

MAY 2003

DISCUSSION PAPER

SEQ 2021

a sustainable future



Issues & Options for Recreation and Sport



Queensland Government
Department of Local Government and Planning



A joint initiative of the Queensland Government and the South East Queensland Regional Organisation of Councils



Have Your Say - Working Together Towards a Sustainable Region

This Discussion Paper is one of eleven prepared to explore some of the issues and options for South East Queensland (SEQ) over the next twenty years.

Your comments, views and contributions on the issues and options outlined in this, and other SEQ 2021 Discussion Papers, are of real importance in planning the future of our region.

Feedback can be forwarded to the SEQ 2021 team by freepost, fax or email at:

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The feedback you provide will be used to help develop strategic options for the future.

Further Information

The full set of SEQ 2021 Issues and Options Discussion Papers can be downloaded from the SEQ 2021 website www.seq2021.qld.gov.au. To request copies by post contact the SEQ 2021 Team on free-call: **1800 021 818**.

The series includes Discussion Papers on the following policy areas:

- Aboriginal and Torres Strait Islander People
- Arts and Cultural Development
- Centres and Residential Development
- Economic Development and Information and Communication Technologies
- Energy and Greenhouse
- Infrastructure Coordination and Funding
- Regional Landscape
- Social Justice and Human Services
- Recreation and Sport
- Sustainability Indicators
- Transport

For further information about any aspect of the SEQ 2021 Issues and Options consultations, contact the SEQ 2021 Team on free-call: **1800 021 818**.



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Department of Local Government and Planning



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SOUTH EAST QUEENSLAND

Discussion Paper

May 2003

NOT COMMONWEALTH, STATE OR LOCAL GOVERNMENT POLICY

Disclaimer

This discussion paper forms part of the output of the SEQ 2021 Project. The Regional Coordination Committee (RCC), which has responsibility for oversight of the project, believes that this paper provides options for consideration in moving toward more sustainable growth management in the Region.

The production of the papers took place in an atmosphere where working group members were allowed to participate equally, openly and freely. It was not a process, which relied on votes. There will be elements of inconsistency between documents, which will need to be reconciled over time. While there is a general corporate ownership of the documents by the RCC there will be specific recommendations which individuals, groups or Government – State, Local or Commonwealth – will legitimately question or reject.

It is crucial to note that no level of Government, nor the private sector, nor the various sectoral groups have had sufficient opportunity to consider the options of this paper. Thus the production of this paper does not, and should not be construed to imply that any participating sector supports this paper, but rather that the SEQ 2021 discussion papers form part of a group of documents enabling further detailed assessment and consideration during the review period.

VISION

Recreation and Sport is an essential land use, infrastructure and service.

Not Commonwealth, State or
Local Government Policy

Contents

EXECUTIVE SUMMARY	4
THE RECREATION AND SPORT PAPER	4
WHY IMPROVE RECREATION AND SPORT PLANNING?	4
1.0 INTRODUCTION	7
1.1 BACKGROUND	7
1.2 PURPOSE AND SCOPE OF THE SEQ₂₀₂₁ RECREATION AND SPORT DISCUSSION PAPER	7
1.3 WHY IMPROVE PLANNING FOR RECREATION AND SPORT?	9
1.3.1 Protecting biodiversity and nature conservation	9
1.3.2 Managing urban growth and achieving a more efficient urban pattern	10
1.3.3 Generating employment and economic diversity	10
1.3.4 Building cohesive communities and equitable access to services	10
1.3.5 Improving infrastructure coordination and implementation	11
1.3.6 Delivering regional open space	11
1.3.7 Supporting rural futures	11
1.3.8 Summary	11
1.4 TYPES OF RECREATION AND SPORT	12
2.0 CURRENT POSITION AND TRENDS	13
3.0 VISION	15
3.1 VISION FOR RECREATION AND SPORT	15
4.0 DESIRED REGIONAL OUTCOMES AND ISSUES	15
4.1 DESIRED REGIONAL OUTCOMES	15
4.1.1 DRO 1 - Diversity in recreation and sport land, infrastructure and services	16
4.1.2 DRO 2 - Planning and Coordination	16
4.1.3 DRO 3 - Data needs	17
4.1.4 DRO 4 - Interagency coordination	17
4.1.5 DRO 5 - Long-term viability of community recreation and sport organizations	18
5.0 POLICY OPTIONS	19
APPENDIX A WORKING GROUP COMPOSITION	24
APPENDIX B THE DRAFT SEQ₂₀₂₁ VISION	25
APPENDIX C DRAFT ACTIONS	27
APPENDIX D OPEN SPACE FOR RECREATION AND SPORT-PLANNING PRINCIPLES	30
BIBLIOGRAPHY	36

EXECUTIVE SUMMARY

THE RECREATION AND SPORT PAPER

This Discussion Paper has been produced for public review in April 2003. The paper forms the basis of Recreation and Sport policy development for the South East Queensland 2021 (SEQ 2021) regional plan.

The paper is one of a series of eleven Policy papers produced for SEQ 2021; and its contents and proposals should seek to assist state and local governments, and local communities to work together to achieve a sustainable future for SEQ.

An important focus of the project was an existing SEQROC Issues paper prepared through consultation with a wide range of stakeholders.

There are five sections in the paper. Section 1 provides an Introduction and Background to this particular Discussion Paper that is focused on recreation and sport, and driven by the cross-Government SEQ2021 Recreation and Sport Working Group. Section 2 outlines the current position and trends for recreation and sport within a SEQ context.

Five priority issues were identified by this Working Group which have been explored in this Paper. They include:

- Diversity in recreation and sport land, infrastructure and services
- Planning and coordination
- Data needs
- Interagency coordination
- Long term viability of community recreation and sport organisations.

This Paper investigates these issues in detail, and proposes a vision and broad desired regional outcomes for Recreation and Sport in the SEQ region in terms of the regional plan in Sections 3 & 4. Finally Section 5 outlines a range of ways of achieving these desired outcomes through the use of Policy Options that have been developed in consultation with the broad range of stakeholders involved in this participatory policy development process.

WHY IMPROVE RECREATION AND SPORT PLANNING?

Over the next 20 years, another 1 million people will live, work and play in SEQ. One of the attractions is the lifestyle available as a result of the sub-tropical climate. A key element of this attractive lifestyle is the opportunity to engage in recreation and sport on a year-round basis. Work done in SEQ shows that there is an increasing demand for sport and recreation opportunities from existing residents. New residents will place new demands on existing places and services, adding to the pressure already there from the increasing demands of existing residents.

Recreation and sport are healthy for both body and mind, they contribute to people's quality of life, they are good for the economy, they help build and sustain communities, they help build community amenity – in summary, the provision of places and services for recreation and sport is an integral part of a smart growth agenda.

The loss of open and green space as a result of the development of other activities resulting from a growing population – houses, transport, business – means that recreation and sport opportunities will move further away from where people are. This will mean more and further car trips for those who wish to participate in recreation and sport. Alternatively people may choose not to participate due to the need to travel long distances to access playing fields or natural open space. Yet another possible outcome is that service providers may decide that it is not in their best interest to provide opportunities so far from where people live. Either way, our communities will miss out on the benefits of participation in recreation and sport.

As land is utilised for the numerous demands of a modern city and region, increasing pressures will come onto our most valuable natural assets for recreation. In these places, recreation may or may not be compatible with other pursuits such as nature conservation. It may mean user conflicts as all the people wanting to pursue different activities are squeezed into a limited amount of available land.

To make sure people can relax and play together, or just relax, there needs to be recreation land set aside which is not used for other purposes like housing or business or transport. This “recreation space” is just as important to plan for and to protect from other development as is planning for housing and other land uses.

Recreation and sport is an essential element for our community’s well being. How much do we need? We do not know precisely, but to ensure appropriate provision of recreation and sport, planning for future provision should be recognized as a component of strategic planning processes for all essential services.

Glossary of Terms

SEQ	South East Queensland
SEQ 2021	South East Queensland 2021
SEQ RFGM	South East Queensland Regional Framework for Growth Management
SRQ	Sport and Recreation Queensland
RCC	SEQ Regional Coordinating Committee
PDIC	SEQ2021 Policy Development and Integration Committee
DRO	Desired Regional Outcome
ROC	Regional Organisation of Councils

1.0 INTRODUCTION

1.1 BACKGROUND

This document is the **Recreation and Sport Discussion Paper** – one of eleven such papers produced for public review as a part of the South East Queensland 2021 (SEQ 2021). The Regional Plan intends to provide a strategic framework for SEQ local and state governments to undertake planning and development activities over the next 20 years in a way that seeks to achieve *ecological sustainability*, which includes balancing our natural, built, social, and economic environments, so that they can be enjoyed by future generations.

SEQ2021 is a new phase of regional policy development for South East Queensland. SEQ2021 is both a review of the regional policies currently in place in the *Regional Framework for Growth Management* (RFGM) 2000 and a look ahead to identify and develop new policies to meet the vision for South East Queensland 2021. Recreation and Sport has been identified as an area where new policy needs to be developed.

SEQ2021 is jointly funded by the Queensland State Government and the South East Queensland Regional Organisation of Councils. SEQ2021 is overseen by the Regional Coordination Committee (RCC). The RCC incorporates representatives from Local, State and Commonwealth Governments and the SEQ2021 Regional Non-Government Sector Committee.

SEQ2021 is a partnership based planning process which seeks to reflect the diversity of interests and values of the Governments and communities of the SEQ region. To this end SEQ2021 works through representative committee structures and will consult widely with the communities of SEQ.

The SEQ2021 Recreation and Sport Working Group was formed to take a strategic view of recreation and sport issues for South East Queensland over the next 20 years. The Working Group has endeavoured to identify the important issues affecting South East Queensland, and develop a discussion paper that sets out a vision, desired regional outcomes, strategies and priority actions.

This Discussion Paper is the first step in that process, and documents the findings of the SEQ2021 Recreation and Sport Working Group in relation to the following tasks:

- Examination of the current sectoral position and trends including relevant policies and actions in the RFGM 2000 and other plans and strategies, identifying any constraints and opportunities, conflicts and gaps;
- Identification of current and future desired regional outcomes and principles in relation to recreation and sport issues;
- Identification of the main issues (problems and opportunities) that will arise in South East Queensland over the next 20 years in achieving these outcomes and identify strategy options for dealing with these.

1.2 PURPOSE AND SCOPE OF THE SEQ2021 RECREATION AND SPORT DISCUSSION PAPER

There are eleven (11) SEQ2021 Policy Working Groups operating within the current regional planning process, and all are focused upon the production of *Discussion Papers* for public review from March – June 2003. Importantly, these Policy Working Groups must seek to achieve some level of integration and consistency across and within their documents and proposals. The Policy Working Groups include:

- SEQ2021 Recreation and Sport Working Group (*managing the production of this paper*)
- Social Justice and Human Services
- Regional Landscape Strategy Advisory Committee
- IRTP Implementation Group

-
- Energy and Greenhouse
 - Centres and Residential Development
 - Economic Development and Information Technology
 - Cultural Development
 - Aboriginal and Torres Strait Islander Involvement
 - Infrastructure Coordination and Funding
 - Sustainability Indicators

In preparing this paper the SEQ2021 Sport and Recreation Working Group has drawn primarily on the expertise and experience of its members, and has also reviewed a number of relevant reports and studies prepared on the issue both in South East Queensland and elsewhere. An important focus of the project was an existing SEQROC issues paper prepared through consultation with a range of stakeholders

The SEQ2021 working group for sport and recreation consists of members from across a variety of state government departments, local governments, regional organisations of councils, industry organisations and peak industry groups. The membership of this group is provided in Appendix A.

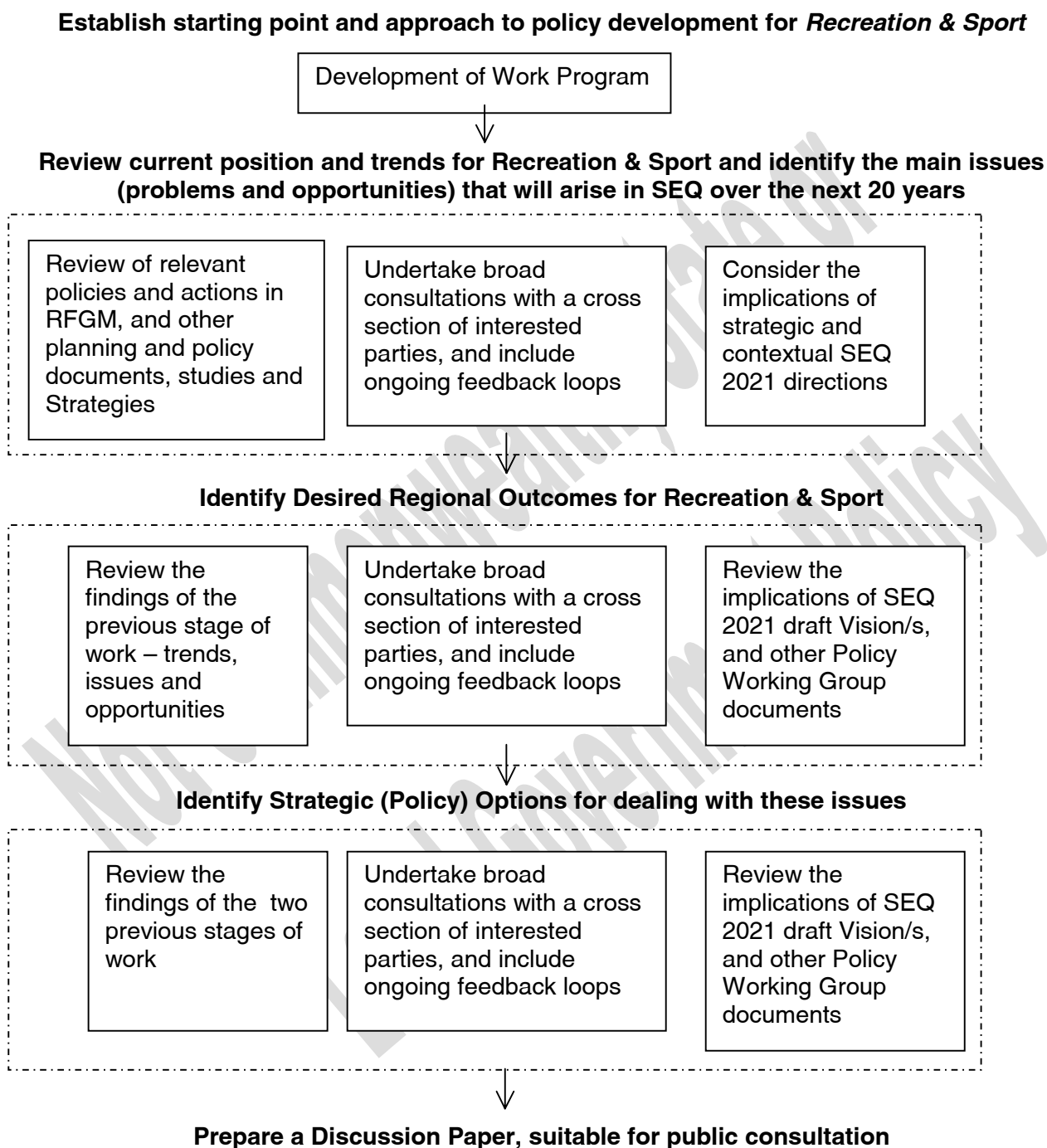
The SEQ2021 Recreation and Sport Working Group aimed to address the following objectives:

- Develop a vision for recreation and sport across South East Queensland.
- Contribute to policy and planning for recreation and sport in SEQ, including regional and sub regional cooperation in the planning and delivery of services;
- Develop advice on land requirement and allocations for recreation and sport.
- Consider matters of land tenure management;
- Identify issues regarding planning, design and construction of recreation and sport land, infrastructure and services at a regional and sub regional level;
- Consider the need for co-operative arrangements to ensure the long-term viability of the recreation & sport sector – the major provider of activity at the community, participation level.

In addressing the objectives, the working group has been conscious of the need to plan for and balance the needs and desires of “grass roots” and elite sport, outdoor recreation and “informal” recreation and sport.

The approach to developing the objectives listed above is outlined in **Figure 1**.

Figure 1 Detailed overview of the approach to developing the Recreation & Sport Discussion Paper (stage 1 – policy development)



1.3 WHY IMPROVE PLANNING FOR RECREATION AND SPORT?

The Regional Coordination Committee, which is the joint State, Local Government and non-government Committee that oversees the SEQ regional planning process, has endorsed eleven priority issues for new policy development. Recreation and sport can make a contribution to achieving the outcomes sought in a number of these priority areas:

1.3.1 Protecting biodiversity and nature conservation

Sound planning for recreation and sport contributes to the protection of natural environments and their diversity. Properly planned and managed outdoor recreation areas and areas for sporting activities can minimize conflict between competing objectives of urban development and take the

pressure off other areas that would be valuable to protect for nature conservation. The converse situation is that, as more land is destined for (what are traditionally seen as) the necessary elements of development, places for recreation and sport will be lost to those uses. Consequently, increasing pressures will come onto our most valuable natural assets for recreation. In these places, recreation may or may not be compatible with other pursuits such as nature conservation.

Parkland and nature based recreation activities may also provide the catalyst for the protection of natural areas in South East Queensland. Participation in outdoor recreation activities can promote an understanding of and respect for the natural environment.

1.3.2 Managing urban growth and achieving a more efficient urban pattern

There is a need to ensure sufficient quality, quantity and diversity of places in which people can participate in recreation and sport. This requires planning and protection of those places and is an integral part of managing the urban growth challenge. Implications of not planning for recreation and sport are:

- the land will not be available having been subsumed by other land uses.
- there will be growing conflict between recreation and sport, and other land uses.
- it will be much harder (if not impossible) and more expensive to address recreation and sport needs (in terms of land) retrospectively.
- many of the benefits of providing recreation and sports opportunities, notably a major contribution to SEQ's livability, will be lost.

With considerable land banking currently occurring and with remaining greenfield sites in many local government areas of SEQ anticipated to be fully developed by 2015, such issues need to be addressed as a matter of urgency.

The provision of land and infrastructure for recreation and sport needs to be planned for in the same way that all other essential land uses are considered, for example through local government strategic plans, regional planning etc. Major outdoor recreation and sport facilities can also be used to reinforce the preferred settlement pattern by providing such services within easy access of residents and visitors.

1.3.3 Generating employment and economic diversity

Recreation and sport is a major and growing sector of the economy. The sector provides significant employment. Regional sports tourism events are increasingly part of the successful economic development strategies of some Local Governments and State Government agencies. In just one sector of the outdoor recreation industry, the Bibbulmun Track (a long distance walk trail in Western Australia) generated \$5 million (the cost of construction) of additional expenditure in the Western Australian economy in its first year of operation (Regional Landscape Unit, 2001).

Recreation and sport is big business even without consideration of major sporting events such as Rugby Union's World Cup. Importantly, they have the capacity to broaden the economic base of the SEQ economy both at the regional and local levels.

1.3.4 Building cohesive communities and equitable access to services

Recreation and sport help build and sustain communities and they help build community amenity. Social benefits accrue from participation such as increased social integration and cooperation, promotion of collective identity and increased cohesion, strengthened families, prolonged independent living for older adults, enhanced self-esteem and confidence, reduced isolation and loneliness, and the empowerment of disadvantaged groups.

Participation in recreation and sport is often a key point of entry into the life of local communities. Participation presents a wealth of opportunity for community involvement and interaction, through

volunteer programs, social events and general usage. Through participation, people may feel more a part of the social fabric in which they live.

Providing equitable and good access to recreation and sport land, infrastructure and services also reduces the transport task in the region. Many off-peak trips involve transporting people around between different recreation and sporting activities, leading to increased air emissions and demands for road infrastructure. Properly planned recreation and sports land, infrastructure and services can contribute to the region's sustainability.

1.3.5 Improving infrastructure coordination and implementation

Recreation and sport land, infrastructure and services that need to be provided on a regional and sub-regional basis are not being planned for and provided in a timely and coordinated way. This leads to rising costs and duplication. The absence of reliable and accepted inter-agency planning processes and management frameworks effectively limits the delivery of recreation and sport land, infrastructure and services to those that can be delivered by one agency without cooperation from other agencies. No one agency has sole responsibility. In this respect, recreation and sport land, infrastructure and services are no different to many items of infrastructure that are best delivered at the regional or sub-regional level.

Better planning can lead to more efficient use of existing infrastructure by a range of agencies and can remove unnecessary duplication and expense. Co-location of recreation and sport facilities with other facilities can lead to improved access and facility sharing (and consequent cost saving).

1.3.6 Delivering regional open space

Provision of places and the scarcity of such places available in South East Queensland for outdoor recreation (recognising its many benefits to the regional community) is a good reason to plan for regional open space.

1.3.7 Supporting rural futures

Recreation and sport are good for the economy, they help build and sustain communities, and they help build community amenity. Many of these benefits are even more pronounced in the rural communities of South East Queensland where ecotourism and nature based recreational opportunities exist, and for which demand is increasing. Again, drawing on the example of the Bibbulmun Track in Western Australia, local businesses along the Track were able to identify a turning point in their fortunes relating directly to the popularity of the track (Regional Landscape Unit 2001).

1.3.8 Summary

Recreation and sport planning and service delivery can make a contribution to the outcomes in seven of the issues seen as priorities for the region. The provision of places and services for recreation and sport is an integral part of a smart growth agenda.

Recreation and sport can act as the catalyst to protect natural environments, develop local economies and create identity in the community.

Recreation and sport, planned and delivered properly, is essential to a sustainable and livable region.

1.4 TYPES OF RECREATION AND SPORT

There are many “dimensions” of recreation and sport that are mentioned throughout this paper. The SEQ2021 Recreation and Sport Working Group resolved that consideration should be given to all the following elements:

Sport and Recreation:

May be defined as “physical activity undertaken through casual or organised participation, often requiring physical effort or skill, for the purpose of relaxation or enjoyment, expressing or improving physical fitness or mental well-being, forming social relationships, or obtaining results in competition at all levels.” (SRQ Website)

Sport:

The facilities, services and programs that contribute to opportunities for people to engage in activities that require physical effort and skills, are competitive, have formal rules and are organized within institutional structures. (SRQ Website)

Recreation:

Those activities people undertake for enjoyment in their own free time not based on formal competition and/or organised administration and that lack a formal set of rules. (Open Space for Recreation and Sport - Planning Principles, 1998)

Outdoor Recreation:

Where individuals or groups engage in either active or passive activities using outdoor environments. These activities may include passive activities such as picnics and barbeques; soft active adventure such as bushwalking, camping, windsurfing and horse riding; and hard active adventure or high perceived risk activities such as hang-gliding, ballooning, underwater diving, rock climbing and white water rafting. (SRQ Website)

Outdoor recreation activities:

- are undertaken outside the confines of buildings;
- do not involve organised competition or formal rules;
- can be undertaken without the existence of any built facility or infrastructure;
- may require large areas of land, water and/or air; and
- may require outdoor areas of predominantly unmodified natural landscape. (Open Space for Recreation and Sport - Planning Principles, 1998)

Nature Based Recreation:

Are those activities:

- where appreciation of nature is the key motivational factor;
- substantial modification of the natural environment is not required;
- where the natural environment is critical to the participation and satisfaction of the participants;
- that occur in, and are dependent upon settings/locations which are perceived by those pursuing recreation as not being significantly altered by recent/modern human activity; and
- that occur in, and are dependent upon settings/locations which are not under the direct control of participants. (Open Space for Recreation and Sport - Planning Principles, 1998).

Successful planning for recreation and sport must be based on the premise that recreation and sports activities are carried out in both indoor and outdoor environments.

2.0 CURRENT POSITION AND TRENDS

South East Queensland is Australia's fastest growing region. Between 2001 and 2021, three quarters of Queensland's population growth and over one quarter of Australia's total growth is expected to be in this region, with the addition of the equivalent of the total population of the City of Gladstone every six months. One of the attractions of the region is the lifestyle available as a result of the sub-tropical climate. A key element of this attractive lifestyle is the opportunity to engage in recreation and sport on a year-round basis. There is an increasing demand for recreation and sport opportunities from existing residents. For example, the Outdoor Recreation Demand Study has shown participation rates of over 60% in some form of recreation in SEQ over two separate survey periods -1998 and 2001(QORF, 2002). Further data relating to Australian recreation and sport trends supports the findings above, in that people more often participate in recreation, sport and physical activities in a non-organised manner. Non-organised walking and swimming are by far the most popular activities. The seven activities most frequently participated in by Australians in descending order of participation are:

- walking
- swimming
- aerobics/fitness
- golf
- tennis
- fishing, and
- cycling (ABS Participation in Sport and Physical Activities, 2000)

Increasing population means increasing demand on recreation and sport land, infrastructure and services, even if participation rates do not increase. New residents are likely to have similar participation profiles to existing residents. Existing recreation and sport resources are being pressured with the existing population; the projected growth will only exacerbate this trend. Adding further to the demand is the desire of all governments to increase the physical activity of the population.

The Queensland Government through its funding programs is looking to increase participation in recreation and sport. The Ministerial Portfolio Statement for Sport and Recreation Queensland 2002-2003 indicates that the Government's priority is "implementing recreation and sport infrastructure and facilities programs designed to encourage participation and physical activity". The Government recognises the significant health benefits of increasing activity. Physical activity delivers a range of health benefits including reduced risks of heart disease and stroke, reduced risk of developing high blood pressure, reduced risk of becoming overweight and reduced risk of premature death. Additionally, the health issue has an economic perspective. Commonwealth Government studies have indicated that about \$75 million annually can be saved from the SEQ health budget from an extra 10% of the SEQ population becoming physically active (Qld Transport, 2000).

At the community and individual level, participation in recreation, sport and physical activity enhances the development of a range of life skills. Participation in activity is often a key point of entry into the life of local communities. These activities offer the opportunity to develop team-based skills and enhance the socialisation of individuals. Access to a choice and range of recreation and sport activities from an early age leads to the development of longer term healthier behaviours.

Physical activity impacts on the four major functional areas that define our community – social, personal (physical), environmental and economic. The benefits of physical activity include:

1. Physical and mental benefits such as prevention of chronic disease, stress and depression management, improved quality of life, improved concentration enhancing memory and learning, and development of motor skills.

-
2. Social benefits such as increased social integration and cooperation, promotion of collective identity and increased cohesion, strengthened families, prolonged independent living for older adults, enhanced self-esteem and confidence, reduced isolation and loneliness, and the empowerment of disadvantaged groups.
 3. Economic benefits including investment opportunities, reduced health costs, employment, economic development, increasing productivity with a fit and healthy workforce, tourism, and reduced crime, vandalism and delinquency.
 4. Environmental benefits including protection of natural environments and their diversity, reduced traffic, air, and noise pollution, and the creation of safe places.

The development and growth of the recreation and sport industry has resulted in greater sophistication and as a result, the level of sophistication required in policy and planning has increased. To ensure the efficient and effective delivery of recreation and sport across South East Queensland regional and sub-regional policy development is required.

In summary, experience has shown that improvements in the planning and provision of recreation and sport will have significant benefits to the community through:

- use of recreation and sport to reinforce the agreed preferred settlement pattern;
- more efficient use of existing infrastructure by a range of provider agencies;
- co-location of recreation and sport with other community facilities leading to improved access and sharing of some facilities, and
- capital cost savings through the sharing of facilities.

Good planning for recreation and sport makes a major contribution to smart growth management.

Comment Sought:

How does recreation and sport impact upon your lifestyle and quality of life?

3.0 VISION

3.1 VISION FOR RECREATION AND SPORT

Recreation and sport is an essential land use, infrastructure and service.

This vision supports the SEQ2021 vision outlined in Appendix B in the following ways:

- Sound planning for recreation and sport contributes to the preservation and restoration of natural land, water, air and ecosystem environments of the region as integral parts of our regional identity by both helping to ensure that recreation and sport activities occur in the appropriate environmental setting and by helping to promote an understanding of and respect for the natural environment.
- By ensuring that recreation and sport planning is an integral part of managing the urban growth challenge, we will help ensure our residents continue to enjoy a high quality of life and have ready access to the region's landscape richness of bushlands, forests, open spaces, rivers, estuaries, beaches and islands.
- A diversified and robust regional economy building on the region's environmental assets will recognise and celebrate the important contribution that the recreation and sport sectors provide in terms of significant employment and demands for goods and services.
- Recreation and sport help build vibrant communities, fostering pride in residents, encouraging them to work together and providing significant public benefits at all levels from the neighbourhood to the region. Recreation and sport activities provide a wonderful range of opportunities for people to work together in partnerships to benefit the region while improving their own quality of life.

Comment Sought:

Do you support this vision for recreation and sport in South East Queensland?

4.0 DESIRED REGIONAL OUTCOMES AND ISSUES

This section provides details of the Desired Regional Outcomes (DROs) for SEQ 2021 in relation to the policy area of recreation and sport. These DROs are supported by a range of issues, challenges and opportunities.

4.1 DESIRED REGIONAL OUTCOMES

The following desired regional outcomes were developed from the issues previously identified and derived from the deliberations of the working group. They also built on research undertaken early in the project with the SEQROC Recreation and Sport Working Group. Therefore, the DROs can be seen as reflecting background research and consultation.

The DROs relate to the following:

- 1. Diversity in recreation and sport land, infrastructure and services***
- 2. Planning and Coordination***
- 3. Data needs***
- 4. Interagency Coordination***
- 5. Long term viability of community, recreation and sport organisations***

The DROs are necessarily:

- Broad and strategic in nature
- Forward looking, and
- Focused on outcomes, rather than objectives.

4.1.1 DRO 1 - Diversity in recreation and sport land, infrastructure and services

The widest possible range of opportunities for recreation and sport is provided within the region. There are efficient, sustainable and accessible recreation and sport land, infrastructure and services provided for the enjoyment of local, regional and national and international visitors, as well as residents of SEQ.

Issue: Needs of different categories of recreation and sport

As a regional planning project, emphasis has been, and will continue to be primarily on all categories aside from the “elite” level, as the elite sports program is delivered at the State/State Sporting Organisation level. However, the impact of decisions at this level, on land-use planning do need to be taken into account.

Issue: Protection for a variety of spaces.

There is a need to ensure sufficient quality, quantity and diversity of places in which people can participate in recreation and sport – this requires planning and protection of those places.

The issue is critically important because there are significant competing interests for future land acquisitions with environment interests and recreation and sport interests often both wishing to acquire diminishing land resources. The implications of not planning for recreation and sport are:

- the land will not be available having been subsumed by other land uses.
- there will be growing conflict between recreation and sport, and other urban land uses.
- it will be much harder (if not impossible) and cost prohibitive to address recreation and sports needs (in terms of land) retrospectively.
- the growing population will not be able to recreate to their desired level, which may lead to increased health problems for the SEQ population.
- high management costs of recreation and sport land, infrastructure and services.
- diminished lifestyle choices (i.e. people are unable to do the recreational/sporting activities they would like to do).
- decreased quality of life.

4.1.2 DRO 2 - Planning and Coordination

The region's livability, economic development and health will be enhanced by a viable and well planned, accessible range of recreation and sport land, infrastructure and services.

Issue: Integrated Planning

Recreation and sport are essential and legitimate land uses that need to be integrated with other land uses when planning for the region as a whole. Often, when development decisions are being made or land is being identified for future growth, land for recreation and sport is rarely considered with the same degree of importance or urgency as other land uses. Historically, services and infrastructure have been placed on land that is not suitable for any other use – for example, old landfill sites and land subject to regular flooding have often been provided for playing fields. This often results in additional costs to local governments who have to meet the high costs of managing and maintaining these facilities. At present, recreation and sport planning is not well integrated into other strategic planning decisions.

Issue: Need for a regional and sub-regional focus

Local Governments are providing a high level of local services and infrastructure for residents and visitors and the State Government is providing significant State-level infrastructure. However, land, infrastructure and services that need to be provided on a regional and sub-regional basis are not being planned for and provided in a similar manner.

Due to the lack of coordinated planning, there are rising costs for Local Governments in providing recreation and sport opportunities to the community at a regional level and also significant risks of duplication. Regional and sub regional planning, particularly for indoor and outdoor facilities, trails, pools, parks, conservation estates and trail bike parks is needed. There is a desire at both

government and non-government level to develop regional facility plans and regional facility mapping so that the needs of SEQ are met. In addition, facilities provided to meet the needs of SEQ residents will also play a significant role in meeting the needs of all residents of Queensland.

Issue: Equity

There is a need to consider equity in the provision of recreation and sport land, infrastructure and services to ensure that the optimum numbers of people will be able to participate. Another element of this is that events and sports tourism are limited to certain parts of South East Queensland and so impacts are concentrated.

4.1.3 DRO 3 - Data needs

Providers of facilities and services are adaptable to change in demands, providers are therefore aware of trends and issues as they arise.

Issue: Awareness of current trends.

There is a need for regionally based statistics to assist Local Governments with their planning. A good example is the growth in the “baby boomers” sector that will be looking for different land, infrastructure and services from those traditionally demanded by a younger market. Another key trend is the trend away from participating in formal sport and what this means for the way that land, infrastructure and services are located, developed and designed.

4.1.4 DRO 4 - Interagency coordination

Collocating recreation and sport facilities with other community facilities and cooperation between agencies makes significant savings in planning times and infrastructure costs.

Issue: Institutional arrangements.

Existing institutional arrangements for the delivery of services and infrastructure mitigate against the delivery of recreation and sport on a regional and sub-regional basis. The absence of reliable and accepted inter-agency planning processes and management frameworks effectively limits the delivery of recreation and land, infrastructure and services to those that can be delivered by one agency without cooperation from other agencies. There is a need to coordinate and integrate services between agencies (between Local Governments; between Local Government and State agencies; between State agencies) and across jurisdictional boundaries. Cross-agency partnerships are essential to regional and sub-regional coordination of planning and management of recreation and sport – land, infrastructure and services. No one agency has sole responsibility. In addition, there is a requirement to consider a mature funding approach to regional and sub-regional recreation and sport land, infrastructure and services. Funding policies of both State and Local Governments can work against regional land, infrastructure and service delivery.

Issue: Public use of school facilities

One avenue emerging to address the shortage of facilities is the use of existing community facilities, particularly for organised sport. A significant resource of such facilities has been built up in the public education sector at primary, secondary schools and tertiary levels. However, legislative, administrative and operational difficulties have emerged that make it difficult to access these facilities, particularly outside school hours. Changes in working hours will also mean a different and potentially increased demand for facilities. Conversely, there is also an increase in school use of public facilities that has not been considered in the design of these facilities. Such increased use raises a range of issues that need to be addressed such as use fees and contributions by school communities to the development of new facilities. Whilst these are issues across Queensland, it is appropriate to explore it in a regional planning project as a “pilot” study approach.

Issue: Coordination required due to competing pressure for available resources.

In 1998, more people camped out in SEQ than the combined attendance at the home games of the Brisbane Broncos (rugby league), the Queensland Reds, (rugby union), the Brisbane Lions (Australian Rules), and the Brisbane Bullets (basketball) (Outdoor Recreation Demand Study, 1998). Outdoor recreation (including eco-tourism) is a significant and growing activity for residents and visitors alike in SEQ. It also has significant economic potential for the region. Work on a regional trails network for SEQ has highlighted the significant economic benefits that a coordinated integrated trails network can have for SEQ; such a network is only one part of outdoor recreation.

As with formal, organised sporting activities, there is increasing pressure on the available resource for outdoor recreation. Planning processes such as the South East Queensland Forest Agreement and increasing competition between the demands for environmental protection and the demand for places to participate in outdoor recreation mean that opportunities for outdoor recreation may be significantly reduced in SEQ. Added to this is the ever-increasing competition for land in SEQ for a range of urban purposes. In addition, there is no clear lead agency for outdoor recreation in the State Government. In summary, open space and the related range of recreational experiences, and the associated activities such as affordable camping grounds are being lost under a range of pressures.

4.1.5 DRO 5 - Long-term viability of community recreation and sport organizations

Community, recreation and sport organisations are viable over the long term and contribute to the livability of the SEQ region.

Issue: Liability

The issue of liability for landowners and service providers has increasingly become a major issue for the future provision of places for, and services of, recreation and sport. This issue is being addressed through a number of other initiatives at the State level and cannot be addressed differently in a regional project. However, progress on this issue remains critical to the continuing provision of land, infrastructure and services at the regional level.

Issue: Maintaining Community involvement.

In SEQ (as in many other regions), individuals and community-based organisations are actively involved in providing quality recreation and sport opportunities for the residents of SEQ. The recent debates over public liability insurance have shown the great extent to which recreation and sport rely on community volunteers and how vulnerable many of these activities are to a decline in volunteer participation. The insurance crisis coupled with lifestyle changes in the last thirty years (notably the increased representation of women in the workforce and increasing work hours – a more recent phenomena) have lead to an increased concern for the long-term viability of community recreation and sport organisations and their capability to deliver quality recreation and sport opportunities. Again, this particular issue is much broader than SEQ but a regional planning project with a recreation and sport element may allow a concerted “study” of the problem and possible solutions at a more manageable scale.

Comment Sought:

Are these the Desired Outcomes you would like to see achieved in South East Queensland?

Are there other issues, besides those listed under the Desired Regional Outcomes that you believe should be considered?

Which issues do you consider to be of the greatest importance?

5.0 POLICY OPTIONS

The following policy options were developed as possible means to achieve the Desired Regional Outcomes specified previously, and to address the issues identified in these areas.

The policy options presented below are necessarily broad and strategic in nature. The Working Group has also developed suggestions for more specific actions that are likely to assist in the implementation and achievement of policy and strategy. These draft actions are listed in Appendix C, and provide an additional layer of detail that may go beyond the scope of the Discussion Paper, but which contain valuable statements. They therefore represent a valuable resource for future work in this area.

DRO 1: Diversity in recreation and sport land, infrastructure and services

The widest possible range of opportunities for recreation and sport is provided within the region. There are efficient, sustainable and accessible recreation and sport land, infrastructure and services provided for the enjoyment of local, regional and national and international visitors, as well as residents of SEQ.

To achieve this DRO, SEQ 2021 could pursue the policy options set out below:

- Establish mechanisms and processes to bring together the three spheres of government and the community to identify and agree on the different types of recreation and sports land, infrastructure and services so that provision is made for as wide a range of uses as possible.
- Ensure Local Government Corporate Plans, Planning Schemes and Regional/State plans and strategies incorporate provisions to ensure that the physical features and land, infrastructure and services making up the recreation and sport system are functional, attractive, easily maintainable and accessible to a variety of existing and potential users.
- Design each site in the recreation and sport system to permit best use(s) of the site given topography, needs and preferences, and allowing for long term sustainability.
- Achieve diversity of provision through the integration of State, Regional and Local plans. (e.g. Coastal Management Plans, Regional Facility Plans)

Comment Sought:

Which of the policy options do you believe will best achieve the Desired Regional Outcomes?

Do you consider the policy options listed to be practical?

Are there other policy options that should be considered?

DRO 2: Planning and coordination

The region's livability economic development and health will be enhanced by a viable and well planned, accessible range of recreation and sport land, infrastructure and services.

To achieve this DRO, SEQ 2021 could pursue the policy options set out below:

Adopt and integrate the “Planning Principles for Open Space, Recreation and Sport” compiled by Sport & Recreation Queensland – ensuring translation and integration into broader regional planning frameworks.

These principles relate to:

- *Recreation Setting Diversity*
- *Natural Landscape Features*
- *Sustainability of Recreation*
- *Undeveloped Open Space*
- *Recreation and Sport in Rural Areas*
- *Open Space Fragmentation*
- *Cross-boundary Strategic Planning*
- *Regionally Significant Open Space*
- *Regional Recreation and Sport*
- *Open Space Standards*
- *Developer Contributions/Infrastructure Charging*
- *Multiple Uses of Open Space*
- *Redevelopment/Recycling of Land for Recreation & Sport*
- *Tourism and Outdoor Recreation*
- *Compatible Recreation Activities*
- *Recreation and Adjacent Land Uses*
- *Facility Location*
- *Co-location of facilities*
- *Non-motorised Recreation Trail Network*
- *Connectivity of Recreation Areas*

Refer to **Appendix D** for further detail on the Planning Principles.

- Integrate recent or emerging recreation and sport trends programs and principles from the regional level into local government planning schemes, policies, programs, subdivision and infrastructure charging schedules. This provides a statutory basis for incorporating regionally consistent recreation and sport objectives into planning mechanisms at the local level.
- Prepare an overall strategy or strategies for recreation and sport within the region such as a State/Regional Plan, to help distribute recreation and sport resources equitably within the region and to help form a framework for acquiring, protecting, restoring, and managing a variety of resources as well as for providing a range of land, infrastructure and services. The provision of recreation and sport within the plan should address the spatial distribution of recreation and sport as well as the total supply, and planning should include mechanisms to include private service providers.
- Encourage access to, and use of, recreation and sport within the region by promoting public transport, cycling and walking as primary means of transport and providing the links to do so.
- Locate recreation and sport land, infrastructure and services where they are accessible to residents. All SEQ residents can find regional park and sporting facilities within 60 minutes of their homes or places of employment.
- At the regional level, recreation and sport (particularly natural) areas will be used to separate urban areas by creating and preserving a permanent network of urban and rural open space providing a framework for the urban fabric.

Comment Sought:

Which of the policy options do you believe will best achieve the Desired Regional Outcomes?

Do you consider the policy options listed to be practical?

Are there other policy options that should be considered?

DRO 3: Data needs

Providers of facilities and services are adaptable to change in demands, providers are therefore aware of trends and issues as they arise.

To achieve this DRO, SEQ 2021 could pursue the policy options set out below:

- Develop a regional network to coordinate research effort and share information on recreation and sport infrastructure and services supply and demand between and within layers of government, industry and non-government agencies who have an interest in recreation and sport issues in SEQ.
- Develop mechanisms and relationships (e.g. with Universities, and Cooperative Research Centres) to undertake research and modeling to obtain information and data (environmental, social and economic) relevant to analysing trends in recreation and sport provision, participation and needs for the SEQ region. This will enable the building of a more regionally informative information base and scenarios for the development of regional strategies and priorities.
- Provide and disseminate practical and targeted information to assist recreation and sport providers in SEQ to adapt to changing community needs, in order to provide quality recreation and sport experiences and opportunities.
- Use regionally relevant data and modeling to form the basis of a regional forum (incorporating a range of disciplines and stakeholders) on appropriate regional responses.
- Develop methodologies for community needs assessment of recreation and sport which might be capable of adoption to a variety of local communities, to enable better comparisons between local areas, and to assist the development of a regional data base.
- Consult with clients to ensure an understanding of the nature of the off road 4wd and trail bike recreation activities, and the needs of newly emerging non traditional outdoor recreation sports such as mountain biking, motocross and adventure sports, including the need for venues, the creation of management guidelines and consequent planning for the provision of these facilities at the regional level.
- Ensure information is available to allow the population of SEQ to understand the benefits of active participation in recreation and sport.

Comment Sought:

Which of the policy options do you believe will best achieve the Desired Regional Outcomes?

Do you consider the policy options listed to be practical?

Are there other policy options that should be considered?

DRO 4: Inter-agency coordination

Co-locating recreation and sport facilities with other community facilities and cooperation between agencies makes significant savings in planning times and infrastructure costs.

To achieve this DRO, SEQ 2021 could pursue the policy options set out below:

- Develop and implement an integrated process to coordinate the planning for future provision of sport & recreation opportunities within SEQ. This integrated approach to planning is to be driven by sustainability criteria.
- Develop a role for SEQ2021 in the profiling of regional recreation and sport issues and outcomes into relevant State and local agencies and their programs. This will promote a closer link between regional planning issues with regional recreation and sport planning perspectives/priorities.
- Coordinate and share regional initiatives in recreation and sport through a regional SEQ body or unit to avoid duplication or piecemeal efforts. Coordination should achieve consistency of messages and information, a greater profile and increased efficiencies between State, Local Government, industry and other organizations.
- Identify, preserve, and enhance, through inter-jurisdictional planning, significant regional networks and linkages of open space, regional parks and recreation areas.
- Encourage joint planning between public, non-profit and commercial enterprises and encourage the participation of other agencies in the provision of recreation and sport facilities.
- Utilise and advance the vital role that educational institutions play in the provision of recreation opportunities within the local community and across the region.

Comment Sought:

Which of the policy options do you believe will best achieve the Desired Regional Outcomes?

Do you consider the policy options listed to be practical?

Are there other policy options that should be considered?

DRO 5: Long-term viability of community recreation and sport organisations

Community, recreation and sport organisations are viable over the long term and contribute to the livability of the SEQ region.

To achieve this DRO, SEQ 2021 could pursue the policy options set out below:

- Support the evolution of a regional consortium to provide and disseminate practical targeted information to promote behaviour and attitude change related to volunteering for organisations and participating in recreation and sport options. Dissemination should build upon and coordinate with existing network activities and alliances.
- Build cooperative partnerships at the local level to provide sustainable support mechanisms for community organisations.
- Continue the development of appropriate technical, training and information sources to provide on-going support for organisations operating at the local level.

-
- Encourage the participation of communities and the involvement of volunteers in all aspects of the regions recreation and sport facilities, programs and services. As far as possible, provision should be made to enable use of recreation and sports facilities by all sectors.
 - Investigate alternatives to volunteer management and administration of community, sport and recreation organisations.

Comment Sought:

Which of the policy options do you believe will best achieve the Desired Regional Outcomes?

Do you consider the policy options listed to be practical?

Are there other policy options that should be considered?

Not Commonwealth or
Local Government Policy

APPENDIX A WORKING GROUP COMPOSITION

The SEQ2021 Recreation and Sport Working Group has representatives from State and Local Government and the Industry. These sectors have been represented by:

Mr Peter Cumminsky	Sports Federation Queensland
Mr Mike Halliburton	SouthROC Coordinator
Ms Margaret Jacobson	Brisbane City Council
Ms Kathy Kingsford	Queensland Outdoor Recreation Federation
Ms Jacqui Cowell	Logan City Council
Ms Kylie Crocker	Sport and Recreation Queensland
Ms Kerry Partridge	Redcliffe City Council
Ms Robyn Kiss	Sport and Recreation Queensland
Mr David Batt	Sport and Recreation Queensland
Mr Rob Sewell	Ipswich City Council
Ms Leah Kelsall - Chair	Maroochy Shire Council
Invited	Environmental Protection Agency
SEQ2021 Convenor/Liaison Officer	
Scott Hutchison	Department of Local Government and Planning

APPENDIX B THE DRAFT SEQ 2021 VISION

The Vision Statement

"The people of SEQ value, sustain and celebrate the health and diversity of our natural environment and landscapes, communities and economies."

Core Values

Sustainability

We will -

- live and manage our activities in ways that restore, maintain and enhance the ecological processes upon which all life depends;
- address the aspirations of present residents and meet the emerging challenges without compromising the options available to future generations; and
- recognise that our social, economic and environmental systems are interconnected and interdependent.

Inclusiveness

We will -

- draw strength and inspiration from the diverse communities and groups within the region working together for the common benefit of all, respecting our differences and sharing responsibility;
- base our activities on consideration of social justice and equity, paying special attention to changing demographics, the aspirations of disadvantaged groups in society, and recognise the particular interests and needs of young people and Aboriginal and Torres Strait Islander peoples to be meaningfully engaged in the future of the region; and
- apply democratic and participatory methods for decision-making and operating.

Respect for Aboriginal and Torres Strait Islander Peoples

We will -

- recognise, respect, preserve and promote Aboriginal and Torres Strait Islander cultures and histories, the role of Traditional Owners in decision making, and their right to be involved in developing our region.

Valuing the Environment

We will-

- preserve and restore the health and functioning of the natural land, water, air and ecosystem environments of the region;
- recognise our natural environment as an integral part of our regional identity and fundamental to our high quality of life;
- provide a legacy for our children and their descendants by maintaining the integrity of our natural and built environments;
- manage our natural, economic and human resources wisely; and
- respect the limits and dynamics of our natural environments to supply resources and assimilate and recycle our wastes.

Cohesive and Vibrant Communities

We will have a range of urban and rural communities that are safe, secure and supportive, where people -

- enjoy a high quality of life;
- have a strong sense of belonging, living here not just by chance, but by choice;
- take pride in working together to build distinctive, caring communities with safe neighbourhoods, affordable housing, quality education, available social services and recreational opportunities. These communities bring people together and are places where neighbours know and help each other;

-
- live close to where they work, shop and play; and
 - have ready access to the region's landscape richness of bushland, forests, open spaces, rivers, estuaries, beaches, islands, mountains and productive farms and agricultural pursuits;

A Diverse and Prosperous Economy

We will have a diversified and robust regional economy that -

- underpins the livelihoods and high quality lifestyles of the people of the region;
- achieves our social, cultural and environmental aspirations;
- is dynamic and resilient;
- is based on education, a learning society and innovation; and
- builds on the region's environmental and rural assets in its activities.

Taking Action

We will take action by-

- focusing on small, simple 'do-able' actions to achieve regional sustainability;
- being open to change, being responsive and innovative, able and willing to move from existing approaches in the common interest;
- respecting and building on community knowledge and wisdom;
- owning our problems and taking responsibility for solutions as a community; and
- working together cooperatively in partnerships to benefit the region.

APPENDIX C DRAFT ACTIONS

TOPIC	STRATEGY	ACTION
Land and Waterways	€# Identify and provide adequate open space for future generations;	<ul style="list-style-type: none"> ● Obtain commitment from State and Local Government to support the provision open space for Sport and Recreation. ● Plan for recreation in SEQ waterways, including major rivers, dams, and coastal waters noting that access to water recreation sites is being restricted.
Monitoring changes	€# Monitor effects of social changes;	<ul style="list-style-type: none"> ● Undertake an audit and investigation of the impacts of major recent social change on community involvement in recreation and sport provision;
	€# Monitor effects of Legislative and regulatory changes on sport and recreation landuse, infrastructure and services;	<ul style="list-style-type: none"> ● Undertake a detailed analysis of the implications for outdoor recreation due to tenure changes resulting from the implementation of the Forestry Agreement for SEQ. ● Undertake and implement the Regional Landscape Strategy, as many of the elements of the Strategy deal with outdoor recreation.
Partnerships	€# Establish partnerships between agencies with responsibilities in planning for (including research and data gathering) and managing recreation and sport facilities and services;	<ul style="list-style-type: none"> ● Identify a “champion” institution for nature-based recreation. ● Ensure that partnerships include clear articulation of the roles of all players (including private and community groups).
	€# Establish partnerships with the private sector;	<ul style="list-style-type: none"> ● Develop a set of guidelines on how to recognise and facilitate private sector investment into higher order facilities, services and opportunities.
Schools	€# Gaining access to and use of sport and recreation facilities located in schools;	<ul style="list-style-type: none"> ● Foster a collaborative cross-government approach to look at ways of freeing up available after-school resources. ● Obtain a commitment from Education Queensland to community use of school recreation and sport facilities. ● Obtain a commitment from Education Queensland to recognise sport and recreation planning scheme principles and outcomes. ● Obtain commitment form Local Governments to influencing the development planning for new schools, ensuring that community usage of facilities is considered in the development planning stage.
	€# Determine suitability of sport and recreation facilities held by Education Queensland;	<ul style="list-style-type: none"> ● Undertake an audit of all Education Queensland recreation and sports facilities in SEQ.
	€# Determine usage patterns by school of public sport and recreation facilities and associated issues;	<ul style="list-style-type: none"> ● Undertake an audit and a range of case studies into school use of public facilities and the issues associated with this activity.
Funding	€# Ensure adequate funding for sport and recreation services and infrastructure;	<ul style="list-style-type: none"> ● Examine current State Government funding opportunities to assist Local Governments in managing and

TOPIC	STRATEGY	ACTION
		<p>developing regionally significant natural environments and planning protection for these natural environments.</p> <ul style="list-style-type: none"> ● Investigate ways to encourage joint provision of funding between interested parties.
User Needs	<p>€# Obtain a detailed understanding of Sport and Recreation and Outdoor Recreation users needs in SEQ;</p>	<ul style="list-style-type: none"> ● Obtain information on the nature of the off-road 4WD and trail bike recreation activities, including the need for venues and the creation of management guidelines and consequent planning for provision of these facilities at the regional level. ● Understand and recognize the needs of organised outdoors recreation and sports which require significant land (e.g. motor racing, rifle and pistol shooting and go-karting), including specific planning considerations and future needs. ● Understand and recognize the needs of the newly emerging non-traditional outdoor recreation sports such as mountain biking, motocross and adventure sports and the need to plan for these activities in the future.
Regional and sub-regional	<p>€# Establish regional and sub-regional sport and recreation facilities and opportunities;</p>	<ul style="list-style-type: none"> ● Obtain commitment to plan, coordination and integration of recreation and sport services at a regional and sub-regional level. ● Obtain agreement to a set of regional and sub-regional priorities for the provision of regional and sub-regional facilities and opportunities; ● Obtain agreement to a set of planning principles to guide opportunity provision at the regional and sub-regional level. ● Develop guidelines and consequent planning for provision of these facilities at the regional level. ● Establish principles to guide participation and community input at the regional level. ● An exploration of mechanisms for cross-tenure management (noting that this issue has partially been progressed in the Regional Landscape Strategy via the work on regional trails and on regional parks). ● Coordinate recreation and sport opportunities at a Regional and sub-regional ● Improved transport linkages across region and sub-region
Active Participation	<p>€# Encourage increased participation in active in recreation and sport;</p>	<ul style="list-style-type: none"> ●
Information Sharing	<p>€# Ongoing monitoring and sharing of new approaches;</p>	<ul style="list-style-type: none"> ● Develop and implement a case study/best practice dissemination system across the region to the public and interested parties in SEQ
	<p>€# To ensure reliable, authoritative and accessible</p>	<ul style="list-style-type: none"> ● Joint community based search workshops and visioning exercises;

TOPIC	STRATEGY	ACTION
	economic, social and environmental data is available to inform the planning process and quickly identify areas of deficiency and need.	<ul style="list-style-type: none"> ● The use of overseas and business experts to advise on international trends and recreation needs, and ● Preparation of advisory information on non-traditional sport and recreation.
		<ul style="list-style-type: none"> ● Commit to processes for capacity building, in both administration and coaching.

Not Commonwealth, State or Local Government Policy

APPENDIX D OPEN SPACE FOR RECREATION AND SPORT-PLANNING PRINCIPLES

Recreation Setting Diversity

The widest possible recreation diversity, through the provision of the greatest possible range of recreation settings, should be the guiding principle. An ideal network of outdoor recreation settings would include some lineal corridors connected to larger blocks across the entire range of landscape classes (i.e. from urban-developed-modern to natural-wild-remote) that are present in a particular biogeographic region.

The tenure and management arrangements applied to particular areas can be used to create more setting diversity and provide more recreational satisfaction. Segregating incompatible recreation activities and/or zoning some areas for specific types of activities can achieve this.

Natural Landscape Features

Prominent natural landscape features should be identified, protected and managed for their recreational, nature conservation, historical, visual, educational and cultural heritage value.

The recreational value of a natural landscape feature can be reduced by uncontrolled and/or inappropriate recreational use. Consequently, recreation should be actively managed to minimise unacceptable impacts and ensure the quality of the resource is maintained. Some natural landscape features may have the specific statutory protection provided by tenures such as National Park or State Forest, or by zonings which restrict development.

Management Plans for areas of state land such as National Parks and State Forests can address potential issues such as conflicting usage of natural landscape areas and ensure their sustainability.

Sustainability of Recreation

In the context of recreation, sustainability means a given stock of resources (i.e. areas which are available for recreation and sport, recreation trail corridors, built recreation or sport facilities, recreation and sport service providers, etc) maintains its quality, quantity and diversity.

Ecologically sustainable recreation can be defined as the use of areas/settings for recreation purposes both:

- within the capacity of those areas/settings to sustain natural processes; and
- so that the benefit of the use to the present generation does not diminish the potential to meet the needs and aspirations of future generations.

The relationship between the natural environment and recreation activities is fundamental. The quality and diversity of recreation opportunities in the more natural open space environments is dependent on maintaining the natural attributes and diversity of these environments.

Undeveloped Open Space

The identification, protection and management of undeveloped open space will provide appropriate settings for outdoor recreation and education activities. Undeveloped open space may also provide scenic diversity, contribute to the conservation of habitats and corridors for native animals and plants, and maintain natural ecosystems that sustain life.

Recreation and Sport in Rural Areas

Public open space in rural areas can support tourism and protect key natural and historic features that define the identity of communities, promote social cohesion and meet recreation and sport needs.

As in cities and towns, public open space in rural areas needs to:

- be accessible from logical and convenient locations;
- provide for the likely movement pattern of people within the area (given the terrain and the location of facilities – shops, toilets, drinking water supplies, shade, formed trails, horse yards and cycle paths);
- be cognisant of the location of natural and historic/cultural features; and
- be actively managed to maintain the quality of sites and facilities.

Open Space Fragmentation

Outdoor recreation is dependent on access to appropriate open space areas. Where possible, local governments should avoid fragmenting or isolating open space. This is intended to ensure the continuity of public enjoyment of open space and to ensure sufficient area and diversity of open space remains for future generations. Local government planning schemes can play a key role in preventing open space fragmentation.

Open space can be fragmented:

- through new residential, commercial or industrial development;
- when open space corridors are used as major transport and utility corridors; and
- when public access to open space is restricted or prevented where it was previously allowed.

Fragmentation of open space may have a negative impact on the scenic, nature conservation and water catchment values of open space and may reduce the diversity of local and regional recreational environments.

Cross-Boundary Strategic Planning

Coordinated planning across local governments is recommended to ensure:

- continuity of outdoor recreation networks across a region;
- continuity of cycle paths and other non-motorised trail networks;
- improved user access through compatible policies and practices;
- inappropriate and incompatible land uses in adjoining local government areas are avoided (e.g. residential subdivision occurring in one local government area which is adjacent to an existing major sports facility in an adjoining local government area without appropriate buffering); and
- recreation management issues, which cross local government boundaries and/or affect adjoining local governments, are dealt with in a coordinated and complementary way.

Regionally Significant Open Space

To make wise planning decisions about some areas of open space, councils should consider the regional context. A regional context provides a framework in which to identify the significance of any particular open space area. Regionally significant open space is land which is regionally significant for any open space function. A regional system is a network of open space lands, which are special in some respect, and separately or collectively, are of regional significance.

Local and state governments should identify, protect and manage land of strategic importance for regional open space. The identification of such land should be accompanied by a statement of site values and significance to enable decisions to be made regarding the range of compatible land

uses and appropriate development (if any) adjacent to or within particular regional open space areas.

Regional Recreation and Sport

Planning the appropriate location of regional recreation and sport facilities impacts on overall facility development, both within the council where the facility is to be located, and in bordering councils. Within logical groups of councils, planning should include the identification of

- the hierarchy of facilities (i.e. local, district or regional);
- the type and location of existing facilities; and
- the location of unmet demand for specific types of facilities.

Open Space Standards

The application of a simple area per capita standard for open space will not necessarily ensure useful land for recreation and sport. An approach that assesses the community, its needs, the physical characteristics of the area in question for recreation and sport in terms of attributes such as area, length, terrain type, climate, proximity to transport, etc, the range of settings possible given the physical characteristics and considers the intended functions is supported. For example, places and functions can include: lineal corridors for cycle paths, walkways or horse trails; riparian land to facilitate water based recreation; and linkages between settings.

Charging for Public Parks Infrastructure and Priority Infrastructure Plans

The *Integrated Planning Act 1997* (IPA) introduced a new approach to the provision and funding of infrastructure for development. The policy, which underpins this approach, is that basic or essential infrastructure that communities would reasonably expect to be available (e.g. roads, water supply, electricity supply, etc) should be provided. This basic level of infrastructure includes the provision of open space for parkland and sporting fields.

Infrastructure charges as they relate to recreation and sport replace Section 5.6 of the repealed *Local Government (Planning & Environment) Act 1990*, which required developers to contribute towards the open space (parks) of the local government in which their development was located.

It is important to note that not all local governments will require, or choose to complete an Infrastructure Charges Schedule (ICS) for public recreation land. For example, those local governments experiencing low or no growth, and therefore with no pressure to approve developments, will probably choose not to complete an ICS. In these cases, a Recreation or Open Space Plan will assess whether the existing supply of land for recreation and sport purposes is sufficient to cater for the needs of the existing population.

If a local government is completing an ICS, a Recreation or Open Space Plan is an essential precursor, as it should provide direction for future land, water and facility development for recreation and sport. Recreation or Open Space Plans are also beneficial in defining a 'desired standard of service', or performance criteria for recreation and sport land.

It is suggested that open space attributes considered suitable for parkland dedication be identified. Each local government needs to take account of the specific open space values in their area (e.g. water courses and their riparian corridors; pedestrian/cycling and wildlife corridors; linkages with existing open space areas; and flat areas suitable for active recreation and sport).

Multiple Uses of Open Space

Open space allocated for a particular non-recreation use, may still potentially provide recreation and sport opportunities compatible with the intended primary use. Conversely, open space allocated for recreation or sport purposes may also have value for other open space uses (e.g. nature conservation, water catchment management, or buffers).

As a general principle, the multiple use of open space is recommended where the proposed uses are safe and compatible. This will help to optimise the potential benefits that the community derives from its investment in public open space. It may also help reduce the amount of land required for public purposes.

Redevelopment/Recycling of Land for Recreation and Sport

Many rural towns have participated in the Main Street Program to revitalise and redevelop sections of the town and boost the economy. Shifts in the economic structure and advances in technology have impacted on the types of goods and services needed by today's society and changed the recreation and sport needs of many people.

In addition to these changes, there has been a trend towards development of regional commercial centres. However, this has sometimes occurred at the expense of the central business district, drawing people and the expenditure away from city hearts. Part of the urban renewal process has served to counteract this effect by planned redevelopment, which revitalises these areas. By locating recreation and sport facilities such as health and fitness centres in town centres, or redeveloping a town car park into a tennis centre, recreation and sport can contribute in a positive way to redevelopment.

Eco-Tourism and Outdoor Recreation

Tourism development and activity often targets attractive landscape features such as beaches, water holes, coral reefs, safe anchorages, white water sections of rivers, lookouts, etc. Typically, the settings surrounding these natural landscape features are changed to make them suitable for tourism. The result is that the physical, social and management character of sites or features that were relatively natural may be fundamentally changed. Consequently, the diversity of recreation settings and access to sites for outdoor recreation for local communities and for independent outdoor recreationists can be significantly reduced by tourism development.

The tourism "product" is often the opportunity to experience natural environments through outdoor recreation activities. For these types of outdoor recreation/tourism products to be sustainable (both ecologically and economically), they must not change the physical, social or management characteristics of the more natural recreation settings on which they depend.

Compatible Recreation Activities

To maximise community benefits from investment in land and facilities for recreation and sport:

- recreation and sport facilities and open space should be designed and managed for concurrent use by a group of compatible recreation and/or sport activities; and
- where concurrent use is not possible, facilities and land should be shared between recreation and/or sport activities which are separated in time.

In some situations, the principles of multiple use by compatible activities are well established. For example, designs for multiple use halls that can be used for basketball, volleyball, netball and other recreation and sport activities are well known. However, multiple use facilities (e.g. halls, sports centres, swimming pools) still need to be managed appropriately to ensure each user group has: sufficient amount of time for training and meetings; equitable use for major events and competitions; and adequate storage space. Therefore, while the activities may be sufficiently compatible to share space, if the facility is not managed properly, tensions between competing users may still exist.

Recreation and Adjacent Land Uses

The early assessment and identification of land for recreation and sport will assist local governments to minimise potential conflict between adjacent land uses. While recreation and sport

facilities must be accessible to the community, councils also have to consider the potential impact of these facilities on the surrounding areas.

The identification of appropriate areas for these facilities during the town planning process, and subsequent protection or reservation of land in the planning scheme, will ensure adequate provision in compatible locations. Activities located away from environmentally sensitive areas and residential areas can minimise potential conflicts. Management mechanisms to minimise the impact of recreation and sporting facilities on adjacent areas of nature conservation, cultural heritage, water catchment or agricultural production value may be needed.

Facility Location

Land for recreation and sport should be allocated as an integral part of the town planning process, so essential infrastructure for recreation and sport is developed along with other essential services.

Recreation and sport facility location and distribution should be determined through specific facility needs studies to ensure adequate and appropriate facilities are located in areas of need. Local governments also should ensure sufficient land is available in these areas of identified need, through town planning mechanisms such as designation of land for community infrastructure, infrastructure charges or developer contributions.

Co-Location of Facilities

The co-location of a compatible mix of uses such as public space (i.e. in which to socialise), transit stop, low order retail, a variety of housing types and open space is encouraged to provide choice and flexibility over time. The mix of uses should be such that they endure as people's life cycle changes, rather than creating sectoral neighbourhoods which may decay over time.

An integrated approach to planning residential areas, community facilities, public open space, and retail and commercial services creates opportunities for greater social interaction, lowers the proportion of trips made by car and increases the viability of the facilities.

Non-Motorised Recreation Trail Network

In many communities, there is significant demand for opportunities for horse riding, bicycle riding and walking. Some of this demand focuses on exploring the landscape, some focuses on exercise and fitness, whilst some results from the challenge of covering distances at speed. Demand is also created by the use of cycling and walking as legitimate modes of transport, to get to and from shops, work or school.

For non-motorised recreation trails to function, it is essential local government planning schemes protect them from fragmentation and from being subsumed by other land uses or transport modes. However, please note that while unused rail corridors *may* be used as "rail trails", it should be recognised that this is an interim use only and the corridor could be used again in the future for transport purposes.

In urban areas, the open space system may be utilised to establish a network of recreational walking and cycling paths. These types of pathways are an integral part of the total open space system and can provide a safe means for connecting various sectors of the community, as well as connecting people to recreation opportunities.

Connectivity of Recreation Areas

The development and maintenance of connections between transport systems, centres of population and recreation and sport resources (e.g. open space, sports facilities) will help to create coherent and integrated communities both socially and physically. Communities with activity centres that draw people together, public open spaces for communal recreation and social activity,

and recreation centres that provide a mix of compatible and complementary activities, provide focus and contribute to a sense of community.

Designing and maintaining connectivity of open space will maximise the value of the open space network for all uses/functions (e.g. nature conservation, water catchment, etc) not just recreation and sport. Providing the physical connections between areas ensures maximum use, enhances opportunities to participate, and encourages integration between neighbourhoods and the efficient use of community resources.

Waterways and Riparian Corridors

Waterways include rivers, creeks, estuaries, dams, lakes, waterholes, swamps and wetlands – all of which are usually open space features. They have very variable characteristics. Some waterways (e.g. rivers and creeks) are long lineal features while others (e.g. Lakes Eacham and Barrine on the Atherton Tableland) are isolated features in the landscape. Depending on the climate and terrain of an area, waterways can be permanently flowing streams or temporary swamps or permanent lakes, high volume, fast flowing water or dry streambeds, steep mountain creeks or estuaries, fresh water or salt water. Waterways may also be natural or built features of landscapes.

Riparian corridors (i.e. the land adjacent to waterways that has been shaped by water) may include stream banks, lakeshores, flood plains and levee banks. These also have very variable features. In steep terrain, riparian corridors can be narrow (i.e. less than 50 metres wide) while big rivers in flat areas may have flood plains that are many kilometres wide. They may, or may not be, open space features, depending on the degree of built development that has occurred. Land close to waterways is often significantly different in colour, form and texture (e.g. the vegetation is taller and denser) from other areas. Like waterways themselves, riparian corridors may be natural or built features of landscapes.

From a recreation planning perspective, open space waterways and associated riparian lands present opportunities for lineal corridors for both water-based (e.g. swimming, canoeing, kayaking, rowing, sailing, skiing, fishing from boats, etc) and land based (e.g. walking, cycling, picnicking, camping, horse riding, fishing from the land, adventure play and exploration by young children, etc) recreation activities. These lineal recreation corridors may provide links between other open space features such as urban bushland, sports fields, non-riparian corridors (e.g. stock routes and unformed roads) and municipal parks and gardens which might otherwise be isolated and, consequently, less attractive, accessible and useful for recreation.

Like other significant physical features of landscapes, open space waterways and riparian corridors should be identified, secured and protected in planning schemes and actively managed to integrate recreation with non-recreational values or potential uses.

Where open space networks associated with waterways and adjacent riparian lands have been fragmented by previous development or land use decisions, planning schemes should seek to reconstruct links along the waterways between otherwise unconnected open space areas.

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