

BALLINA SHIRE COUNCIL

MASTER PLAN CAWARRA PARK

Plan Amendment A
Adopted 27 October 2022



CONTENTS

	Page
THE PROJECT	
_Background	3
_Process	3
THE SITE + THE CONTEXT	
_Strategic Context	4
_The Place	5
_The People	7
_Community Engagement Process + Insights	8
THE VISION	
_Master Plan Strategy, Key Objectives, Design + Key Functions	9
_The Big Picture	10
_Up Close	11
WHERE TO FROM NOW?	
_Broad Estimate of Costs	14
_Priorities and Implementation	14
_References	14
APPENDIX	
_Snapshot of Exhibited Draft Master Plan	15



BACKGROUND

This Draft Master Plan is a key outcome identified by Ballina Shire Council's Delivery Program and Operational Plan for 2021 - 2025. It has also been prepared to address the high priority action identified by the Sport and Recreation Facility Plan 2020 (Ross Planning - actions 2.6 and 6.2):

Undertake a master plan of Cawarra Park to include suitable change rooms, storage and car parking facilities to support the local water sports clubs and other user groups.

In addition to this, the master plan articulates the community needs and aspirations into a long term vision for the parkland which will provide a strategic tool to support future investment, planning and implementation of improvement works.

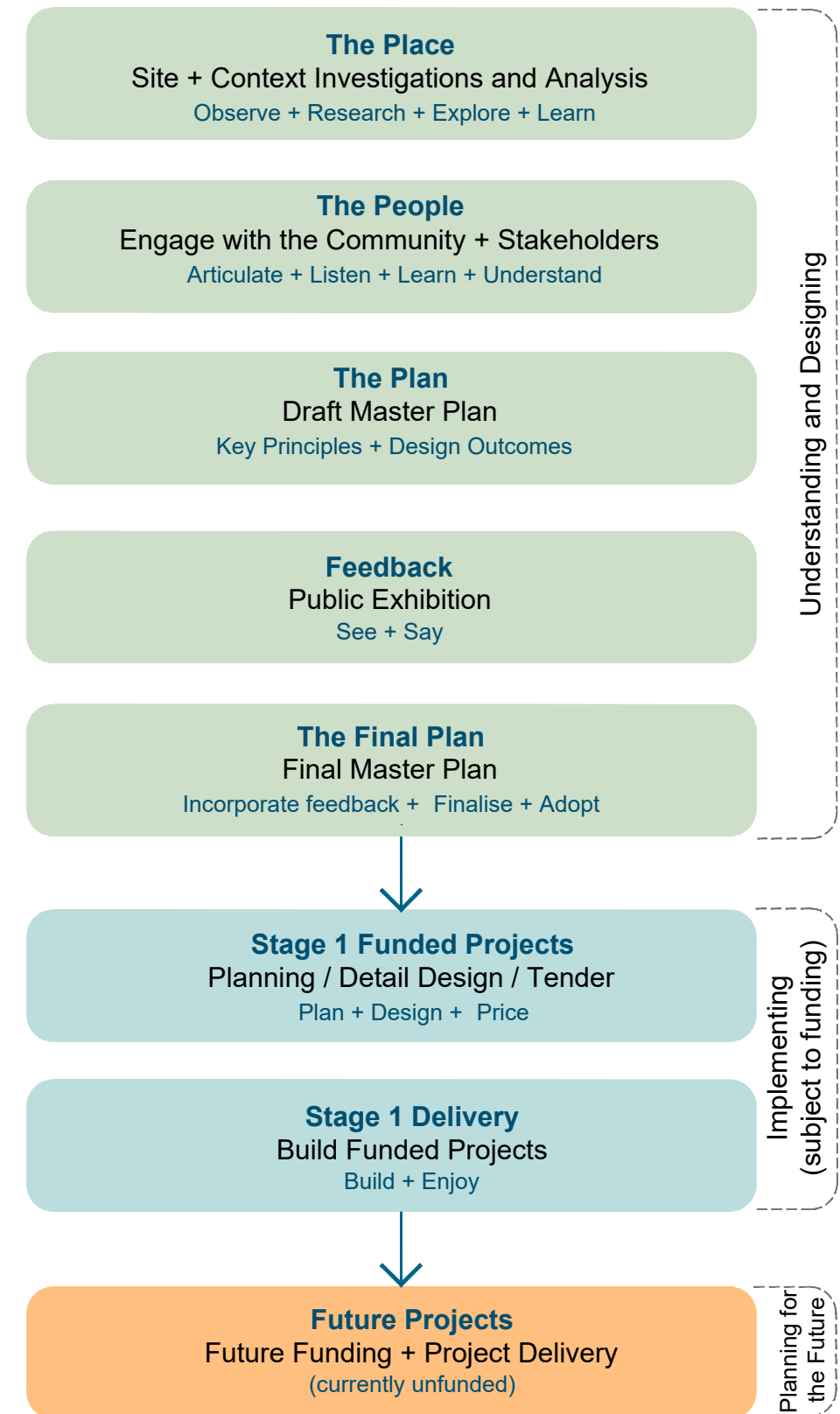
Cawarra Park is a 'District' scale sports and recreation parkland. It is strategically located adjoining Crown Land which provides access via small sandy beaches and a boat ramp to North Creek. The parkland currently supports baseball and softball as tier 1 active sports and is a hub for watercraft users whom store paddle based watercraft such as dragon boats, outriggers and kayaks within a secure onsite compound.

It is intended that Cawarra Park retain a tier 1 sporting function as well as remain as a non-powered water sports hub.

Project Objectives

- meaningfully engage with stakeholders and the community to determine existing and future sporting and recreation needs and aspirations within the scope of the Sports and Recreation Facility Plan (2020) recommendations to support tier 1 sporting functions and water based recreation at the site
- set a long term vision for the parkland which can be used as a strategic tool to guide implementation of currently funded works and to attract investment for all, or cost effective and easily separable portions, of the plan.

PROCESS





STRATEGIC CONTEXT

Ballina is identified as a major regional centre and growth area under the North Coast 2036 Regional Plan. It is a community which is warm and welcoming with a laid-back, active and family-orientated lifestyle. The communities aspirations for growth are underpinned by:

- A strong desire to **preserve the natural and scenic qualities** that contribute to Ballina’s amenity and character;
- A desire to **enhance recreational opportunities associated with our open space areas and the coast and waterways**, through improved infrastructure and amenities;
- A need to ensure that public places and facilities, beaches and waterways, commercial areas and our pathway network are **connected** to and **accessible** by all members of our community and visitors (Ballina Regional Centre Strategy 2035).

Draft Plan of Management for Community Land (2020)
 Cawarra Park is land Categorised as a Sportsground in the Draft Plan of Management for Community Land.

Core objectives:

- (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

Authorised occupation: Exclusive occupation of clubhouse, amenities and storage buildings by incorporated bodies as appointed by Council.

Authorised uses: Use of part of the park for recreational equipment storage facility. Use of part of the park for buildings, amenities and facilities for sporting groups as appointed by Council. Use of the land for recreational activities and other related uses consistent with a Council endorsed master plan for the land. Small scale improvements to the land permitted subject to development consent.

Sport and Recreation Facilities Plan 2020 (Ross Planning Pty Ltd, 2020)

Overall, there are 45 sports facilities (approximately 232ha) that provide a variety of traditional and non-traditional sport and active recreation opportunities to the Shire’s residents. The Sports and Recreation Facility Plan (SRFP) contains a number of strategic actions and priorities relating to Cawarra Park including the preparation of a basic master plan that includes consideration of the provision of change rooms, storage and car parking facilities to support the local water sports clubs and other user groups. The SRFP process identified the establishment of croquet facilities as an option for Cawarra Park, subject to the findings of a cost-benefit analysis (CBA). A CBA was prepared in 2021 which looked at multiple options for the expansion of croquet facilities within the shire, and in particular Ballina. The CBA results support the expansion of Croquet facilities adjoining the existing facilities at Hampton Park as being the best cost-benefit outcome. This included provision of 2 extra lawns, a new club house and infrastructure to support and connect the new facility to the existing facility. The SRFP also identifies an opportunity to provide additional lawns at the Alstonville croquet facility.

Playground Strategy

The Playground Upgrade and Management Plan (2022) identifies this site as containing a possible future local playground subject to the master planning process outcomes.

Pedestrian Access and Mobility Plan 2018/19 - 2028/29

The PAMP aims to improve accessibility for pedestrians to key facilities and places across the Shire. The PAMP identifies a footpath connection along the southern edge of Cawarra Park which connects Cherry Street and the park to the North Creek boat ramp precinct and Martin Street.

THE SITE + THE CONTEXT

THE PLACE

Traditional Country

The land on which Cawarra Park is located is the traditional Country of the Ngangbul people of the Bundjalung nation.

Cadastral Description

The site consists of the following land parcels:

- Lot 3 D.P. 758047 (8979 sq.m. / 0.8979 Ha)
- Lot 2 D.P. 758047 (10,117 sq.m. / 10.117 Ha)

Cawarra Park adjoins Crown Reserve to the east which was gazetted for Environmental Protection and Public Recreation and provides access to North Creek. This crown land is excluded from the study area. A piece of unformed road is located at the end of Cawarra Street which is presently passive open space.

Zoning

Both land parcels are zoned RE1 Public Recreation under Ballina Shire Council's LEP 2012.

Tenure

Cawarra Park is "Community Land" owned by Ballina Shire Council. The watercraft compound and sports amenity building are tenanted by community groups.

Other Features

- The site is a SEPP Coastal Use Area and SEPP Coastal Environment Area.
- Parts of the site are mapped as having acid sulfate soil (C2) and being of medium flood hazard
- Some estuary vegetation and mapped wetlands are contained within Lot 3 which extends eastward into the crown land.
- The site is low-lying and becomes boggy after rain.
- Views to the water are enjoyed from parts of Cawarra Street.



Based upon detail survey undertaken in August 2021. Contours are 0.1m intervals.

Ballina Shire Council © NSW Spatial Services 2021



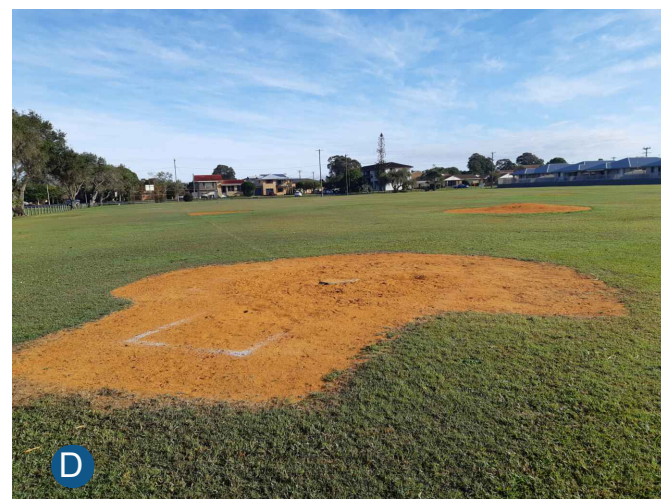
A



B



C



D



E



F



G



H



I

THE PLACE

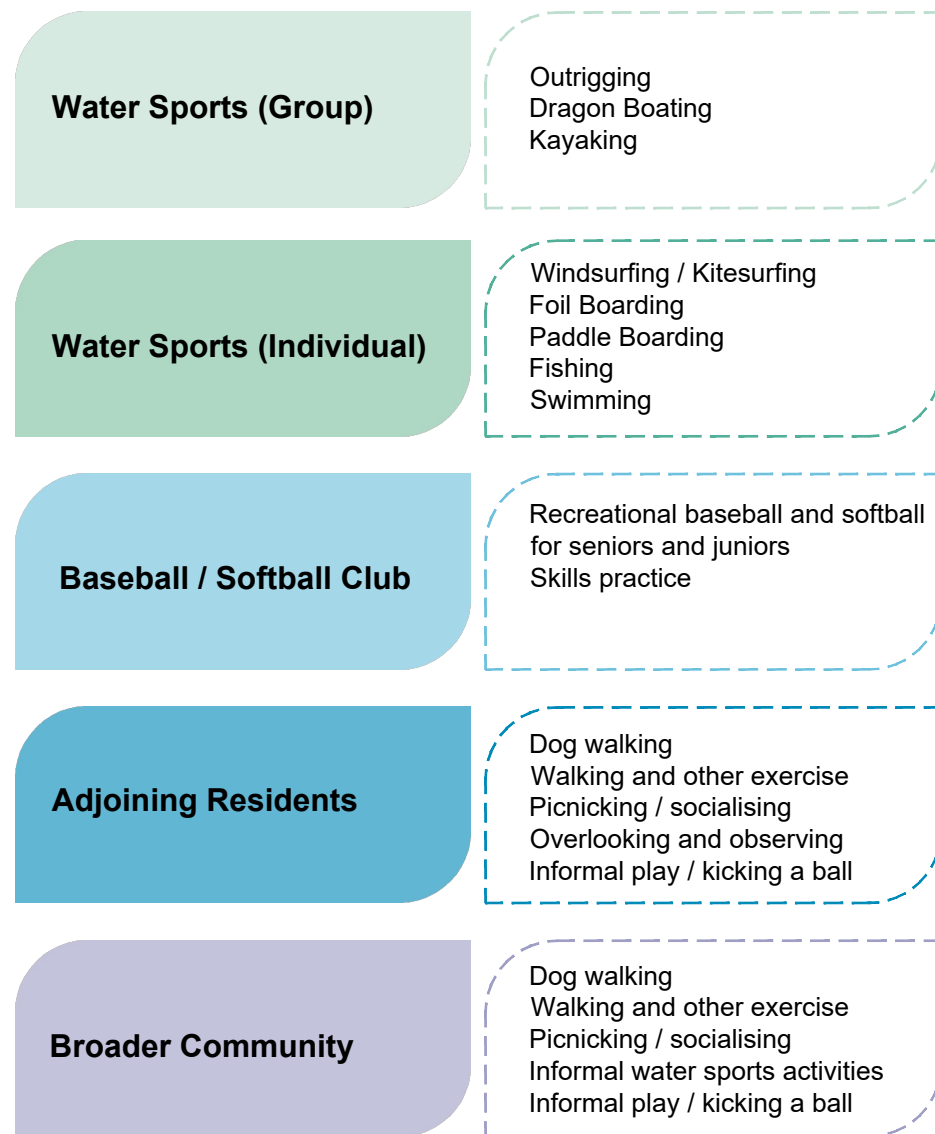
- A** There is no formal carparking available. Most users park on the street frontages or informally within the park area. Some large native trees provide shade and a good visual scale to the place. Some Cadagi (an environmental weed) are located around the south-eastern corner of the site.
- B** The existing water craft storage area is well used but is an insufficient size to support the quantity and size of boats for all water craft user groups. Water craft users currently use the small beach access north of the boat ramp to launch their boats.
- C** The main tier 1 sport at the site is baseball / softball - including practice nets which are in need of repair.
- D** The baseball / softball field is a flexible space adapted easily to other sports and used as a passive green space by the community. However, it does not allow for growth of the sport.
- E** There is an existing small aged sports amenity building which contains toilets and a canteen.
- F** There are few spectator areas which have seating and shade. Large nets are located in key areas to manage balls.
- G** Adjoining residents on Cawarra Street overlook the parkland with a northern aspect.
- H** Existing estuary vegetation (and mapped wetlands) are contained within the eastern portion of the site. This vegetation is currently degraded with a high proportion of weed species (boundary stake shown).
- I** North Creek is a key focal point of views from residences and the roadway in Cawarra Street as well as from within Cawarra Park.

Other Features

- There are old public toilets available on the adjoining crown land (outside the study area).
- Vehicular access to the site is from Cawarra Street near the existing driveway. There are no footpaths connecting the parkland to the waterfront or CBD.
- There is a circle of Phoenix palms of unknown origin.

THE PEOPLE

Existing Site Facilities Support the Following User Groups



Some of these activities occur on the adjoining crown land and are supported by facilities of the site.

The proximity of the site close to North Creek supports a variety of informal recreation activities and functions:

- Watercraft storage (outriggers, dragon boats and kayaks);
- Watercraft access to launching facilities at the boat ramp and beach;
- Passive recreation (play, walking, running, sitting, dog walking).

In addition to this, the adjoining crown land supports additional water sports and passive recreation activities such as kite surfing, foil boarding, boating, fishing and walking.

The SRFP identified a need for improvements to the recreational boat storage area and amenities at Cawarra Park. Watercraft groups also expressed a desire for additional and improved storage for large watercraft as well as a secondary access to the water. Key recommendations relating to watercraft are:

- to include suitable change rooms, storage and car parking facilities to support the local water sports clubs and other user groups at the site;
- include provisions for the relocation of the Ballina Dragon Boat Club and the Rainbow Region Dragon Boat Club in the master planning of Cawarra Park.

The site also provides a Baseball and Softball facility that includes a senior and junior diamond. The senior field is constrained on the northern side making it smaller than the regulation field size. The SRFP identifies that the field size does not provide space for growth of the sport and recommended relocating the activity to an alternative site (subject to the results of a cost-benefit analysis process relating to croquet facilities).

The Ballina 'Sharks' Baseball and Softball Club have indicated in recent engagement that they are satisfied with the current facilities given the club's recreational focus and they wish to remain at Cawarra Park. They suggest some minor repair and improvements works are desirable.

Neighboring residents have also indicated that they use the site for passive recreation and it is a valued community green space.

Other Interest Groups - Ballina Croquet

The SRFP identified Ballina Croquet Club as a possible future user at Cawarra Park. The Cherry Street Sports Club (near Hampton Park, Ballina) is the current home of Croquet in Ballina supported by a small facility at Gap Road in Alstonville. The SRFP identified that the two Ballina Clubs receive insufficient court time at the Cherry Street facility. Membership numbers, competition standard and facility constraints contribute to a case to develop a purpose built croquet facility that can service the Shire's population.

The SRFP set out a process for exploring options for the expansion of croquet facilities including preparation of a cost-benefit analysis. This analysis explored 2 development options in Alstonville and 6 development options in Ballina (5 at Cawarra Park and 1 at Hampton Park). The report identified the option for Ballina with the best cost-benefit outcome and least sensitivity was the expansion of the existing facility at Cherry Street into Hampton Park. If implemented, this would provide a consolidated facility consisting of 4 lawns and 2 club houses for croquet in Ballina.



THE SITE + THE CONTEXT

COMMUNITY ENGAGEMENT + PROCESS

2020 **Sports and Recreation Facility Plan**
(Community engagement by Ross Planning - 2020)

2021 **Cost-Benefit Analysis**
(Key analysis and reporting process identified by the Sports and Recreation Facility Plan)

2022 **Community Engagement 1 / Initial Insights**
(February 2022 - Project specific web site content, on site signage, letter box drop to nearby residents, community announcement, media release, letters to stakeholders and community groups)

Community + Stakeholder Face-to-Face Meetings
(14 + 16 February 2022)

Feedback Form
(01 February - 01 March 2022: Submissions were included up until 07 March 2022)

2022 **Draft Cawarra Park Master Plan**
(Endorsed by Council for Public Exhibition)

2022 **Public Exhibition / Feedback Form**
(13 June - 13 July 2022)

Community Engagement 2 / Plan Feedback
(June/July 2022 - Project specific web site content, onsite signage, letter box drop to nearby residents/landowners, media release, social media notice, emails to key stakeholders and community groups, Draft Master Plan available in hardcopy at Council Administration Centre foyer).

2022 **Final Draft Cawarra Park Master Plan**
(Consideration of community feedback and finalisation of the master plan)

COMMUNITY INSIGHTS

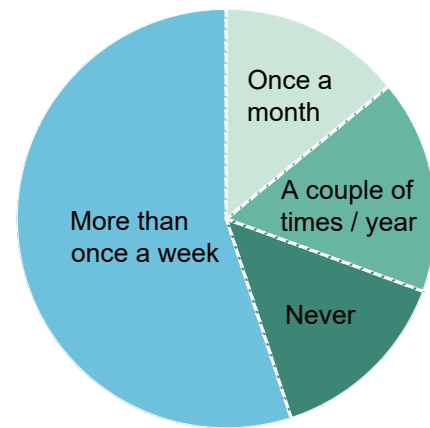
403 Feedback forms

51 Written submissions

1 Petition
(154 signatories)

Feedback received across two rounds of Community Engagement

Frequency of Visitation (Feedback form respondents)



Reason for Visitation (Feedback form respondents)



Leisure e.g. walking pets, meeting friends, relaxation
Active informal recreation e.g. walking, running, exercise, group exercise
Informal play e.g. kicking a ball, children's play
Active formal recreation e.g. access to equipment for regular water based sport activity or competition
Organised sport e.g. Baseball or softball
Community events e.g. club meeting or activity



Key Community Messages

The following list summaries the key messages evident from the community engagement.

- The park is an essential 'greenspace' that supports residents in surrounding medium density housing.
- The park is a valuable space for public recreation (organised and informal);
- The community value the passive open space provided by the seasonal use of the site for baseball/softball;
- The park is open, informal and multi-purpose which is used for a variety of activities such as walking, playing with balls, walking dogs etc
- It is a family friendly space.
- Continued use for non-powered watercraft sports appears to be well supported including provision of improved and expanded watercraft storage facilities and public and secure amenities (toilets, change room etc);
- Improvements to the boat launching areas and beaches on North Creek would support the watercraft use at the site.
- There is significant community concern relating to the potential for use of part of Cawarra Park for a croquet facility as was shown in the exhibited Draft Master Plan.

Key Community Preferences

The following were the **most desired** features for the park:

- Public and sports amenities (toilets, showers and change room).
- Picnic facilities.
- New non-powered watercraft storage building / compound.
- Renewed baseball / softball sports field and support infrastructure.
- Landscaping such as shade trees and gardens.
- Improved drainage.
- Improved carparking.
- Improved accessibility.
- A small playground.

Note: This is a snapshot of the key findings of the engagement process. Further details are available in the Council report attachments.

MASTER PLAN STRATEGY

As a district scale recreation facility, the park will offer a place for active sports as well as recreation activities which take advantage of the accessible waterfront context. It will respond to the valued and sensitive environmental context and will offer opportunities for informal recreation and leisure to support nearby residents and the broader community.



KEY OBJECTIVES

The master plan is underpinned by a number of key objectives which address the community insights and 3 key principles of being community focused, environmentally responsible and locally connected.

Protect the Environment

Embrace and improve the quality of the park's natural elements and protect the integrity of existing adjoining riparian vegetation and habitats.

Improve Access and Connections

Connect the site with accessible pathways to existing pathway networks, nodes and key places.

Enhance the Sporting, Recreation and Leisure Experience

Deliver improved active sporting facilities and general amenities supporting informal public recreation and leisure.

Interact with the Waterfront

Support the non-powered waterbased sports and passive recreation activities that occur along the waterfront including retaining visual connectivity to the water from the public domain.

Improve Public and Street Amenity

Maintain a low-key and "green" outlook with improved amenities, shade, carparking and drainage to support informal use.

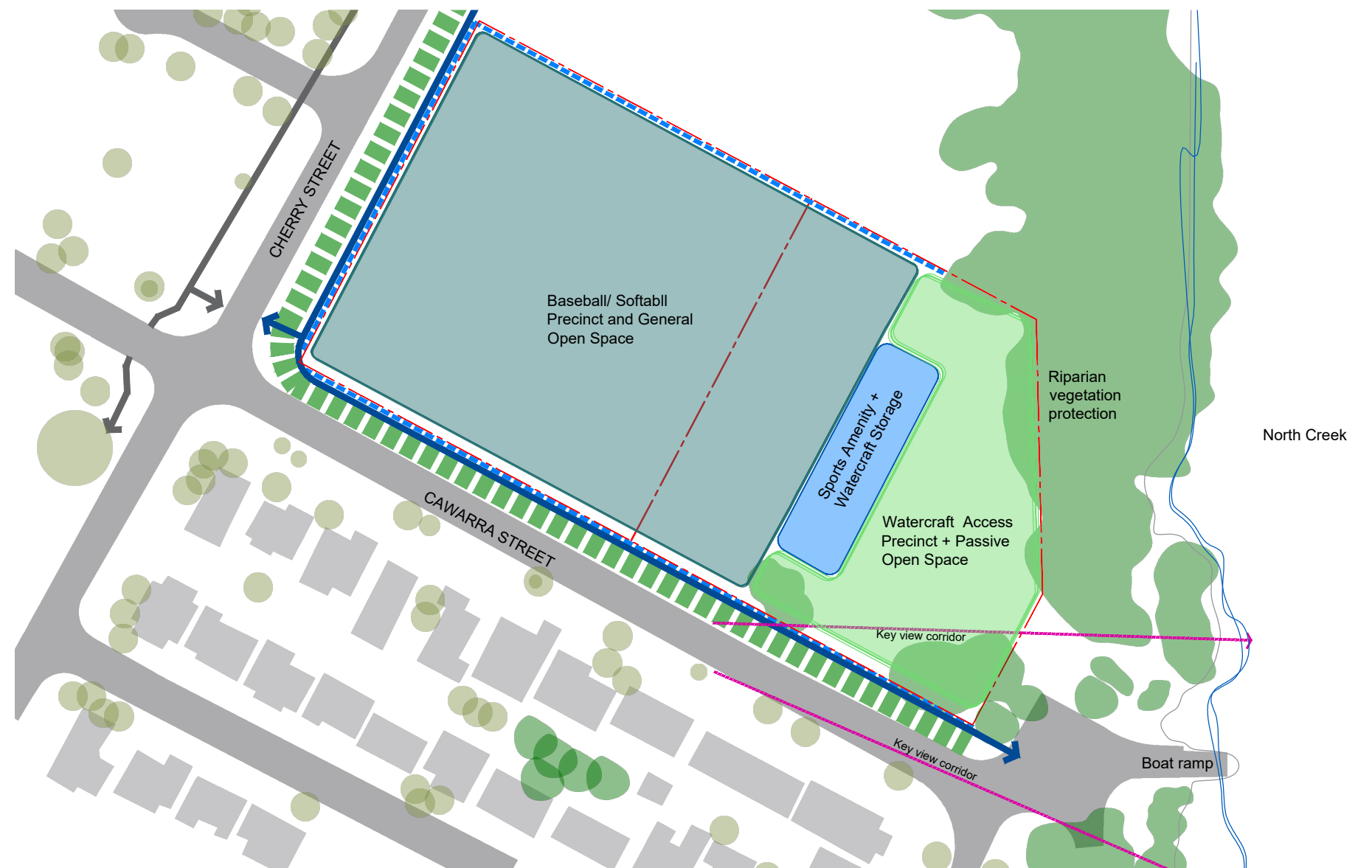
DESIGN + KEY FUNCTIONS

The below diagram shows the key design features and functional relationships for Cawarra Park:

- Retains the baseball and softball field as the primary tier 1 sport
- Makes provision for an expanded watercraft storage area
- Provides a new sports amenity building
- Provides a public toilet and change and shower facilities in part of the sports amenity building.

Note regarding Croquet: In this scenario, provision of additional croquet facilities would be considered as part of the Hampton Park Management Plan review. At Hampton Park, this would provide a consolidated croquet facility for Ballina with a total of 4 lawns and 2 clubhouses/amenity buildings. This is consistent with the findings of the community engagement and a cost-benefit analysis for expansion of croquet facilities within the shire.

- ■ ■ ■ Street frontage with formalised carparking, additional shade trees, landscaping, improved drainage and footpath
 - Footpath connection to existing pathway network and boat ramp area
 - - - Improved drainage
 - - - Key views to the water from Cawarra Street
 - Tier 1 sports precinct (baseball / softball field) / open space area
 - Sports amenity building and watercraft storage precinct
 - Watercraft access and passive open space
- (Refer to the master plan for additional detail)





REFER TO PLAN ENLARGEMENTS FOR ADDITIONAL DETAIL.
ALL PLANS ARE CONCEPTUAL ONLY AND SUBJECT TO DETAILED DESIGN.

LEGEND

Streetscape

- 1 Retain existing trees along the park edge where possible (If not possible to complete streetscape works and retain the trees then replace with new trees)
- 2 Formalise carparking with an improved surface and drainage
- 3 Street/shade trees amongst carparking area
- 4 Footpath connection (min 1.5m wide)
- 5 Bollards to control vehicle access including keyed vehicle access gate to sports amenity building precinct
- 6 Improved drainage (swale or bioretention area)

Baseball / Softball Precinct and General Open Space

- 7 Practice nets removed
- 8 Improved baseball / softball sports surface (including realignment of field and correction of drainage)
- 9 Posts for temporary net (removable)
- 10 Existing mesh nets repaired

Sports Amenity and Watercraft Storage Precinct

- 11 Sports Amenity Building Part 1 - (non-powered watercraft storage (enclosed and open air), toilet, shower, change room)
- 12 Sports Amenity Building Part 2 - (public toilets and change room + sports canteen and multipurpose room, storage, toilets, showers and change rooms)
- 13 Seating terrace overlooking field
- 14 Watercraft washdown area
- 15 Circulation area for watercraft maneuverability (minor filling to correct drainage)
- 16 Hardstand area for watercraft

General Recreation

- 17 Open grass area and existing drainage flow path
- 18 Interactive and nature play areas including picnic table under shelter (accessible furniture) amongst existing underpruned trees (low planting to maintain good visibility from street)
- 19 Picnic table (accessible furniture)
- 20 Possible future improvements to Crown Land area (subject to discussions with NSW Crown Lands)
- 21 Riparian vegetation protection

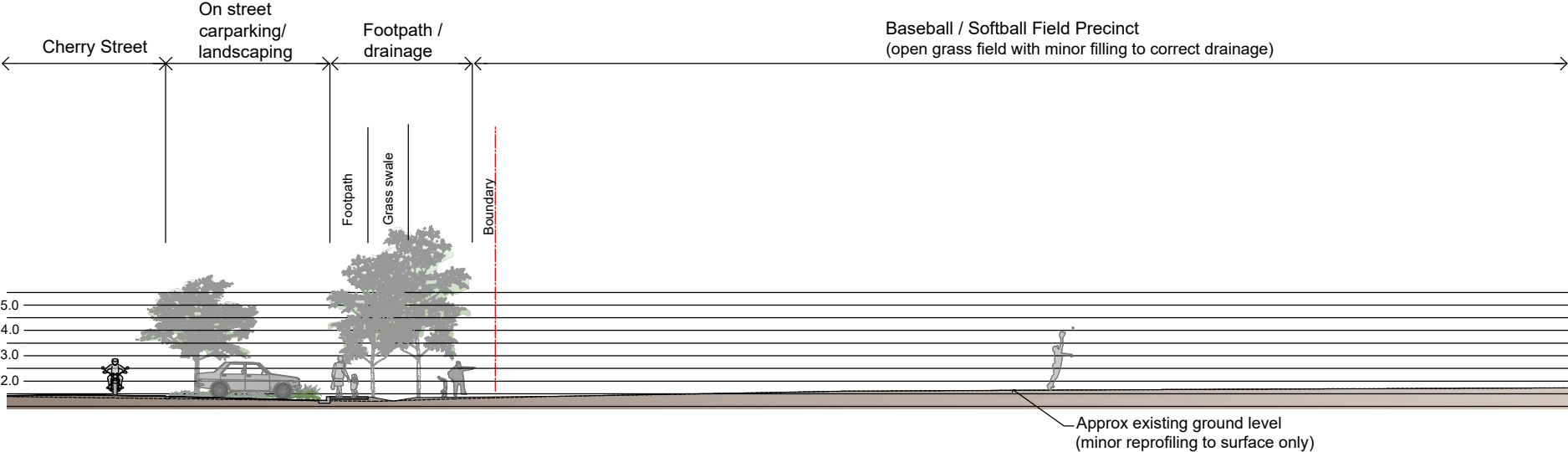


ALL PLANS ARE CONCEPTUAL ONLY AND SUBJECT TO DETAILED DESIGN.

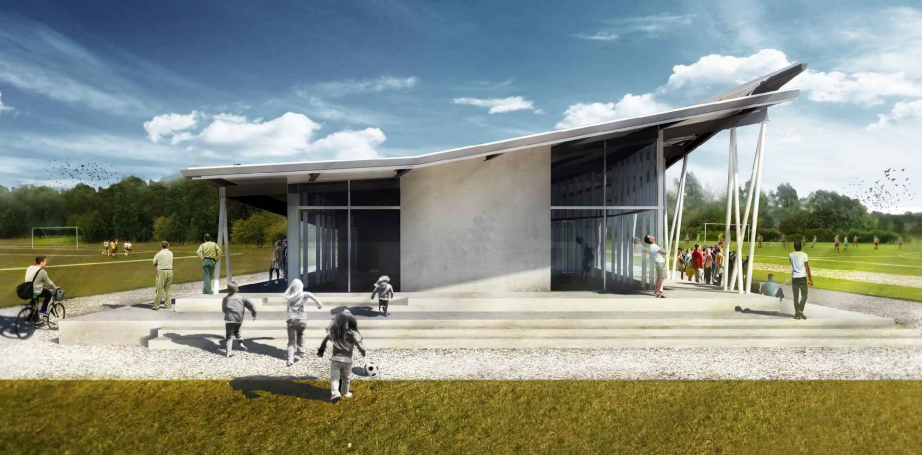




TYPICAL CROSS SECTION THROUGH CHERRY STREET FRONTAGE



EXPLANATORY CONCEPTUAL IMAGERY



Above: **Sports Amenity Building** - Example of a low-set 'sports amenity building' (Source: Archdaily - Soccer club by Copeland Associates Architects)



Above: **Typical baseball / softball precinct** - photo at Cawarra Park



Above: **Watercraft Storage** - Example of a low-set/accessible watercraft storage area (Source: Inhabitat - Boathouse by Anmahian Winton Architects). A simple structure with roof, internal shelving and a combination of mesh and solid sides. Wide access doors provide easy boat maneuverability. This example shows the potential of a higher cost option.



Above: Example of **interpretative and nature play** in sports amenity precinct (Source: Urban Play Robinia Wood 'Manta Ray' and Braithwaite Park)



Above: **Watercraft Storage** - Compartmentalised internal shelving for efficient watercraft storage (Source: Sail world rowing boat storage). This example shows a lower cost option.

BROAD ESTIMATED COSTS

The costs of implementing the master plan in its entirety are outlined below and can vary in accordance with the future detailed design and planning approval requirements.

The items most subject to possible cost variation are the Sports Amenity Buildings, in particular the water sports storage area. The cost estimate allows for a simple single storey, rectangular, roofed structure with concrete floor, fully enclosed sides, boat storage racks, moveable internal partitions, wash down area and shared amenities (toilet, shower, change). Cost savings may be possible with a simplified design or alternatively additional costs could be incurred with a more elaborate design or incorporation of items such as electronic boat lifting or winching devices, bespoke materials or rooftop solar systems.

A breakdown of broad capital costs are provided below. These costs include site specific as well as broader streetscape embellishment and civil works but exclude design and planning consultancy fees.

Estimated Total Capital Cost (ex. GST) \$2.93m

Cost break down

General works	\$210,000
Carpark and streetscaping	\$251,000
Baseball / softball field improvements	\$56,000
Sports amenity building Part 1	\$901,000
Sports amenity building Part 2	\$778,000
Sports amenity precinct open space	\$242,000
Contingency	\$488,000

The Delivery Program and Operational Plan to 2025/26 identifies the following funds for works in this precinct:

- 2023/24 Public amenities \$80,000 (part of the public toilet renewal program)
- 2024/25 Open spaces improvements \$125,000 (for possible play area subject to the outcomes of this master plan)
- 2024/25 Footpaths and shared paths Cawarra Street \$50,000

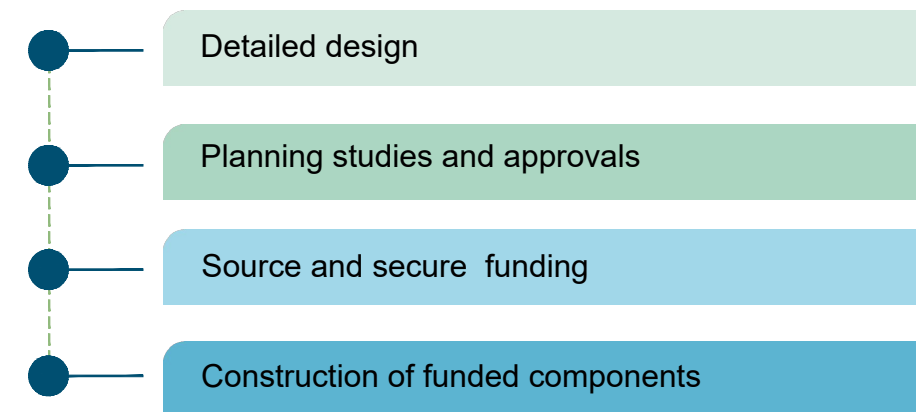
All other works in the Draft Master Plan remain unfunded.

PRIORITIES AND IMPLEMENTATION

This master plan document sets out a long-term vision for Cawarra Park which conveys the broad design intent. It provides a framework for future planning and investment to support the park as a district scale recreation facility, a key place for active sports and a 'green space' for informal recreation and leisure with a focus on the riparian context.

Priority works have been identified in the Delivery Program and Operational Plan and include contributions towards public amenities, open spaces improvements and footpaths and shared paths in Cawarra Street. The specific nature of these works is yet to be determined.

Subject to Council's adoption of the Master Plan, the following steps are required to progress the delivery of the master plan works:



REFERENCES

Copeland Associates Architects Design New Soccer Clubhouse in Auckland, 2016, ArchDaily, (<https://www.archdaily.com/792813/copeland-associates-architects-design-new-soccer-clubhouse-in-auckland>)

Gladwell, R, n.d., *Inside the boat storage area at the Karapiro Rowing Performance Centre, the first of several High Performance sports development facilities to be constructed in New Zealand*, (<https://www.sail-world.com/NZ/photo/104135>)

Muller Enterprises, 2021, "Croquet Facilities Expansion, Cost-Benefit Analysis Report"

Ross Planning, 2020, *Ballina Shire Sports and Recreation Facility Plan*

Wang L, 2018, *Eco-friendly Community Rowing Boathouse boasts a stunning kinetic facade*, Inhabitat, (<https://inhabitat.com/eco-friendly-community-rowing-boathouse-boasts-a-stunning-kinetic-facade/>)





DESIGN OPTIONS + KEY FUNCTIONS

SCENARIO A

- Retains the baseball and softball field as the primary tier 1 sport
- Makes provision for an expanded watercraft storage area
- Provides a new sports amenity building
- Provides public toilet, change and shower facilities in part of the sports amenity building

In this scenario, provision of additional croquet facilities would be considered as part of the Hampton Park Management Plan review. At Hampton Park, this would provide a consolidated croquet facility for Ballina with a total of 4 lawns and 2 clubhouses/amenity buildings. This is consistent with the findings of a cost-benefit analysis for expansion of croquet facilities within the shire.



- Street frontage with formalised carparking, additional shade trees, landscaping, improved drainage and footpath
- Footpath connection to existing pathway network and boat ramp area
- - - Improved drainage
- - - Key views to the water from Cawarra Street
- Tier 1 sports precinct (baseball / softball field) / open space area
- Watercraft precinct
- Passive open space and public amenity (Refer to the master plan for additional detail)

SCENARIO B

- Croquet replaces baseball / softball as the primary tier 1 sport (croquet lawns, amenity building and landscaping within fenced area)
- Makes provision for an expanded watercraft storage area
- Provides public toilet, change and shower facilities in a separate building

In this scenario, a new district standard baseball / softball field and associated infrastructure would need to be considered in an alternative location within the shire. This would require planning and construction prior to the implementation of any croquet facilities at Cawarra Park. This scenario was not the most cost-effective option identified in the cost-benefit analysis.



- Street frontage with formalised carparking, additional shade trees, landscaping, improved drainage and footpath
- Footpath connection to existing pathway network and boat ramp area
- - - Improved drainage
- - - Key views to the water from Cawarra Street
- Tier 1 sports precinct (enclosed area for croquet)
- Tier 1 sports precinct expansion area (croquet expansion)
- Watercraft precinct
- Passive open space and public amenity (Refer to the master plan for additional detail)

**BALLINA SHIRE
COUNCIL**

**MASTER PLAN
CAWARRA PARK**



Ballina Shire Council
40 Cherry Street Ballina NSW 2478
p: 1300 864 444 | e: council@ballina.nsw.gov.au

ballina.nsw.gov.au