina RSL Club on Tuesday, 31 May 2011. A total of 47 persons spoke at the public hearing of which 14 (approximately 30%) spoke in objection to the proposed amendment to the Plan of Management and 33 (approximately 70%) spoke in support of the proposed amendment.

I have inspected the site and surrounding neighbourhoods, reviewed the written submissions received during the exhibition period and carefully considered the matters raised by speakers both for and against the Draft Amendment.

Changing of the categorisation of Porter Park to facilitate the proposed Aboriginal Child and Family Centre is a vexed issue in the Ballina community as reflected in the diverse and genuinely held views of the speakers at the Public Hearing.

However, on balance I am of the view that the north eastern corner of Porter Park is an appropriate site for the proposed Aboriginal Child and Family Centre.

It follows that I recommend that Council adopt Draft Amendment (No. 5) to the Generic Plan of Management as publicly exhibited.

### 1.0 INTRODUCTION

The Local Government Act, 1993 requires all public land in Council ownership to be classified as either operational land or community land. Community land consists of parks and reserves owned by Council for which there are a range of restrictions under the Local Government Act to ensure that these valuable community assets are retained and developed for the benefit of the community.

Council has adopted the Ballina Shire Principal Generic Plan of Management, the most recent amendment of which was on 26 May 2006. The Plan provides general provisions that relate to all community land, as well as further characterising each parcel in accordance with the requirements of the Act.

Council has prepared and publicly exhibited a Draft Amendment (No. 5) to the Generic Plan of Management. The Draft Amendment to the Plan of Management comprises the re-categorisation of approximately 3800m² in the northeast corner of Porter Park in West Ballina from "sportsground" to "general community use" and the insertion of special provisions to enable the establishment and leasing of a proposed Aboriginal Child and Family Centre.

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The current sportsground categorisation precludes the establishment of the proposed centre under the terms of the Local Government Act. The area to be re-categorised as part of the Draft Amendment is shown on the Aerial Photograph as **Figure 1**.

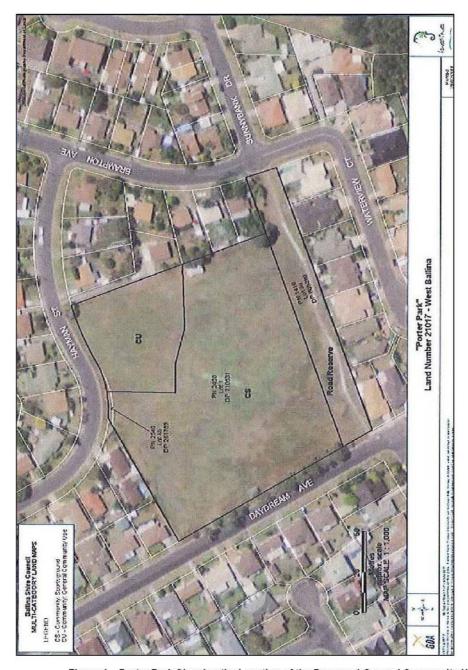


Figure 1 – Porter Park Showing the Location of the Proposed General Community Use Area and the Community Sportsground Area Source: Ballina Shire Council

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**Figure 2** comprises a Conceptual Layout Plan showing the proposed footprint of the Aboriginal Child and Family Centre and a cricket field on the remainder of the land.

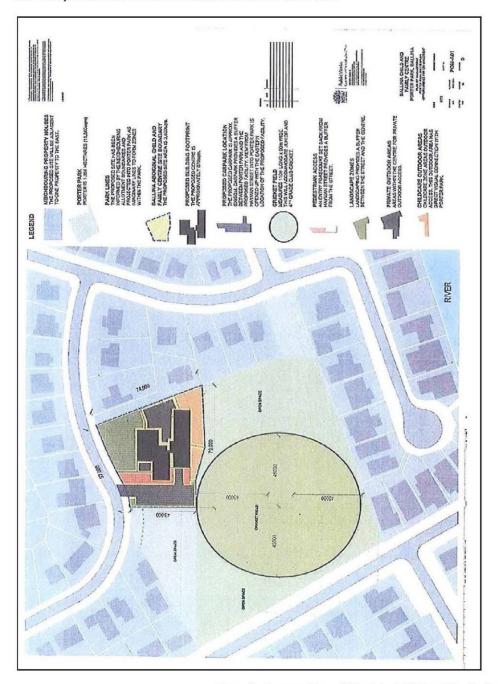


Figure 2 – Proposed Layout Aboriginal Child and Family Centre Source: Ballina Shire Council

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Section 40A of the Local Government Act 1993 provides that a Council must hold a Public Hearing in respect of the proposed Plan of Management (including an amendment) if the proposed Plan would have the effect of categorising, or altering the categorisation, of community land under Section 36(4) of the Act.

The proposed Amendment No. 5 of the Plan of Management will have the effect of altering the category of part of Porter Park and therefore a Public Hearing is mandatory.

I have been appointed by Council to conduct the Public Hearing and Council has provided me with the following terms of reference for the Hearing.

- "a) The public hearing shall be held on Tuesday 31 May 2011 at the Ballina RSL Club function room.
- b) The appointed presiding officer may review the written submissions lodged to form an understanding of the issues that are likely to be raised.
- The appointed presiding officer shall inspect Porter Park and its environs prior to the public hearing.
- d) The appointed presiding officer shall preside over this hearing and have the power to:
  - 1. Open the hearing
  - 2. Call forward persons who want to be heard
  - 3. Rule how long a person may speak
  - 4. Rule submissions out of order
  - 5. Call for order
  - 6. Close the hearing
- e) The appointed presiding officer shall give all persons who have registered their intention to speak at the hearing prior to the hearing day the opportunity to be heard.
- The speakers shall be heard in the order of registration.
- g) The time allocated each speaker shall be determined by the presiding officer, but should consist of a set time for all speakers, with discretion t allow speakers additional time.
- h) The presiding officer may, where he/she considers it appropriate, and where time permits, to allow additional persons to speak who have not registered, after all registered speakers have been heard.
- The presiding officer may organize assistance from Council staff to record the proceedings in the form of notes.
- j) The conduct of the hearing shall not be photographed, filmed or recorded.
- k) The presiding officer shall prepare a report of the hearing and the presentations made in the form that he/she considers appropriate, an submit such to Council within 14 days."

During the public exhibition period for the Draft Amendment, a total of 315 submissions were received by Council. Of the 315 submissions, 218 (approximately 70%) support the Draft Amendment to the Plan of Management and 96 (approximately 30%) object to the amendment.

I have carried out a preliminary review of the submissions to obtain an appreciation of the key issues arising from the proposal.

I have also inspected Porter Park and surrounding areas to gain an appreciation of the site's context and the character of the area.

I note from the written submissions and the submissions made by speakers at the Public Hearing that the need for an Aboriginal Child and Family Centre is not in dispute. Rather, the issue is whether or not Porter Park is an appropriate site.

#### 2.0 PUBLIC SUBMISSIONS

During the public exhibition period a total of 315 submissions were received. The key issues raised are summarised as follows:

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#### 2.1 Submissions By Way of Objection

- There is a shortage of open space in the West Ballina area.
- · Reducing the size of Porter Park will preclude senior cricket.
- The streets in the neighbourhood are narrow and there are no paved footpaths.
- The proposal is likely to result in significant amenity impacts particularly relating to noise and additional traffic generation.
- Night time use will exacerbate amenity impacts including headlight glare into adjoining properties.
- Permanent alienation of 3800m<sup>2</sup> of open space and loss of a full size cricket field is not acceptable.
- The proposed use is incompatible with the residential area and should be located central to all
  existing amenities.
- The proposal will result in a loss of property values.
- The proposal will result in a loss of green space and aesthetic values.

#### 2.2 Submissions in Support

- · The facility is urgently needed.
- The site is conveniently located for user groups and individual families.
- The Local Reference Group has investigated a number of sites and Porter Park meets most locational criteria.
- · There is no suitable alternative site.
- The proposed location is the only viable site.
- Porter Park is proximate to many Aboriginal families in Ballina.
- Porter Park is close to social and public housing and within walking distance of the large concentration of Aboriginal people in Ballina.
- The site is supported by the Department of Human Services (Housing NSW). Department of Human Services (Community Services) and the Department of Family and Community Services.
- Porter Park will only be reduced by approximately 20%.
- The remaining area of Porter Park will still be suitable for Junior and lower grade Senior Cricket.

#### 3.D PUBLIC HEARING

On 31 May 2011, I conducted a Public Hearing in relation to Draft Amendment No. 5 of the Ballina Shire Council Generic Plan of Management for Porter Park. The Hearing was held in the Multi Room at the Ballina RSL Club commencing at 6.00pm. Forty seven persons were registered to speak, one of whom withdrew prior to the Hearing.

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Draft Amendment No. 5 to POM

Two registered speakers did not attend the Hearing and a further five unregistered speakers also addressed the Hearing. Several speakers spoke twice, once in their capacity representing organisations and once as a private individual.

Of the 47 speakers 14 (approximately 30%) spoke in objection to the proposed Amendment to the Plan of Management and 33 (approximately 70%) spoke in support of the proposed Amendment to the Plan of Management.

A number of speakers provided copies of written submissions to me following their oral submission.

The issues raised by the speakers were essentially the same as those contained in the written submissions received by Council during the public exhibition period.

Some of the speakers raised issues which are either not relevant or are beyond the terms of reference and scope of the Public Hearing and this Report. Some of those issues would be more appropriately addressed by Council Officers in their report to Council.

Based on notes taken by myself and Council Officers during the Public Hearing, the key issues of relevance raised by speakers have been distilled and are assessed in the following sections of this Report.

#### 3.1 The Aboriginal Child and Family Centre Should Be at Treelands Reserve

My brief and the Terms of Reference for the Public Hearing require me to consider the Draft Amendment to the Plan of Management in respect of Porter Park. Whether or not the facilities should be at Treelands Reserve or elsewhere is therefore not relevant to the Public Hearing.

#### 3.2 Incorrect Demographic Data and Statistics on West Ballina

It is beyond the scope of my brief and Terms of Reference to comment on this issue. However, I note that Porter Park is supported by the key State Agencies, the majority of speakers at the Public Hearing and the majority of persons who made written submissions to the exhibited Draft Plan.

#### 3.3 Traffic, Noise and Lighting Studies

Amendment of the Plan of Management as proposed is intended to enable the proposed land use within Porter Park. The amendment does not authorise the use. In the event that Council does amend the Plan of Management, the proponents can then lodge a Development Application supported by all necessary plans and specialists reports/studies. The Consent Authority would be obliged to consider the Development Application on its planning merits. In the event that the Consent Authority were to grant Development Consent that would then authorise the construction and use of the facility, subject to any conditions which may be imposed on the Development Consent.

#### 3.4 Council Does Not Own Porter Park, Just Manages It

Porter Park was dedicated to Ballina Shire Council as a Public Reserve upon registration of DP 260335 on 3 July 1980. The Title Search for Lot 30 DP 260335, being Porter Park, indicates that Ballina Shire Council is the owner of the land in fee simple. There are no apparent title restrictions which would preclude Council from dealing with the land in accordance with the applicable law.

The Registrar General has registered a Caveat No. K200000P forbidding unauthorised dealings with Public Reserves. This is a standard caveat over Public Reserves in the state and simply requires the Registrar General to be satisfied that any dealings to be registered such as subdivisions, transfers, leases, etc. are authorised by relevant legislation.

A copy of DP 260335 and the Title Search are contained at Annexure A.

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The Local Government Act, 1993 prescribes a process which Councils must follow when classifying, reclassifying or changing the categorisation (ie. use) of a Public Reserve. That process involves public exhibition of the Draft Amendment to the Plan of Management, conducting a Public Hearing by a person independent of the Council and consideration by the Council of all submissions and any recommendation from the Public Hearing, prior to making a final decision on the Plan of Management. Having regard to the processes undertaken to date, it is my view that objections on the grounds of a lack of due process and denial of natural justice are not well founded.

#### 3.5 Loss of Amenity

Figure 2 is a Conceptual Layout showing the potential footprint of the Aboriginal Child and Family Centre and its relationship with adjoining land. Potential adverse amenity impacts could include noise, traffic and headlight glare. The area to be categorised to community use to accommodate the Aboriginal Child and Family Centre is located within the northeast corner of Porter Park such that there are only two immediately adjoining residential dwellings to the east. Subject to careful detailed design of the Aboriginal Child and Family Centre building and outdoor areas, regulation of uses, operating hours and amplified music by way of conditions imposed on any Development Consent which may be issued, I am satisfied that the potential amenity impacts can be appropriately managed and mitigated.

#### 3.6 Loss of Parkland and Cricket Oval

Porter Park has an area of 1.856 hectares and the area proposed to be re-categorised to accommodate the Aboriginal Child and Family Centre is 3800m² which represents a reduction in area of approximately 20%. In the context of the current and likely future uses of Porter Park for organised sporting events and general recreational activities, the reduction is not considered to be significant.

At its meeting on 24 February 2011, Ballina Shire Council considered a report in relation to site options for the proposed Aboriginal Child and Family Centre. That report includes comments from Ballina Shire Council's Manager of Open Spaces and Reserves as follows:

"Porter Park consists of an open space which accommodates one cricket oval with a synthetic wicket and there is room on each side of the wicket for a soccer field.

The park has an amenity block which provides toilet facilities but no change rooms.

The park is currently used for lower grade cricket in summer and is not used for any organised winter sport. There is also the casual use of the reserve by the public.

The level of sporting use in Porter Park has been the subject of consideration by Council for some time. The reserve is not used by any of the winter sports as sporting clubs need to have as many games at the one location as possible to efficiently run their clubs.

Clubs run canteens to raise money to finance the club activities and with all the games located at the one facility they can efficiently manage referees and scheduling of games.

Clubs have been approached in the past to encourage the use of Porter Park however they have all declined, stating that the decentralisation of their training and competition games is not a viable option for them.

Porter Park was considered for the location of an athletics track however the site is not large enough to accommodate a track.

Cricket is the only sport that is able to use single fields and so they utilise Porter Park.

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Saunders Oval currently has one cricket oval with a synthetic cricket wicket. Should Porter Park cricket oval be no longer available there is room to install a second cricket wicket at Saunders Oval. This would replace the loss of the Porter Park facility. An extension to Saunders Ovals is currently being undertaken and there may be room for an additional third cricket oval.

Saunders Oval provides a higher level of amenities with toilets and change rooms.

Discussions have been conducted with the Ballina Bears Cricket Club with regard to the possible relocation of cricket from Porter Park to Saunders Oval.

The club executive has conveyed its disappointment that Porter Park could potentially become unavailable for junior and lower grade cricket. However, this is acceptable to the club on the basis that alternative facilities within and adjacent to Saunders Oval are available in a timely fashion."

As indicated on Figure 2 a suitable cricket ground can be retained on the remainder of Porter Park and the siting and concept design of the proposed Aboriginal Child and Family Centre retains adequate view corridors and passive surveillance from existing streets.

In my view, having regard to the above, objections on the grounds of loss of parkland and cricket ground are not well founded.

#### 3.7 Traffic and Transport Issues

A number of speakers raised concerns in relation to the geometric standards of the existing streets (ie. generally narrow carriageways) and lack of paved footpaths.

Porter Park is connected to the Pacific Highway (approximately 600m to the north) by a residential street network. I note from the submissions that many potential users of the facility reside in close proximity to Porter Park and can access the facility without motor vehicles. In addition, detailed consideration of traffic capacity issues and the need for paved footpaths will need to form part of any Development Application for the facility. These issues will also be considered by the consent authority when assessing the Development Application and appropriate conditions can be imposed to mitigate potential impacts. I therefore consider that traffic and transport issues are not an impediment to recategorising the land as proposed in the Draft Amended Plan of Management.

#### 3.8 Porter Park is Suitable for the Proposed Aboriginal Child and Family Centre

I note that the following key State Agencies support the Draft Amendment to enable the centre to be established at Porter Park:

- Department of Human Services (Housing NSW).
- Department of Human Services (Community Services).
- Department of Family and Community Services.

I further note that a Local Reference Group was established to assist in identifying a suitable site for the Aboriginal Child and Family Centre and the Group prefers Porter Park.

While Porter Park is within a residential neighbourhood, which has raised concerns from some speakers, it is considered that facilities such as the proposed Aboriginal Child and Family Centre need to be located in areas convenient to the residential population to be served, particularly for the child care element of such facilities.

Based on my observations during the site inspection and careful consideration of the competing views of the speakers, I am of the opinion that Porter Park is suitable and appropriate for the Aboriginal Child and Family Centre.

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#### 4.0 CONCLUSION AND RECOMMENDATION

I have reviewed the submissions received during the public exhibition period, inspected Porter Park and surrounding areas and carefully considered the relevant issues raised by the speakers at the Public Hearing.

Changing of the categorisation of Porter Park to facilitate the proposed Aboriginal Child and Family Centre is a vexed issue in the Ballina Community, as reflected in the diverse and genuinely held views of the speakers at the Public Hearing.

However, on balance I am of the view that the north eastern corner of Porter Park is an appropriate site for the proposed Aboriginal Child and Family Centre.

It follows that I recommend that Council adopt Draft Amendment No. 5 to the Generic Plan of Management as publicly exhibited.

Signed:

Darryl Anderson (MPIA, CPP)

8/6/2011

Date:

Darryl Anderson Consulting Pty Ltd A.C.N. 093 157 165 Town Planning & Development Consultants

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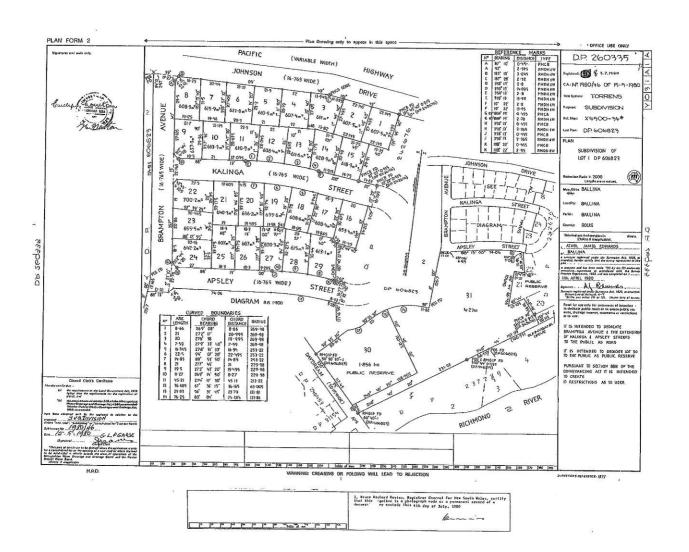
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**ANNEXURE A** DP 260335 and Title Search - Lot 30 DP 260335

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Rudov & Associates hereby certifies that the information contained in this document has been provided electronically by the Registrar General in accordance with Section 96B(2) of the Real Property Act.

Information provided through Tri-Search an approved LPINSW Information Broker

LAND AND PROPERTY INFORMATION NEW SOUTH WALES - TITLE SEARCH

FOLIO: 30/260335

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SEARCH DATE TIME EDITION NO DATE ----------3/6/2011 11:43 AM

VOL 14187 FOL 102 IS THE CURRENT CERTIFICATE OF TITLE

LAND

LOT 30 IN DEPOSITED PLAN 260335

AT BALLINA LOCAL GOVERNMENT AREA BALLINA PARISH OF BALLINA COUNTY OF ROUS TITLE DIAGRAM DP260335

FIRST SCHEDULE

THE COUNCIL OF THE SHIRE OF BALLINA

SECOND SCHEDULE (2 NOTIFICATIONS)

1 LAND EXCLUDES MINERALS AND IS SUBJECT TO RESERVATIONS AND CONDITIONS IN FAVOUR OF THE CROWN - SEE CROWN GRANT(S)

K200000P CAVEAT BY THE REGISTRAR GENERAL FORBIDDING UNAUTHORISED DEALINGS WITH PUBLIC RESERVES

NOTATIONS

UNREGISTERED DEALINGS: NIL

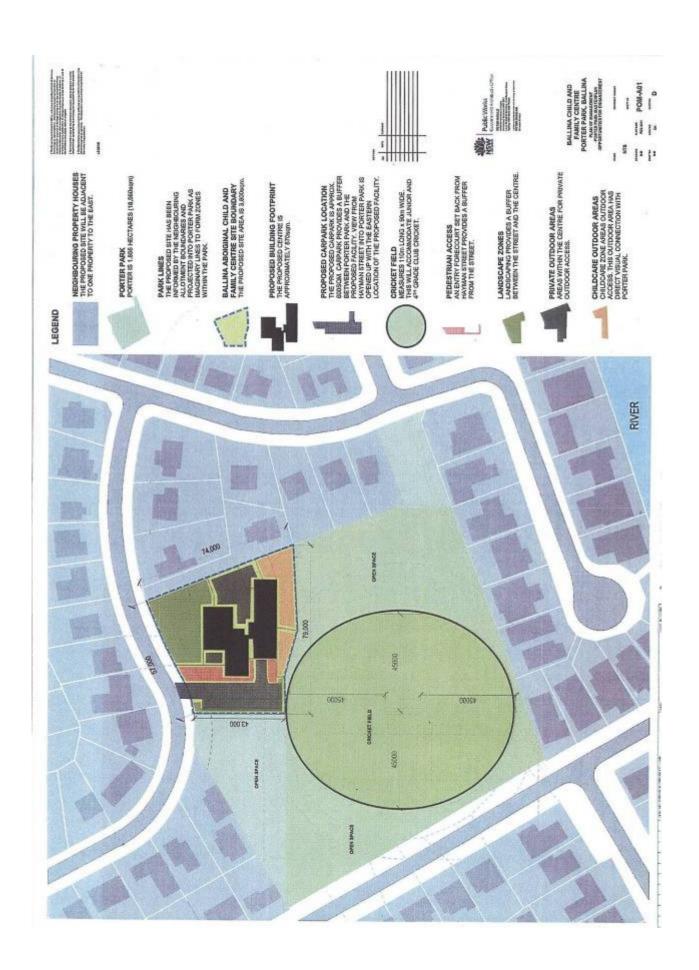
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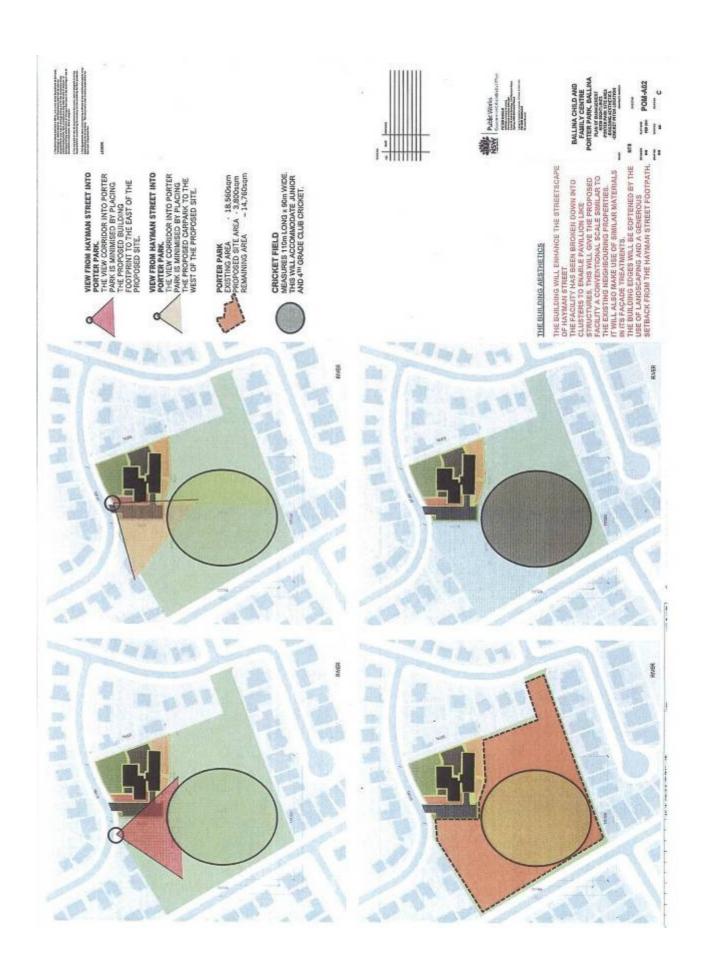
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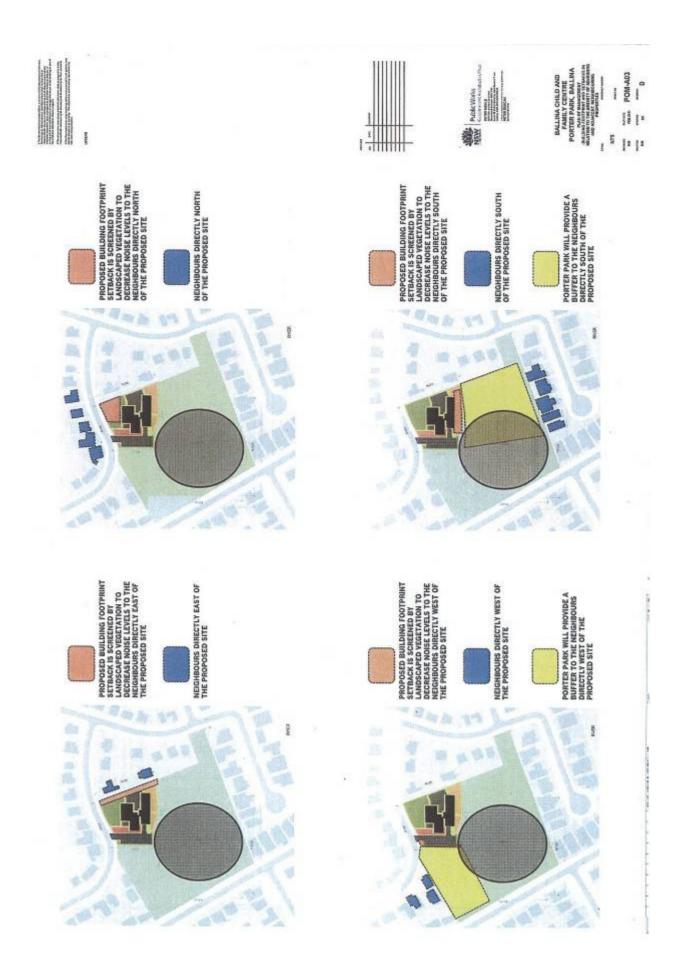
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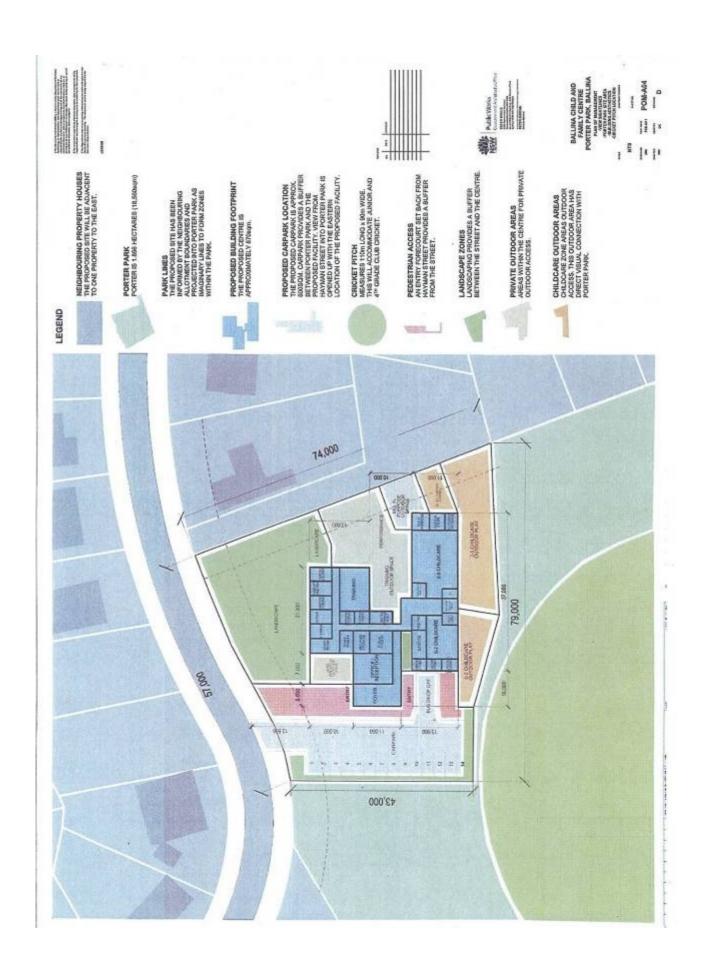
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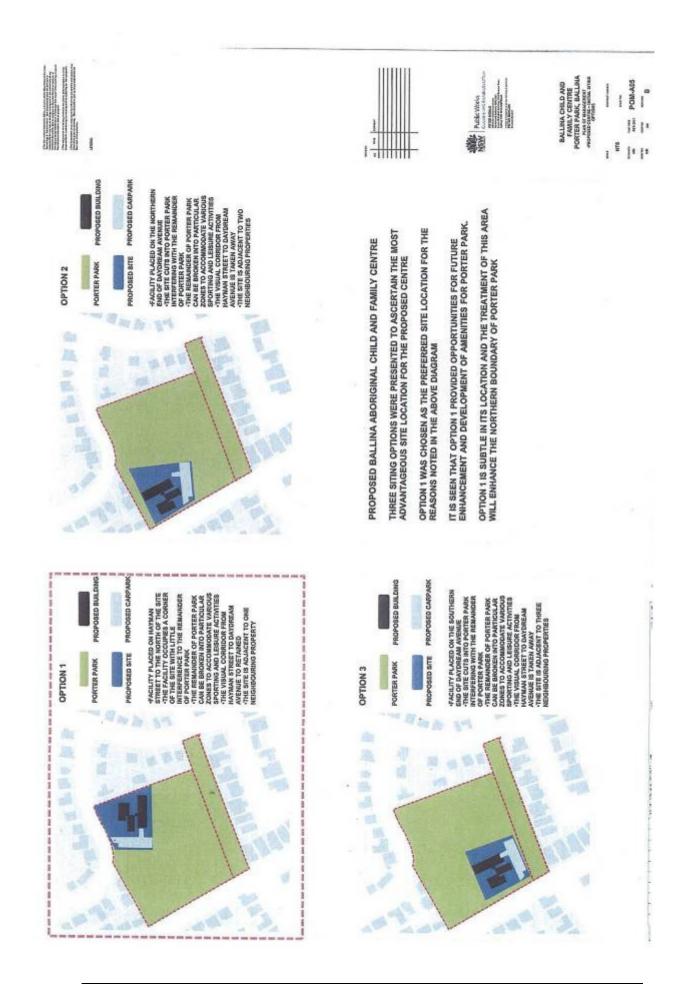
Ballina Shire Council 28/07/11













### West Ballina Open Space Assessment 16/2/2011

The overall provision of open space in West Ballina is below the traditional standard of 2.83 ha per 1000 persons. There is currently 8.36 ha of open space in West Ballina, which is a shortfall of 3.63 ha on the traditional standard.

Council's adopted Open Space Strategy is however directed towards assessing different types of open space and the appropriate corresponding catchment sizes. Local parks are the only form of open space that is assessed at a local level i.e. West Ballina, Ballina Island, East Ballina etc. The table below indicates that the provision of local open space in West Ballina meets Council's adopted standard.

The level of provision of District Parks and Playing Fields are assessed at a district level i.e. Ballina, Lennox Head, Alstonville Plateau, Wardell and Cumbalum.

The Ballina Open Space Strategy is also directed towards the centralizing of playing fields to provide greater flexibility for sporting events, and to achieve economies of scale in respect to the maintenance and the provision of facilities. Single field facilities are increasingly becoming redundant for organized sports. It is accepted that people travel some distance to attend "home ground" playing fields.

The area of playing fields in the Ballina District (which includes West Ballina) meets Council's adopted standard of 1.7 ha per 1000 persons. These fields are provided largely in centralized locations and as such, if an assessment is made at a local level there will be a shortfall in some parts of the District Catchment. i.e. West Ballina where there is a 3.07 hectare localized shortage of playing fields.

The provision of open space based on area is not always the best indicator of a satisfactory level of provision, with the number of winter and summer playing fields sometimes a better indicator.

There is a 3.1 field surplus of cricket fields in the Ballina District where the Porter Park cricket field is retained. Notwithstanding that there is an overall shortage of 4.7 winter playing fields in the Ballina District, there will be no change in the number of winter playing fields if the Aboriginal Child and Family Centre is located on Porter Park, as one field will still be able to be provided.

The shortfall in the winter playing fields in the Ballina District is currently reduced from 4.7 to 2.7 by the provision of 2 playing fields on the West Ballina Primary School site. These fields are available at the discretion of the Department of Education while ever it has no firm plans for the site.

The deficit of winter playing fields is also overcome by a more efficient use of fields in centralized locations.

West Ballina Open Space Assessment

		West	West Ballina			Balli	na Distri	Ballina District Catchment	nent	
Estimated population 2007		4	4,234				26,	26,450		
	Existing (ha)	Requried as per Council standards (ha)	Shortfall / surplus	additional unsecured facilities - West Ballina Primary School	Existing (ha)	proposed addition to Sanders Oval	TOTAL	Requried as per Council standards (ha)	surplus/s hortfall	additional unsecured facilities - West Ballina Primary
Passive	60.0	100								$\perp$
Buffer	1.00									
Access	0.32									
local parks	1.39	1.40	-0.01							
district parks	1.43	2.12	-0.69		21.04		21.04	13.23	7.82	
Playing Fields	4.13	7.20	-3.07	3.04	43.1	1.8	44.9	44.97	-0.07	3.04
regional open space	0.00	1.27			(BANDARE)	TO THE OWNER.	TO SECURITY OF			
TOTAL	8.36	11.99	-3.63			NO N				
No. of Winter Playing Fields	2.0	5.1	-3.1	2.0	25.0	2.0	27.0	31.7	4.7	2.00
No of Summer Playing Fields	1.0	1.3	-0.3	1.0	11.0		11.0	6.7	3.1	1.00

NOTE: The Ballina Open Space Strategy is predicated on the demand for playing fields & district parks being assessed and provided on a district basis









Printed 19/07/2011

