



Memo

Property

To: Sydney North Planning Panel

From: Campbell Pfeiffer
Executive Manager, Property

Date: 27 July 2020

Subject: Requested Clarifications - DA2019/1190 - Construction of a new grandstand and Centre of Excellence - Land Owner's Consent

Record Number: 2020/437743

Attachment: Brookvale Park PoM Justification - Centre of Excellence DA 2019
[TRIM: 2019/730157](#)

I refer to DA2019/1190 – Construction of a new grandstand and Centre of Excellence at Brookvale Oval and the assessment report that has been prepared in relation to the application by an Independent Planner (IP). I wish to provide information to the Sydney North Planning Panel in relation to the Brookvale Park Plan of Management (PoM) and Council's assessment of the request to issue landowners consent to the lodgement of the DA. I would also like to provide some comments in response to the IP's report.

I have attached for your reference a document that was prepared by the Property Team at the time of considering the grant of landowners consent and compliance of the proposed development against the Plan of Management ([TRIM: 2019/730157](#) – attachment 1).

The following comments seek to clarify the issues raised in the IP report:

Community Consultation

Council's Property Team has satisfied itself that the building of additional facilities in the form of a northern stand, is specifically envisaged through the PoM and has been consulted upon. As noted in the memo, Council has undertaken a range of investigations and consultations on how to develop the site in a feasible manner over many iterations with the effect that the building of additional stands to assist with the financial viability of the site is well known and supported as a desire through the community and is something that Council also supports (but has no appetite to solely fund). Separate and additional to these consultations, it is the Property Team's understanding that the Manly Warringah Sea Eagles (MWSE) engaged on their specific development with a range of stakeholders and locals and had open sessions on this specific development. Given that the intent of community consultation is to provide community awareness and gain community input and feedback, the Property Team satisfied itself that this is a well understood development direction in the local community and that there have been a number of opportunities over many years through which the community has been able to add input. As such, Council's Property Team's consideration was that this has met the requirements of the PoM and its intent.

Traffic Plan

Action 34 referenced by the IP of the PoM, states the need to “*Develop a major event traffic and parking strategic plan*”. This is then further referenced in Action 47 to be relevantly applied when “*should be carried out prior to any development which is proposed to significantly increase the number of visitors*”. The view of Council as land owner is that the proposed development does not significantly increase the venue capacity and therefore this plan is not required. Further, it is Council’s view as land owner that event specific traffic management plans are created by the MWSE in line with relevant bodies (eg: RMS, Police etc.) and stakeholders as is now expected through normal modern event management practice. Other matters of traffic and parking are considered by Council’s Traffic Engineers as part of the DA assessment. As such, Council’s view as land owner is that development as proposed is not a non-compliance of the PoM in this respect nor that this was a relevant defining matter in terms of PoM compliance.

In terms of other items of considerations relevant to ongoing controls around adherence to the PoM:

- Council has an executed Heads of Agreement with the MWSE and is preparing the consequential lease documentation – both the land lease and the construction lease to enable the development. The land lease has a number of controls within it that aims to ensure continued compliance with relevant sections of the PoM.
- Council also has in place a licence for the use of the remainder of Brookvale Oval with the MWSE which covers permissible use of the field / facilities in line with the PoM.

In addition, I would also like to respond to the IP’s concerns regarding the age of the POM and that references made in the PoM could be better updated if a new PoM was prepared. Whilst this is not an unreasonable observation for someone to make, the renewal or update of a PoM is a matter for Council’s consideration and prioritisation, whilst noting that POMs of this age are not unusual.

I will be available to attend the Sydney North Planning Panel briefing to answer any further questions or enquiries the panel members may have in relation to the POM.



Campbell Pfeiffer
Executive Manager, Property



Briefing Note - Brookvale Park – Manly Warringah Sea Eagles Centre of Excellence Proposal

Property Assessment of Compliance to the Plan of Management

The proposed development of a Centre of Excellence by the Manly Warringah Sea Eagles has been assessed against the Brookvale Park Plan of Management (PoM). It has been assessed by Property to meet the requirements within the PoM as noted below.

Brookvale Oval is governed by the Brookvale Park Plan of Management (PoM), adopted by Warringah Council on 24 September 2002. This PoM anticipated future development at Brookvale Park, including the proposed grandstand on the northern boundary that is the subject of current Development Application DA2019/1190.

Section 6.3 Criteria for New Development Proposals addresses what is required for lodgement of a development application, with Section 6.3.1 Project Justification giving specific criteria which must be addressed. These criteria are highlighted below with answers provided below each point.

- **Protection of identified values.**

The Brookvale Park PoM gives five values, being management and community involvement, recreation/open space/access and aesthetics, sport and events, heritage and culture and environment. It is considered that the proposal addresses these values, providing an upgrade to the stadium which will help extend its life into the future, while maintaining community access to the park and recognising the heritage and cultural values inherent in the park, especially as the home of the historic Manly Warringah Sea Eagles, who played their first match on 12 April 1947.

- **Is this development expressly authorised within the current Plan of Management?**

Yes, the PoM envisages the development of a northern stand. Table 6, page 79 states that “The complete development of the facility is authorised according to all conditions and actions as stated in Performance Target 17. Development may include covered seating, hospitality areas, amenities and change rooms and is to be of similar scale and height as the existing stands.” Performance target 17 is to “encourage multi use all year round”. The Centre of Excellence, and the provision of a better quality, modern grandstand will achieve this aim.

- **Adherence to and consideration of any conditions or actions relating to development as stated in the current Plan of Management.**

Action 53 of the PoM states that there should be investigation and research into whether an eastern, south eastern or northern stand was optimal, as follows:

Investigate and research the need for the development of the proposed South East Link Stand, Eastern Stand and Northern Stand. The investigation should take into account the implication such a development would have on the whole of Brookvale Park and the surrounding residents. The investigation is to recommend which development is most suitable, ie the South East Link Stand with the Eastern Stand or the Northern Stand. This must include extensive community consultation and research into the impact of the development. A detailed report is to be prepared and Council must approve any further investigation, planning and research on this action. Council should be satisfied that this development is viable, will not unduly impact on the neighbourhood and is necessary to the ongoing success of Brookvale Park. The development may include the provision of covered seats, hospitality areas, amenities, player change rooms and storage areas. Should the South East Link Stand and Eastern Stand be preferable then a new entry gateway is to be incorporated into the development and the existing entrance way is to be removed and the area appropriately landscaped as per Action 35. Development of the Eastern Stand is not authorised to extend into the land categorised as park and may need to



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take up some of the existing hill for it to be constructed. Should the Northern Stand be preferable the development should consider incorporating the existing northern ticket boxes and turnstile. The existing northern ticket boxes and turnstiles are to be removed if incorporated into the Northern Stand development. See Action 47. These developments have been authorised in Section 6.

Council has evaluated and engaged with the community on the potential development and feasibility of new stands regarding Brookvale Oval, as exemplified by:

- Securing Brookvale's Future (Summary Booklet) [TRIM: 2012/007384](#)
- Securing the Future of Brookvale Oval - Post-Exhibition Report - Straight Talk - Sept 2013 [TRIM: 2013/275219](#)

The results of these investigations and engagements led to the fact that the community was not willing to progress them as proposed.

The northern stand has been proposed by the MWSE as the preferred option due to the feasibility and greatest ability to meet the funding outcomes required. The stand itself provides a variety of additional amenities including better seating, upgraded amenities for players and spectators, and the disabled (including adequate facilities for female players). The proposal is viable – which has been the challenge associated with the previous attempts to construct new stands at Brookvale Oval, as the club has proved by securing \$32.5 million of State and Federal funding for the project. The location of the stand on the northern side also ensures that there is additional distance from properties close to Brookvale Oval.

- ***Any changes to lease boundaries.***

The agreement around the lease has been considered by the elected Council and is currently in the final stages of negotiation as per the draft Heads of Agreement. [TRIM: 2019/739461](#)

- ***Public accessibility and equity, of Community Land.***

As per the Heads of Agreement, the public will still be able to utilise the fields as they have traditionally done. The extension of the grand stand and the creation of the Centre of Excellence will ensure that Brookvale Oval remains a viable sporting facility in the northern beaches and the home ground of the Manly Warringah Sea Eagles into the longer term. Moreover, once finished the development will allow for the expansion of grassroots, junior and female rugby league to an elite level through the provision of training and mentoring and access to facilities in the Centre of Excellence. It will also allow for the sharing of facilities across elite training, leading the better relationships across different sporting codes.

- ***Is there another facility in the near vicinity that could be utilised to fulfil the needs?***

Brookvale Oval is the historic home ground of the Manly Warringah Sea Eagles, and the only stadium in the northern beaches which is capable of holding NRL fixtures. As such, the extension to the grandstand to provide seating and ancillary uses such as upgraded training and development facilities cannot feasibly be located elsewhere.

- ***Are there any other clubs/ groups that could utilise this proposed development?***

Once the development is finished it will provide a world class facility which will be able to support and develop relationships between the Sea Eagles and other elite sporting groups across the Northern Beaches and the wider Sydney area. This will help promote the benefits of sport to the



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wider community and will inspire the next generation of sports people, particularly junior rugby league participants, male and female to aspire to play at a professional level. In addition, the Manly Warringah District Junior Rugby Football League which has 13 affiliates, over 2000 players and 141 junior and senior teams will benefit from the development of the Centre of Excellence, as will the promotion of female rugby league. The Sea Eagles recognise that there has been strong growth in the field of female rugby, including tackle, tag and touch, and the development will allow for the provision of female friendly facilities, which will do much to encourage women and girls to play rugby league.

- ***Has consultation been undertaken with other user groups within the area who may be able to utilise the facility?***

As per [TRIM: 2020/274280](#), consultation has been undertaken by the MWSE on this concept with user groups, local residents, the Office of Sport and Federal Government.

- ***To what extent will the facility be accessible for multi-use by other parts of the community?***

As stated above, it is envisaged that the Centre of Excellence will ensure other local elite and high performance sportspeople from a variety of fields have world class training and recovery facilities and will allow for the expansion of grassroots and junior facilities, as well as the expansion of female rugby league, which the club are .

- ***Which groups in the local area also utilise the facility and would need to be informed of this development?***

As per the above engagement report.

- ***Cost and funding sources.***

The proposal is being funded by grants from the Federal and State governments, totally \$32.5 million and the Manly Warringah Sea Eagles.

- ***Give details of estimated costs or quotes for this development.***

Details of the estimated cost have been provided with the Development Application.

- ***What funding sources are available from grants, club fundraising, special funds?***

Funding has been sourced as detailed above.