



Future Requirements for Sports Space

2022 Report

City of Subiaco

02 February 2022



→ **The Power of Commitment**

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Executive summary

This report is an updated investigation into the City of Subiaco's current and future demand for sports space. In 2016, Cardno prepared a report titled *Future Requirements for Sport Space*¹ which examined City's sports space requirements, considering population growth and sporting club membership numbers then identifying opportunities for the provision of additional sports space within the City of Subiaco municipality. Since 2016, the City has seen an increase in supply of sports space due to the repurposing of Subiaco Oval for public use. Additionally, updated demographic data has become available and several strategic planning documents have recently been published which have influenced the City's population growth forecasts. GHD has been engaged to update Cardno's 2016 report to reflect this recent information.

The City of Subiaco's demand for outdoor sporting facilities is constantly increasing with population growth, which is placing pressure on the capacity of its sports spaces. Rosalie Park is the City's primary sports space. It provides a training and/or playing surface for up to eight sporting clubs as well as providing informal recreational requirements for local residents. Subiaco Oval has recently become a public sports space, with the City of Subiaco being allocated periods of use under a Shared User Agreement (SUA) between the City, the West Australian Football Commission and the Minister of Education (on behalf of the Department of Education). However, the City is yet to formally relocate any of its sporting activities from Rosalie Park to Subiaco Oval.

Consultation with sporting clubs operating within the City of Subiaco has provided insight into current membership numbers, expected growth, constraints limiting membership numbers, what sports space attributes are most valued by each club and how well the City meets the expectations of the club. Whilst all of the sporting clubs are expecting membership growth within the next five years, there is an indication that the availability of grounds, facilities and volunteers may limit the extent of growth.

A 2013 study by Curtin University for the Department of Local Government, Sport and Cultural Industries (DLGSCI) (*Active Open Space (playing fields) in a growing Perth Peel*), suggests using 6.5sqm as a guideline for sports space per resident in an area of urban infill and higher density areas² – which is relevant for the City of Subiaco. Using this guideline, this report examines the adequacy of current sports space within the City against its existing and forecast population.

	2016	2026	2036
Total persons	16,306	19,846	23,401
Equivalent sports space per resident (sqm)	6.0	4.9	4.2
Recommended sports space at 6.5sqm per resident	10.60 ha	12.90 ha	15.21 ha

With Subiaco Oval now available for public use, there is approximately 9.78ha of public sports space within the City of Subiaco, which is equivalent to 6.0sqm per resident based on the 2016 census population. There is an undersupply of sports space which will worsen over time with population growth. There are no other obvious opportunities to increase the supply of sports space within the City of Subiaco.

This report recommends the use of Subiaco Oval by local sporting clubs as a second public sports space to alleviate pressure on Rosalie Park, allowing demand for sporting activities to be more efficiently and sustainably distributed across the City. It is also recommended that the City continue to consult with its local schools to investigate opportunities for shared use of school facilities by local sporting clubs.

¹ Cardno (2016)

² Middle, Tye and Middle (2013)

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1. Introduction

1.1 Background

1.1.1 Cardno Report 2016

In 2016, the City of Subiaco engaged Cardno to prepare a report titled *Future Requirements for Sport Space – Subiaco Sports Space* prepared by Cardno dated November 2016 (Cardno Report 2016)³. At that point in time, Rosalie Park was the City's only major public space used for organised sport. Additionally, the future use of Subiaco oval was being considered following the construction of the new Optus Stadium in Burswood. The purpose of the Cardno Report 2016 was to confirm the City of Subiaco's existing and future sports space requirements, taking into account population growth and sporting club membership numbers, and to identify opportunities for the provision of additional sports space. In particular, the purpose of the report was to:

- a) Identify the future need for sports space within the City of Subiaco
- b) Identify suitable sites within the City of Subiaco for sports space
- c) Understand what nearby local government authorities are providing in terms of active open space
- d) Consider the impact of seasonal usage and training patterns to align clubs that could effectively collocate
- e) Make recommendations on the relocation of sporting codes and/or clubs to balance the demand for future active recreation space within the City of Subiaco.

The Cardno Report 2016 found an existing shortfall of active open space within the City of Subiaco and recommended the retention of Subiaco Oval for active open space to assist in addressing this shortfall.

1.1.2 Subiaco Oval

In June 2017, the State Government announced plans to build Bob Hawke College at Kitchener Park next to Subiaco Oval, which would retain the oval playing surface for school and community use. Demolition of the Subiaco Oval stadium was completed in November 2019 and Bob Hawke College opened in February 2020.

In October 2021, a Shared User Agreement (SUA) for Subiaco Oval was signed by the City, the Minister of Education (on behalf of the Department of Education) and West Australian Football Commission (WAFC) that sets out arrangements for shared use of Subiaco Oval by the City, Bob Hawke College and the WAFC. The SUA provides certainty for the City regarding the availability of Subiaco Oval for use by the City and local sporting clubs.

1.1.3 Population and Demographics

Following the Cardno Report 2016, the following population and demographics data for the City of Subiaco has been released:

- The Australian Bureau of Statistics (ABS) published the 2016 census data
- Forecast.id updated its population and dwellings projections for the City of Subiaco in 2017
- The State Government published the Perth and Peel @ 3.5 million land use planning and infrastructure framework (specifically the Central sub-regional planning framework) which includes population and dwelling targets for the City of Subiaco
- The City of Subiaco Local Planning Strategy was endorsed in 2020 which contains population and dwelling projections in reflection of Perth and Peel @ 3.5 million targets
- Development WA released the Subi East Master Plan in 2020 which includes staged dwelling and population yields for the redevelopment area.

³ Cardno (2016)

1.2 Purpose of this report

The City of Subiaco's existing and future demand for sports space is largely determined by the following key factors:

- The amount of public sports space available within the City
- The City's existing and forecast population and demographic profile.

Given that these factors have changed since 2016 (as outlined in section 1.1 above), it is important that the Cardno Report 2016 be updated to maintain accuracy. To this end, the City of Subiaco engaged GHD to update the Cardno Report 2016. This updated report has conducted the following:

- a) Updated supply of sports space within the City to include Subiaco Oval
- b) Updated demographic and population information and projections based on the City's Local Planning Strategy 2020 and the Subi East Master Plan
- c) Updated information on sporting clubs, their membership numbers and sports space needs
- d) Verification and updating of references and studies cited within the report.

In preparing this report, GHD has maintained consistency with the structure and methodology of the original Cardno Report 2016.

1.3 Limitations and assumptions

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2. The Issue

2.1 Public Open Space Provision

Current approaches to public open space provision support the notion that while standards based on per capita allocation can act as a general guide, they often do little to meet community need. Instead, it is considered more worthwhile to devise a process for determining how much and what types of spaces are required to meet different needs – whether that be walking, playing, sitting or flying a kite – within each specific community⁴.

More than 35 public parks, recreation areas and green reserves are found within City of Subiaco and these areas vary in size and scale, function, and cultural and historical significance. Parklands and open green spaces provide space for community events, formal and informal sporting activities, group and family gatherings, picnics and BBQs, play and active recreation for people of all ages.⁵

Derived from the City of Subiaco Public Open Space Plan 2014 and reflecting the recent development of Bob Hawk College and Subiaco Oval, Table 1 shows the public open spaces in the City that are larger than 1 ha identified by function and catchment (Western Australian Planning Commission classification).

Table 1: Subiaco Parks, Size >1ha and Function⁶

Parks and reserves	Suburb	Primary function/s	Catchment	Area (ha)
Rosalie Park *	Shenton Park	Sport	Regional/District	13.10
Nicholson Road Reserve	Shenton Park	Recreation and Sport	Regional/District	2.40
Theatre Gardens *	Subiaco	Recreation	Regional/District	3.00
Subiaco Oval ****	Subiaco	Sport	Regional/District	1.97
Lake Jualbup *	Shenton Park	Recreation	District	8.90
Cliff Sadlier Reserve ***	Daglish	Recreation and Nature	District	6.80
Mueller Park *	Subiaco	Recreation	District	4.40
Railway Reserve	Daglish	Greenway	District	3.20
Marbel Talbot Reserve	Jolimont	Recreation and Nature	Neighbourhood	4.10
Subiaco Common	Subiaco Centro	Recreation and Nature	Neighbourhood	2.39
Market Square	Subiaco Central	Recreation and Greenway	Neighbourhood	1.10
Richard Diggins Park	Subiaco	Recreation	Neighbourhood	1.60

* Class A Reserve: Parks and Recreation (high conservation or community value)

** Freehold: City of Subiaco

*** Vested with Minister for Water Resources: Management Order with Water Corporation for Drainage. License Agreement with Water Corporation and City of Subiaco

**** SUA between City of Subiaco, WAFC and Bob Hawk College.

⁴ Carter, Wood and Wallis (2014)

⁵ Ibid.

⁶ City of Subiaco (2014)

Sports space makes up only part of the overall public open space. Forecast population growth, plans for increased density development and increased participation rates in local sports will further increase the demand for sports space within the City of Subiaco.

The main areas providing for regional/district open space by the City of Subiaco to meet recreational needs are Rosalie Park and Subiaco Oval. Rosalie Park currently provides for up to eight sporting clubs as well as the informal recreational requirements of local residents such as dog walking, jogging, and casual playing of football, cricket, etc. The use of Subiaco Oval is intended to be primarily shared between the City of Subiaco, Bob Hawk College and the WAFC.

Other outdoor sports facilities are found at Nicholson Reserve (tennis and petanque) and adjacent to Hickey Avenue Park (tennis). Nicholson Reserve also includes a skate park. Several parks and reserves, including Lake Jualbup, Nicholson Road Reserve, Rosalie Park, Mabel Talbot Park and Mueller Park are available for use by personal trainers and organised fitness groups.⁷

Prior to the redevelopment of Subiaco Oval, the level of public sports space in the City of Subiaco was approximately 7.81ha. Following the repurposing of Subiaco Oval for shared use between the City of Subiaco, WAFC and Bob Hawk College, this total area increased to approximately 9.78ha. This area only takes into account actual playing surface; it does not include the clubrooms and surrounding areas where spectators stand. This is equivalent to 6.0sqm per resident based on the City's 2016 census population and only 5.3sqm based on the City's estimated 2021 population.

A guideline of 6.5sqm sports space per resident in urban infill and higher density areas is recommended by the 2013 study by Curtin University for the Department of Local Government, Sport and Cultural Industries (DLGSC) *Active Open Space (playing fields) in a growing Perth-Peel*⁸. As can be seen from Table 2, the current amount of public sports space within the City of Subiaco represents an undersupply, which will only worsen with population growth.

Table 2: Per Capita Sports Space Provision⁹

	2016	2021	2026	2036
Total persons	16,306	18,300	19,846	23,401
Equivalent sports space per resident (sqm)	6.0	5.3	4.9	4.2
Recommended sports space at 6.5sqm per resident	10.60 ha	11.89 ha	12.90 ha	15.21 ha

2.2 Capacity of Rosalie Park

Rosalie Park is the City's primary team sports space. It houses the largest combination of sporting fields in the western suburbs, catering for majority of the City's sporting activities. The park attracts a significant level of use throughout the year with organised sporting activities, being Australian Rules football, lacrosse, soccer, touch rugby and cricket.

The facility currently has a turf and synthetic cricket pitch, and lighting on the sports fields for night training. A mixed use facility project is underway at Rosalie Park to include two practice nets, basketball courts and a tennis hit up wall which are to be completed in March 2022.

Rosalie Park is the home ground for the following sporting clubs and associations:

⁷ Carter, Wood and Wallis (2014)

⁸ Middle, Tye and Middle (2013)

⁹ ABS (2016); Middle, Tye and Middle (2013)

- Subiaco Junior Football Club
- Subiaco Lacrosse Club
- Subiaco Amateur Football Club (AFC)
- Rosalie Touch Association
- Western Suburbs Cricket Club
- Onslow Park Tennis Club
- WestStar Football Academy.

Over 70% of the local clubs use this facility for fixtures and 50% for training. The absence of another suitable sports space to absorb demand for sporting activities the high level of use of Rosalie Park has previously led to some local sporting clubs being unable to play certain fixtures or facilitate the desired amount of training on the playing fields. The majority of sporting clubs utilising Rosalie Park are currently running at capacity due to the space limitations and cannot meet future membership demands.¹⁰

The overuse of Rosalie Park also increases the amount of maintenance due to the wear and tear of the playing fields. This has cost implications for the City and also imposes limitations on the clubs utilising the fields during the maintenance periods.

A draft concept plan for Rosalie Park was prepared and advertised for public comment in 2015 but no further action has been taken. Importantly, the concept plan was unable to increase capacity of Rosalie Park by any significant extent.

2.3 Subiaco Oval Shared Use

As noted in section 1.1.2, the City of Subiaco entered into an SUA for Subiaco Oval with the Minister of Education (on behalf of the Department of Education) and the WAFC. The agreement sets out arrangements for shared use of Subiaco Oval between the City, Bob Hawke College and the WAFC as illustrated in Table 3.

Table 3: Subiaco Oval Shared User Agreement

PEAK (March - October inclusive)							
	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
Pre 8am	City	City	City	City	City	City	City
8 - 9 am	BHC	BHC	BHC	BHC	BHC	City	City
9 - 10 am	BHC	BHC	BHC	BHC	BHC	WAFC*	City
10 - 11am	BHC	BHC	BHC	BHC	BHC	WAFC*	City
11-12pm	BHC	BHC	BHC	BHC	BHC	WAFC*	City
12 - 1pm	BHC	BHC	BHC	BHC	BHC	WAFC*	City
1 - 2pm	BHC	BHC	BHC	BHC	BHC	City	City
2 - 3pm	BHC	BHC	BHC	BHC	BHC	City	City
3 - 4pm	BHC	BHC	BHC	BHC	BHC	City	City
4 - 5pm	City	City	City	WAFC	City	City	City
5 - 6pm	City	City	City	WAFC	City	City	City
6 - 7pm	WAFC	WAFC	WAFC	WAFC	City	City	City
7 - 8pm	WAFC	WAFC	WAFC	WAFC	City	City	City
8 - 9pm	WAFC	WAFC	WAFC	WAFC	City	City	City
<i>*WAFC Saturday fixtures not required every week</i>							

¹⁰ Cardno (2016)

OFFPEAK (November - February inclusive)							
	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
Pre 8am	City	City	City	City	City	City	City
8 - 9 am	BHC	BHC	BHC	BHC	BHC	City	WAFC
9 - 10 am	BHC	BHC	BHC	BHC	BHC	City	WAFC
10 - 11am	BHC	BHC	BHC	BHC	BHC	City	City
11-12pm	BHC	BHC	BHC	BHC	BHC	City	City
12 - 1pm	BHC	BHC	BHC	BHC	BHC	City	City
1 - 2pm	BHC	BHC	BHC	BHC	BHC	City	City
2 - 3pm	BHC	BHC	BHC	BHC	BHC	City	City
3 - 4pm	BHC	BHC	BHC	BHC	BHC	City	City
4 - 5pm	WAFC	City	WAFC	City	City	City	City
5 - 6pm	WAFC	City	WAFC	City	City	City	City
6 - 7pm	WAFC	City	WAFC	City	City	City	City
7 - 8pm	WAFC	City	WAFC	City	City	City	City
8 - 9pm	WAFC	City	WAFC	City	City	City	City

Despite being allocated significant time periods of use outside of school hours, the City is yet to formally relocate any of its sporting club activities from Rosalie Park to Subiaco Oval. Section 8 of this report explores options for relocating sporting club activities to Subiaco Oval.

2.4 City of Subiaco Local Government Boundary Realignment

The *City of Perth Act 2016* which came into full effect on 1 July 2016 resulted in the realignment of the City of Perth and City of Subiaco local government boundaries. As part of this realignment, the City of Perth was expanded to include the University of Western Australia and 1,348 properties formerly in the City of Subiaco. This revised area also included J.H Abrahams Reserve which consisted of a recreation, sport and nature space and thus has contributed further to the loss of available active public open space within the City of Subiaco's management.

3. Sporting Codes and Future Needs

3.1 Participation in Sport and Physical Recreation

The ABS collects annual information on adult (15 years and over) participation in sport and physical recreation for each state and territory. The most recent release of this data was collected in 2013-2014. The data indicates 63% of the adult population of Western Australia participate in sport and physical recreation, above the national average of 60.2%¹¹.

The Australian Sports Commission (ASC) is the Australian Government agency responsible for supporting and investigating sport. The ASC has identified the top 20 participations in sports and physical activities in 2018 which are shown in Table 3.

Table 4: Australia's Top 20 Sports and Physical Activities 2018¹²

Rank	Activity	Est ('000)	Rate (%)
1	Walking (Recreational)	8,783	22.7
2	Fitness/Gym	6,875	17.8
3	Swimming	4,506	11.6
4	Running/Athletics	3,335	8.6
5	Cycling	2,360	6.1
6	Football	1,767	4.6
7	Tennis	1,202	3.1
8	Bush walking	1,189	3.1
9	Basketball	1,018	2.6
10	Golf	1,015	2.6
11	Yoga	984	2.5
12	Australian Football	914	2.4
13	Netball	902	2.3
14	Cricket	799	2.1
15	Dancing (recreational)	688	1.8
16	Pilates	586	1.5
17	Surfing	508	1.3

¹¹ ABS (2015)

¹² Australian Sports Commission (2019)

Rank	Activity	Est ('000)	Rate (%)
18	Gymnastics	489	1.3
19	Touch football	465	1.2
20	Martial arts	317	0.8

Interestingly, several of these activities do not require the use of sports grounds, per se. This observation serves to highlight the importance of providing a variety of facilities to accommodate a range of activities, including both indoor and outdoor, formal and informal spaces.

The ABS estimates participation rates for adult age groups in Western Australia, shown in Table 5.

Table 5: Participation by Age Group Western Australia 2013-14¹³

Age Group (years)	('000)	Proportion of participants (%)	Age group participation rate (%)
15-17	75.7	6	85.1
18-24	159.4	13	65.8
25-34	282.3	22	69.3
35-44	220.3	17	62.5
45-54	215.3	17	63.8
55-64	168.3	13%	62.3%
65 and over	150.8	12%	49.6%
Total	1272.1	100	

As can be seen, the age group with the highest participation rates (85.1%) are those aged 15 – 18 years. This is not surprising and may in part be a reflection of school sports. Notably, more than 60% of every other age group with the exception of 65 years and over participated in some form of sport or physical activity. The proportion for those over 65 is just under 50%.

The ABS survey did not consider children's participation in sport. Roy Morgan Research published its Young Australians Survey July 2014 – June 2015 and identified the top sports played by children between the ages of 6 and 13 years old. The findings are shown in Table 6.

¹³ ABS (2015)

Table 6: Ten Most Popular Children's Sports¹⁴

Ages 6-13 years	('000)	%
Soccer	1244	50
Swimming	1181	48
Bicycling	916	37
Athletics/Track	797	32
Basketball	760	31
Dancing	736	30
Cricket	651	26
Netball	514	21
Australian Rules Football	474	19
Gymnastics	444	18

Of note is the high degree of correlation between the ten most popular children's sports in Table 6 and the twenty most popular adult sports in Table 4. With the exception of Athletics/Track and Gymnastics (which could be argued to find adult parallels in Jogging/Running and Fitness/Gym) all of the children's favourites continue to be popular with adults.

3.2 Codes Active in City of Subiaco

Sporting clubs active within the City of Subiaco include:

- Subiaco Junior Football Club
- Subiaco Lacrosse Club
- Subiaco Amateur Football Club (AFC)
- Rosalie Touch Association
- Western Suburbs Cricket Club
- Onslow Park Tennis Club
- Daglish Tennis Club
- Subiaco Petanque Club
- JB 6 a-side
- WestStar Football Academy
- Claremont Nedlands Cricket Club (Juniors).

These are some of the most popular outdoor sports. Indoor sports such as dancing and gymnastics are not users of sports space, although they may use facilities such as club rooms located on sports space.

¹⁴ Roy Morgan Young Australian Survey (2015).

4. Impact of Population Growth

Perth and Peel @ 3.5 Million, the state government strategic plan for the Perth and Peel regions, is driving urban infill developments in inner city areas.

Subiaco activity centre is identified in the *Perth and Peel @ 3.5 Million Central Sub-Regional Planning Framework* as a secondary activity centre; an important suburban centre with a focus on providing retail, offices, housing, community services, recreational activities and entertainment facilities. The City of Subiaco currently has the second-highest population density by local government area within Western Australia (30.45 persons per hectare) – second only to the City of Vincent (31.72 persons per residential hectare)¹⁵; and it is expected that the local population will increase by over 40% over the coming two decades with 7,095 additional residents forecast by 2036. The demographic make-up of this additional population will have a significant effect on the nature of public open space provided.

4.1 Population and Projections

At the 2016 Census, the total number of persons living in the City of Subiaco (revised boundary after *City of Perth Act 2016*) was 16,306¹⁶. Forecast.id estimates population growth within the City of Subiaco from 2016 to 2036. However, this data is based on the 2016 census information and anticipated development scenarios which have not been updated since 2017. Since that time, the City has released its Local Planning Strategy 2020 (Strategy) which includes updated dwelling targets, and Development WA has prepared a Master Plan for the Subi East Redevelopment Area which includes staged dwelling and population yields for the redevelopment area.

As a result, the City of Subiaco have modified the Forecast.id population projection to more accurately respond to the strategic direction provided in the Strategy and the Subi East Master Plan. These updated population projections are provided in Table 7.

Table 7: Population Projections City of Subiaco

	2016	2021	2026	2036
Total persons	16,306	18,300	19,846	23,401

The estimated 2021 population for the City of Subiaco (revised boundary) is 18,300 persons. This is forecast to grow to 19,846 persons by 2026 and to 23,401 persons by 2036. This represents a projected 43.5% increase in population between 2016 and 2036.

Table 8 provides an overview of the population projections for the City of Subiaco for 2016, 2026, and 2036 based on the City's population projections above and the forecast age structure provided by Forecast.id data¹⁷.

This data is shown graphically in Figure 1.

As can be seen, all age groups are predicted to increase in Subiaco. Growth in the 0 – 4 years age group is representative of the growth in young families in the City. With reference to Table 8, the age range with the single largest participation in sports and physical activity, 25 – 34 years will also be the largest population sector.

¹⁵ ABS (2017-18)

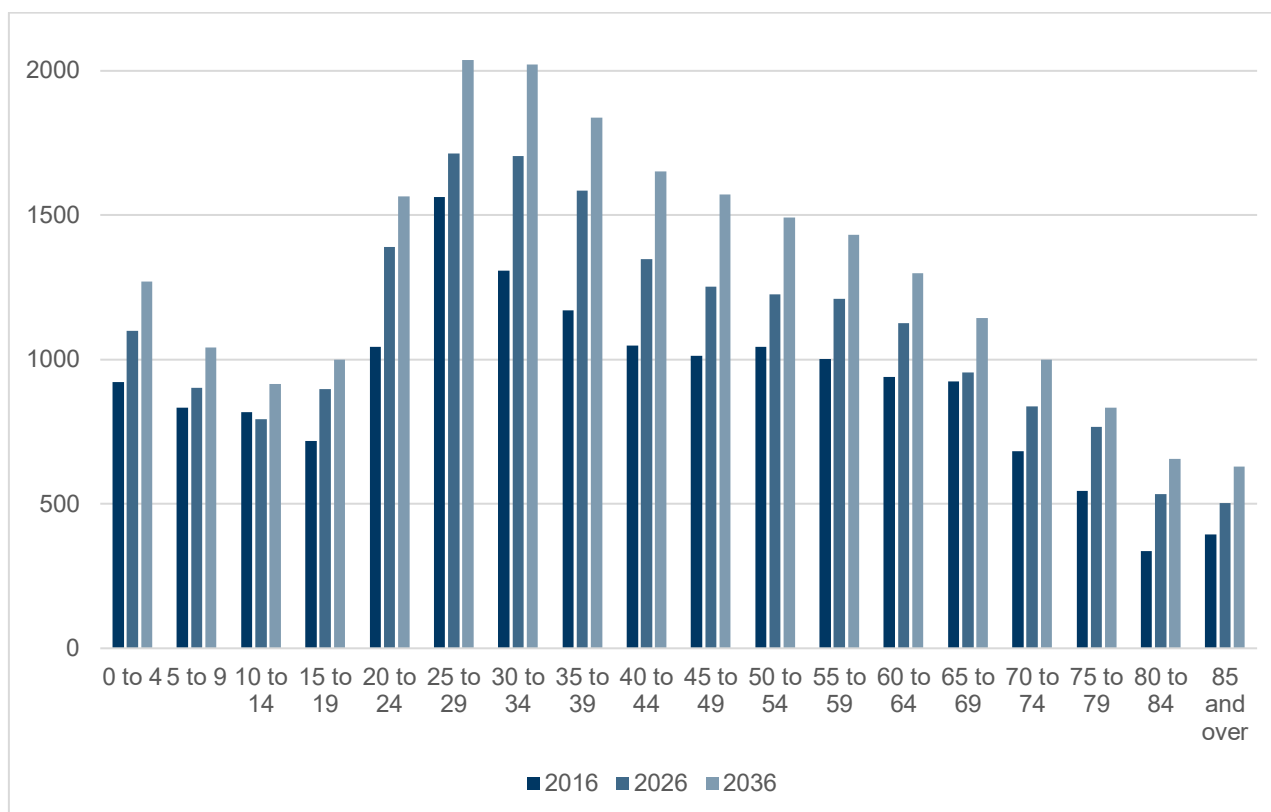
¹⁶ Profile ID, accessed January 11, 2022

¹⁷ Forecast ID, accessed January 11, 2022

Table 8: Age Group Projections City of Subiaco

Age group (years)	2016		2026		2036	
	Persons	%	Persons	%	Persons	%
0 to 4	923	5.7%	1,100	5.5%	1,270	5.4%
5 to 9	833	5.1%	902	4.5%	1,043	4.5%
10 to 14	819	5.0%	793	4.0%	916	3.9%
15 to 19	718	4.4%	898	4.5%	999	4.3%
20 to 24	1,044	6.4%	1,389	7.0%	1,565	6.7%
25 to 29	1,562	9.6%	1,714	8.6%	2,037	8.7%
30 to 34	1,309	8.0%	1,704	8.6%	2,022	8.6%
35 to 39	1,170	7.2%	1,586	8.0%	1,838	7.9%
40 to 44	1,048	6.4%	1,349	6.8%	1,651	7.1%
45 to 49	1,013	6.2%	1,253	6.3%	1,573	6.7%
50 to 54	1,044	6.4%	1,227	6.2%	1,492	6.4%
55 to 59	1,003	6.1%	1,210	6.1%	1,432	6.1%
60 to 64	939	5.8%	1,126	5.7%	1,298	5.5%
65 to 69	924	5.7%	956	4.8%	1,145	4.9%
70 to 74	682	4.2%	837	4.2%	1,000	4.3%
75 to 79	546	3.4%	766	3.9%	834	3.6%
80 to 84	337	2.1%	533	2.7%	656	2.8%
85 and over	394	2.4%	503	2.5%	628	2.7%
Total persons	16,306	100%	19,846	100%	23,401	100%

Figure 1: Age Group Projections 2016 – 2036¹⁸



¹⁸ ABS (2016)

5. How Much Sports Space

5.1 Capacity of Existing Sports Space

A 2011 report by Curtin University for the DLGSCI cited in *Active Open Space Needs in the Western Suburbs of Perth*¹⁹ looked at sports ground sustainability. The study acknowledged that there are a number of variables that are likely to impact on the performance of individual grounds, such as management practices, surface variances, and type of activity.

The study examined the activities of two key sports in terms of ground sustainability in the Perth Metropolitan Area:

- Cricket (in summer)
- Soccer (in winter).

The results of the study suggested that for cricket, 25 hours of use for both playing and training, and 12 hours for soccer, would be considered to be heavy usage above which maintenance would become difficult.

5.2 Per Capita Provision

The 2011 Curtin University study published by DLGSCI examined the provision of sports space in the western suburbs of Perth, including the City of Subiaco, City of Nedlands, Towns of Cambridge, Claremont, Cottesloe and Mosman Park, and the Shire of Peppermint Grove²⁰. At that time the guideline for existing older suburbs undergoing redevelopment with increased density, around 7sqm of sports space per resident was considered likely to meet demand. The study suggested that serious consideration needed to be given to the provision of additional sports space in suburbs that had less than the recommended guideline of sports space.

A subsequent study in 2013 by the same Curtin research team recommended that 6.5sqm of active open space should be set aside per resident for infill developments and greenfield developments that are much denser than typical²¹. This paper was published by DLGSCI and the 6.5sqm standard has since been acknowledged by the Department of Planning, Lands and Heritage (DPLH) as an appropriate guide²².

Table 9 summarises the amount of public sports space provided by each western suburbs local government area as outlined in the Curtin studies above, with updated data provided for the City of Subiaco.

Table 9: Summary of Public Sports Space in Western Suburbs

Local Government	Total area (ha) of public Sports Space	Area (sqm) public Sports Space per resident (2016)
<i>Curtin Guidelines 2013</i>		6.5
City of Subiaco	9.78	6.00
City of Nedlands	22.78	10.79
Town of Cambridge	29.37	10.97
Town of Claremont	1.65	2.03
Town of Cottesloe and Shire of Peppermint Grove	4.80	5.20

¹⁹ Middle, Middle and Tye (2011)

²⁰ Middle, Middle and Tye (2011)

²¹ Middle, Tye and Middle (2013)

²² Cardno, (2016)

Town of Mosman Park	6.35	7.25
Total (Western Suburbs)	74.73	8.27

Using this guideline of 6.5sqm active open space per resident in urban infill and higher density areas, it is possible to estimate the adequacy of current sports space provision within the City of Subiaco to serve the existing and forecast populations. This area is based on the 2013 Curtin study's definition of sports space as the actual playing surface; it does not include the clubrooms and surrounding area where spectators stand. To accommodate these ancillary areas, additional land is required.

The current level of public sports space in the City of Subiaco is approximately 9.78ha, which is equivalent to 6.0sqm per resident based on the 2016 population. This calculation is based on the playing surface of district and regional open space that is vested in either the City of Subiaco or the State Government. This area includes Subiaco Oval which has now been repurposed for public use.

The inclusion of Subiaco Oval has brought the City of Subiaco's supply of sports space closer to what is required to meet current and future needs, although it is still less than recommended. Furthermore, in light of the City's population growth forecasts, this undersupply is anticipated to worsen over time as illustrated in Table 10 below.

Table 10: Per Capita Sports Space Provision²³

	2016	2021	2026	2036
Total persons	16,306	18,300	19,846	23,401
Equivalent sports space per resident (sqm)	6.0	5.3	4.9	4.2
Recommended sports space at 6.5sqm per resident	10.60 ha	11.89 ha	12.90 ha	15.21 ha

²³ Forecast ID, accessed January 11, 2022

6. Trends Affecting Provision

6.1 Existing Regional Shortage

The 2013 Curtin study published by DLGSCI²⁴ drew some concerning conclusions regarding the provision of sports space in the Perth and Peel Regions:

The research found:

- In delivering significant environmental and social benefits, the unintended consequence of implementing Bush Forever, Water Sensitive Urban Design and Liveable Neighbourhoods planning policies has been a reduction in the amount of open space able to accommodate organised sport
- With a high degree of certainty, the new suburbs in each of the fringe growth sub-regions of Perth already have a shortage of active playing fields.

The research concluded:

- If the provision of the support facilities is taken into account, the total shortfall of open space required for active sports by 2031 is around 495 hectares
- Without a change to the relevant planning policies and without the State Government stepping in to provide additional sports space as Regional Open Space, this shortage can only get worse.

The significance of this regional shortage for inner urban locations like the City of Subiaco (described in the research as 'old – inner' suburbs) is that the pressure on existing grounds will grow and more grounds will become heavily used, a situation that is considered unsustainable.

6.2 Public Health

A study published by the ABS in 2015 indicates a decline in sports participation across the Australian population aged 15 years and over²⁵. The costs arising because of lack of physical activity in the form of health care and productivity loss is seeing more attention being put on prevention²⁶. Obesity and overweight drive other diseases such as diabetes, musculoskeletal conditions, cardiovascular disease, kidney disease, asthma, dementia and various cancer. The cost of obesity in 2017-18 is estimated to be \$11.8 billion in Australia, which is made up of \$5.4 billion in direct health issues and \$6.4 billion in indirect costs²⁷. These estimates don't include the impacts on quality of life for individuals, their families or carers. In this context, the adequate provision of facilities to support the community in exercising more – including playing organised sport on sports space, can be seen as a responsibility.

6.3 Public Health Act 2016

In 2016, the State Government adopted the *Public Health Act 2016* together with the supporting *Public Health (Consequential Provisions) Act 2016*. Part 5 of the Act requires the preparation of two types of public health plans:

1. State public health plan (the State Plan) prepared by the Chief Health Officer
2. Local public health plan (the Local Plan) prepared by each local government.

Public health plans are intended to be a proactive approach to preventative health and promote and protect public health and wellbeing. The Local Plan must be replaced every 5 years or sooner if desired.

Amongst the many elements of public health are initiatives to ensure safer workplaces and communities. It is inevitable when considering workplaces and communities that promote public health that the spatial elements of cities and towns will be a factor – opportunities to safely use active modes of transport such as walking and cycling, and opportunities to exercise for recreation, whether actively or passively, including by playing sport, are

²⁴ Middle, Tye and Middle (2013)

²⁵ ABS (2015)

²⁶ Cardno (2016)

²⁷ The Obesity Collective (2018)

intrinsically linked to the availability of safe and diverse routes and public open space. Being able to easily access destinations by walking or cycling is a way of getting exercise that would not be possible if driving to those same destinations was required.

A lack of adequate sports space may become a limitation on the choices available to the City for implementing its local public health plan.

6.4 Women's Sport

In June 2016 the Australian Football League announced eight teams that will take place in the inaugural AFL women's season in 2017. In April 2016 Cricket Australia announced significant pay rises for elite women cricketers. Australian women's professional soccer players negotiated a salary increase²⁸ to allow them to work full time on their football.

The ASC noticed the surge in women playing Australian Football since the introduction to AFLW in 2017. In 2018 the number of women (females aged 15+) participating at least once a week in Australian Football has risen from 31,542 in 2017 to 59,504 in 2018, while participation at least twice a week has gone from 19,005 to 48,225, a rise of 154%²⁹.

National women's teams now exist for cricket, soccer, netball, basketball, rugby and Australian Rules Football.³⁰ More girls are likely to take up and continue with sport now that there is the possibility of a continuing involvement.

Research by Roy Morgan released in late 2015 indicates that more girls are now playing soccer than netball.³¹ These and other changes in women's sport are already seeing increased participation by girls in 'non-traditional' sports and this will inevitably create more demand for space for women's fixtures and training, placing additional pressure on existing facilities.

6.5 Urban Consolidation

6.5.1 Perth and Peel @ 3.5 Million

Perth and Peel @ 3.5 million land use planning and infrastructure frameworks aim to facilitate sustainable urban growth to accommodate a growing population and changing demographics by using land more efficiently through urban consolidation, integration of infrastructure and development, co-location of services, and the strategic location of employment opportunities.

The aim is to achieve 47 per cent of all new growth through infill development within the Perth and Peel regions, much of which is expected to take place within inner urban areas like Subiaco.

Subiaco is designated as a secondary activity centre in the Central Sub-regional Planning Framework which is part of the Perth and Peel @ 3.5 million suite of strategy documents. This implies intensification and diversification of land uses, including additional dwelling yield.

The infill dwelling target for the City of Subiaco to achieve its Central Sub-regional Planning Framework targets is 13,520 new residents within 6,140 new dwellings. It can be expected that most of these will be in the form of apartments (or multiple dwellings). It is implicit in apartments that there is not a lot of private open space that would allow for much physical activity 'at home' – indeed even contemporary single dwellings are covering a larger amount of the site than was traditionally the case.

Although it is not possible to generalise about apartment and 'high density' dwellers and their need for public open space, whether active or passive, it can be safely assumed that a higher population is likely to put more pressure on existing public open space, and that more is likely to be required.

The Central Sub-regional Framework has the following to say about public open space:

²⁸ ABC (2016)

²⁹ Australian Sports Commission (2019)

³⁰ ABC (2016)

³¹ Roy Morgan Young Australian Survey (2015)

- Population growth and higher density living need a high-quality interconnected green network of public and private open spaces
- There is an increasing need to protect and enhance green network spaces and cater for recreation, sport, environmental and biodiversity values as urban density is increased
- In addition to protecting environmental assets, enhancements to the design and maintenance of existing urban green spaces will help reduce the impacts of increasing temperatures and improve social and health factors such as air quality, water quality and community connections
- The need to meet the challenges of a changing climate, including limited groundwater availability for irrigation of open spaces, and to protect environmental assets will need to be considered when planning for green spaces
- The quality of open space in the Central sub-region will be increasingly important as the population grows and density increases. Public open space should be designed as an integral part of the urban structure and offer a variety of safe and attractive spaces that are multi-functional and easily accessible via public transport, walking and cycling.

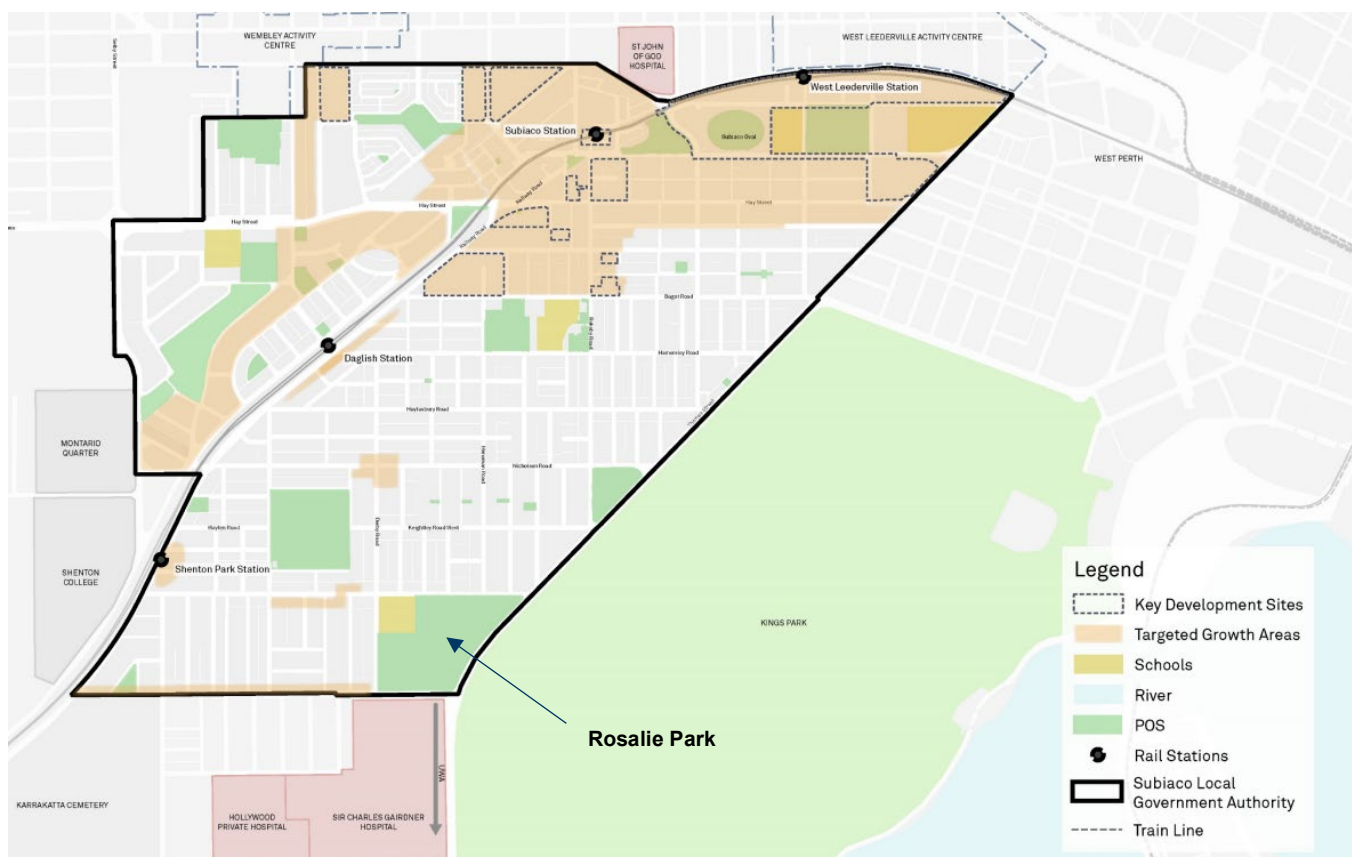
The State Government's density infill targets allocated to the City of Subiaco in the Central Sub-regional Planning Framework significantly contribute to the projected population growth within the City. This will contribute to the increasing shortfall in sport space over time.

6.5.2 Local Planning Strategy 2020

The Strategy provides the framework for long-term planning and development in the City of Subiaco. It establishes strategies and actions to meet the City's population and dwelling targets established under the Central Sub-Regional Framework, as well as for the protection and management of the City's public open spaces.

Section 4.4 of the Strategy identifies targeted growth areas which are intended to accommodate the majority the City's population and housing growth targets (refer Figure 2 below).

Figure 2: City of Subiaco Local Planning Strategy - Population and Housing Plan³²



As illustrated above, the majority of the City's growth is anticipated to occur within the north-eastern portion of the local government area which is located a substantial distance away from Rosalie Park - the City's primary sports space. Therefore, while demand for sports space will grow broadly across the City as its population increases, this demand will become proportionately greater within the City's northern fringe. Thus, it is imperative that Subiaco Oval is retained and protected for public use to service the growing population in the City's north-eastern catchment. This is reflected in the following actions identified in section 4.2 of the Strategy:

- *Work with the MRA to ensure the re-use of Subiaco Oval primarily for recreational activities for the community. Provision of community facilities in this precinct is a priority of the City.*
- *Review the Public Open Space Plan to take account of the expected population growth and reflect the changes to the City's boundaries and planning framework.*
- *Ensure access to the Subi Oval playing surface for a variety of sports is managed.*

6.5.3 Subi East Master Plan

The Subi East Master Plan aims to accommodate 2,700 new dwellings across the Subi Oval Precinct, the Princess Margaret Hospital Precinct and the Railway Precinct. In line with the City of Subiaco Local Planning Strategy, this will accommodate the majority of the City's population and housing growth within the north-eastern portion of the local government area. The Master Plan also identifies Subiaco Oval to be retained for use by the local community, Bob Hawke College and local sports as illustrated in Figure 3. No new sports spaces are proposed within the Master Plan area.

³² City of Subiaco (2020)

Figure 3: Subi East Master Plan Map³³



³³ Development WA (2020)

7. Consultation

7.1 Local Sporting Clubs

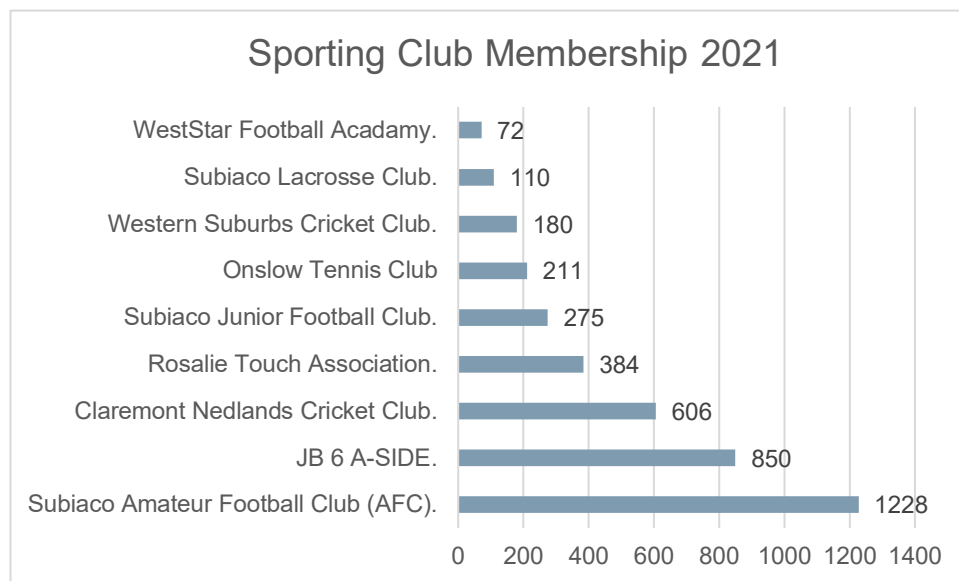
In December 2021, the City of Subiaco consulted with its local sports clubs to ascertain:

- Current membership numbers
- Whether member numbers are expected to grow
- Constraints limiting membership numbers
- What sports space attributes are most valued by each club
- How well the City meets the expectations of the club.

Five of the City's sporting clubs responded to the survey. For the clubs that did not respond to the survey, data has been supplied by the City of Subiaco based on their previous engagement with the clubs, where available. Table 11 summarised the results of the consultation undertaken.

Figure 4 below displays the size of the clubs operating within the City of Subiaco. It is worth noting that the substantial majority (85%) of sporting club members participate in AFL, soccer, cricket or touch rugby which require the largest playing fields of all sporting codes active within the City.

Figure 4: Sporting Club Membership 2021



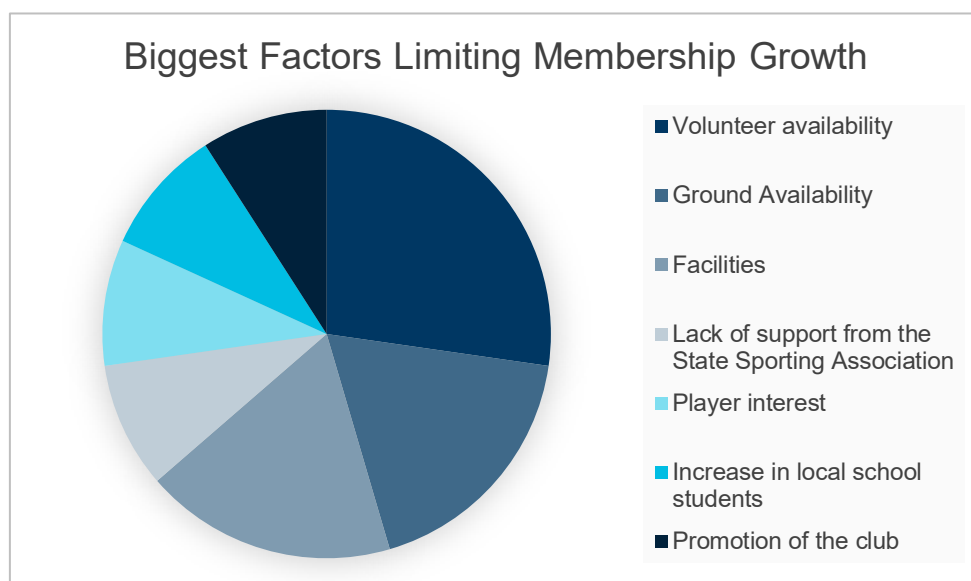
The survey results indicate a current undersupply of available sports space, with ground availability and facilities identified as two of the three most common factors limiting membership growth. Furthermore, over 70% of clubs share access to a single facility (Rosalie Park). Notwithstanding, it is noted that each club that responded to the survey anticipates an increase in memberships over the next 5 years which will increase the pressure on existing facilities to accommodate demand.

Table 11: Sporting Club Consultation Summary

Sporting Clubs	Members			Facility	Training Schedule	Matches	Is membership anticipated to increase over the next 5 years?	Biggest factor limiting growth	Most important to club
	Junior	Senior	Total						
Subiaco Amateur Football Club (AFC).	900	328	1228	Rosalie Park	Monday-Friday evenings	Saturdays and Sundays (mid-week occasionally)	Increase	Ground availability, facilities.	Bookable hours
Subiaco Junior Football Club.	275	0	275	Rosalie Park	Tuesday-Friday afternoons	Sunday	Increase	Combination of factors.	Quality of playing surface
Western Suburbs Cricket Club.	15	165	180	Rosalie Park	N/A training at College Park (Nedlands)	Saturdays and Sundays	Increase	Volunteer availability, lack of State support	Quality of playing surface
Subiaco Lacrosse Club.	50	60	110	Rosalie Park	Tuesday and Thursday evenings	Saturdays	Increase	Volunteer availability, player interest	Quality of park facilities

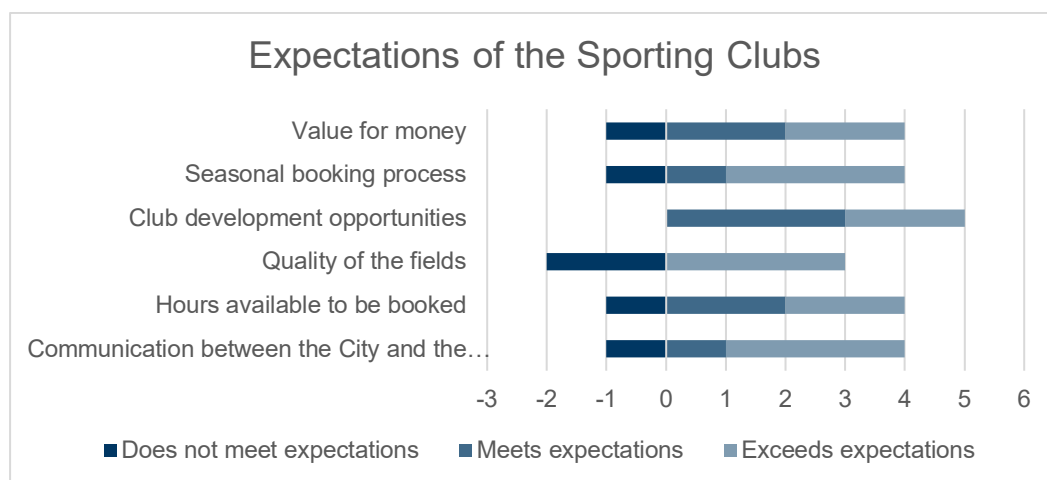
Sporting Clubs	Members			Facility	Training Schedule	Matches	Is membership anticipated to increase over the next 5 years?	Biggest factor limiting growth	Most important to club
	Junior	Senior	Total						
Claremont Nedlands Cricket Club.	460	146	606	Creswell Park (Swanbourne) * Junior's use Rosalie Park as an overflow	N/A training at Creswell Park (Swanbourne)	Saturday and Sunday mornings	Increase	Ground availability, Volunteer availability, Facilities	Quality of playing surface
JB 6 A-SIDE.	n/a	n/a	850	Rosalie Park	N/A	Tuesday and Wednesday evenings	Did not respond to consultation.		
Rosalie Touch Association.	36	348	384	Rosalie Park	Sunday afternoons	Tuesday and Thursday evenings	Did not respond to consultation.		
WestStar Football Academy.	72	0	72	Rosalie Park	Saturday afternoons	N/A	Did not respond to consultation.		
Onslow Tennis Club	n/a	n/a	211	Onslow Tennis Club	Monday-Friday	Saturdays and Sundays	Did not respond to consultation.		
Daglish Tennis Club	n/a	n/a	n/a	Daglish Tennis Club	Monday-Friday	Saturdays and Sundays	Did not respond to consultation.		
Subiaco Petanque Club	n/a	n/a	n/a	Nicholson Road Reserve	N/A	Wednesday and Saturday	Did not respond to consultation.		

Figure 5: Biggest Factors Limiting Membership Growth



The respondents were largely satisfied with the role of the City in terms of their sporting facilities and services provided, as illustrated in Figure 6. However, two respondents indicated that the quality of playing fields does not meet the expectation of the clubs. On the other hand, club development opportunities provided by the City either meets or exceed the expectations of all respondents.

Figure 6: Expectations of the Sporting Clubs



The survey also required each respondent to rank 6 attributes to ascertain what the clubs value most from sporting facilities and services. These results indicate that the quality of playing fields and hours available to be booked were the most valued attributes, while accessibility, storage and parking were the least valued.

Figure 7: Values held by Sporting Clubs



7.2 Local Schools

As part of the Cardno Report 2016, face-to-face meetings were undertaken with all schools located within the City of Subiaco, namely Jolimont Primary School, Subiaco Primary School, Rosalie Park Primary School and Perth Modern³⁴. The purpose of the consultation was to understand the schools' current sports space, demand for use of the facilities and any opportunities for use of school facilities by local sporting clubs. A summary of meeting outcomes can be found in Table 12.

This consultation indicated that facilities at Rosalie Primary School are already utilised by the Onslow Park Tennis Club and Subiaco Junior Football Club. An arrangement with the City of Subiaco wherein the City contributes to the cost of maintenance of the school oval continues to be honoured although its formal term has expired.

Perth Modern advised that it has its own shortage of playing fields and has to transport students to other locations for sports, which is inconvenient as it eats into class time. The school expressed an interest in making use of sporting fields within Subiaco closer to the school, should they become available.

The other schools have indicated an openness to accommodating club use of their facilities as long as fixtures do not clash with any existing school, club or private use commitments.

Although there appears to be capacity within the local schools in the City of Subiaco to accommodate private use of open space, this cannot be relied upon as a permanent solution as school demand and open space demand can change.

Bob Hawke College opened in 2020 and was therefore not consulted as part of the Cardno Report 2016. However, it is noted that the college participates in the SUA over Subiaco Oval with the City of Subiaco and the WAFC.

³⁴ Cardno (2016)

Table 12: Local Schools Consultation³⁵

Schools	Existing Facilities	School Sporting Demands	Private Club Usage of Facilities	Public Use of Facilities	Open to Private Club Use of Facilities
Jolimont Primary School	Cricket pitch, AFL oval including goalposts, basketball practice hoop	School competitions including interschool and cross country carnivals are held on school oval.	Clubhouse football occurs Tuesday morning on the school oval for terms 1 and 2. Bootcamp occurs every morning.	Public have the ability to use facilities outside of school hours.	School is open to other clubs using facilities for training and matches as long as the clubs can be flexible if the school requires the oval for events.
Subiaco Primary School	Tennis courts, basketball courts, football oval, playground, toilets and pool.	Athletics training is undertaken twice a week prior to school. Winter carnival which occurs for 6 weeks in term three is played with 4-5 other schools on Fridays and hosted at a different school each week.	Ovals used by visitors to the Subiaco markets.	Public have the ability to use facilities outside of school hours.	There are no scheduled events held on the school oval on Sundays. School would be willing to consider private sporting activities on this day.
Rosalie Park Primary School	Basketball Court and Football oval.	Athletics and interschool carnivals undertaken at Rosalie Park. Kings Park is utilised for cross country training.	Onslow Park Tennis Club utilise school site for Tiny Tots' tennis. Subiaco Junior football club trains on school oval during the week and plays matches Sunday mornings.	Public have the ability to use facilities outside of school hours.	School facilities currently utilised for Junior AFL.
Perth Modern	Auditorium, Ballet School, Sports Oval, Gymnasium, Basketball Courts, Indoor and Outdoor Volleyball Court, Multi-purpose Practice Nets (mainly used for cricket) and two Gyms	School sporting team training is undertaken on-site. Indoor sport fixtures can be accommodated on-site. School uses challenge stadium for school carnivals and Mt Claremont for outdoor sporting competitions (soccer, AFL, cricket).	Gymnasium utilised by Volleyball WA, and community group gymnastics club.	Not encouraged.	School would consider clubs utilising school oval on weekends for games. Would have to be junior competitions and not cricket due to close proximity of buildings.

³⁵ Cardno (2016)

7.3 Neighbouring Local Governments

As part of the Cardno Report 2016, neighbouring local governments - the City of Perth, City of Nedlands, City of Vincent and Town of Cambridge - were consulted to ascertain whether any changes were anticipated in those Council areas that might impact the City of Subiaco in terms of supply of sports space.³⁶

None of these local governments disclosed any proposals for new or significantly changed active public open space provision in their areas, nor did they indicate an awareness of any proposals by others that are likely to impact on the situation in Subiaco.

In common with the City of Subiaco, each of these local governments perceives a shortage of sports space provision to meet existing and/or future demands and it is clear that some of that unmet demand is resulting in pressure across the board. Each local authority also anticipated an increase in dwelling numbers and residential population and density as a result of urban infill development.

³⁶ Cardno (2016)

8. Options

Cardio's original 2016 report investigated the spatial capacity of existing sports spaces and under utilised public open spaces to determine whether the relocation or reconfiguration of any sports spaces could increase capacity within the City. The investigation concluded that the reconfiguration of Rosalie Park and the Nicholson Road Reserve was not feasible. Furthermore, the City of Subiaco have since confirmed that the reconfiguration of Lake Jualbup to accommodate sports spaces is also not feasible.

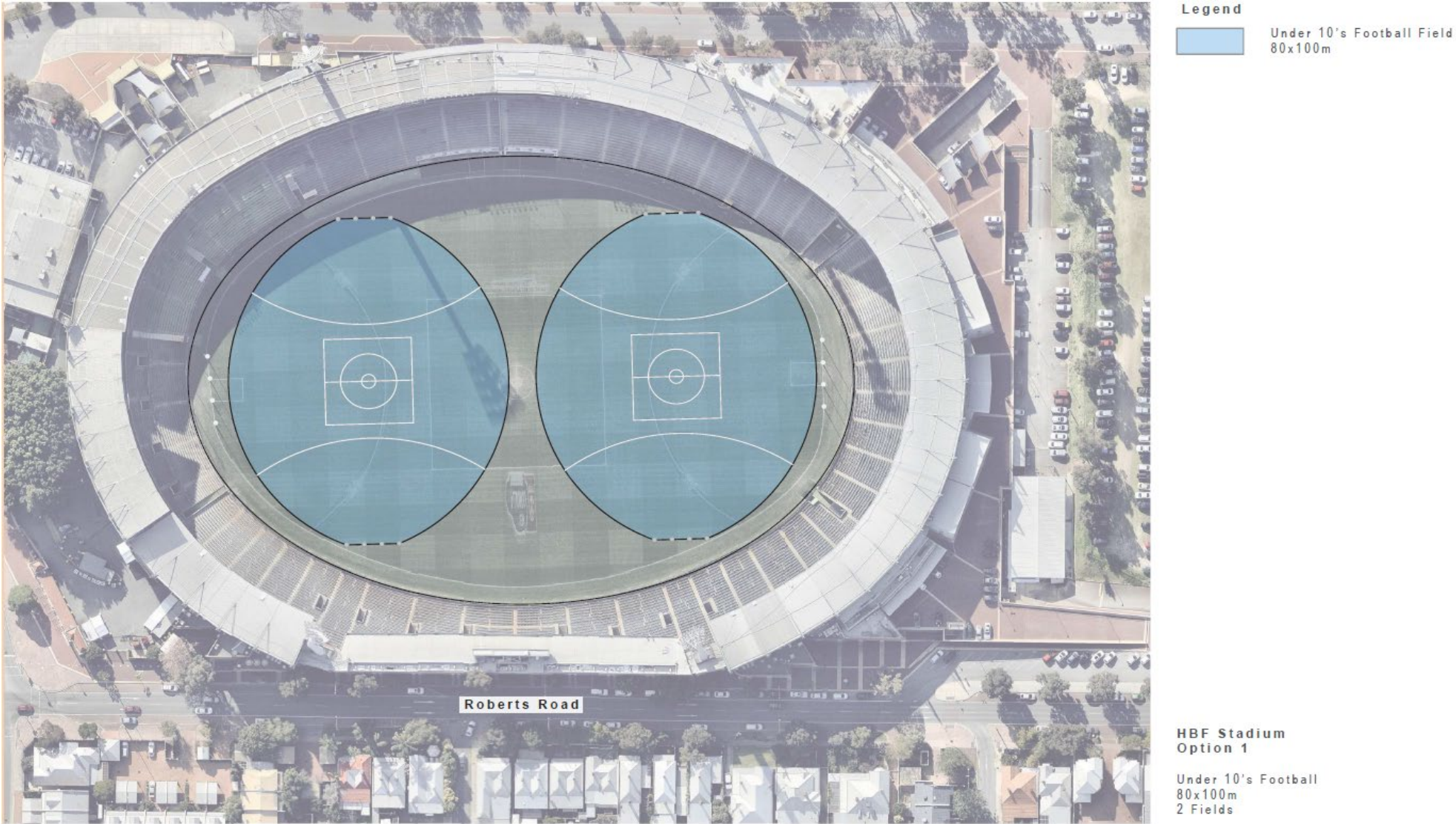
Therefore, Subiaco Oval remains the only practical option for the relocation of public sports space within the City of Subiaco. The playing surface of Subiaco Oval is 175m in length, 122m in width and occupies a total area of approximately 19,700m². As illustrated in Figure 8, the oval is therefore suitable for continued use as a full size AFL oval or two junior AFL playing fields oriented north-south. Based on these dimensions, the playing surface is also suitable to be repurposed for the majority of sporting codes including touch rugby, soccer, lacrosse and cricket. Subiaco Oval is therefore suitably sized to accommodate each of the sporting codes currently practiced at Rosalie Park, which could be used to free up space at Rosalie Park and more efficiently distribute the demand for Sporting Space across the City where practical.

As illustrated in Table 11, the existing training and playing schedules for each of the sporting clubs at Rosalie Park fall on weekday afternoons/evenings as well as weekends. Given that the City of Subiaco is allocated substantial periods of use of Subiaco Oval during these times, there is potential to relocate some of the local sporting club activities to the oval, particularly for weekend fixtures and weekdays during off-peak periods (November-February). Doing so would alleviate the existing demand at Rosalie Park and allow the City's sports spaces to be more flexible and sustainably used. Decreasing the total playing time on Rosalie Park will also increase opportunities for facility maintenance (thereby improving ground quality) and increase the availability of booking times which are the two most valued sports space attributes by local sporting clubs.

Notwithstanding the above, it is important to consider the carrying capacity of Subiaco Oval. As noted in section 5.1, to preserve the quality of playing fields, key usage thresholds should not be exceeded. It is noted that the City of Subiaco is scheduled to prepare a condition report on Subiaco Oval in February 2022. Following this, the City is planning to engage a third party to conduct a carrying capacity assessment of the oval, which will identify maximum usage thresholds. It is therefore recommended that the City consider the recommendations of this carrying capacity assessment in any decision to relocate existing sporting activities from Rosalie Park to Subiaco Oval.

In addition to Subiaco Oval, it is noted that, when consulted by Cardno in 2016, each of the schools within the City of Subiaco indicated a willingness to share the use of their facilities with private sporting clubs. Although school facilities may be insufficient to accommodate all sporting codes, it is recommended that the City continue to consult with its local schools to investigate opportunities for the reciprocal use of these facilities by local sporting clubs, particularly for training purposes which may be more flexible with respect to field dimensions.

Figure 8: Subiaco Oval Sporting Options³⁷



³⁷ Cardno (2016)

9. Conclusions

There is a demonstrable shortage of sports space within the City of Subiaco when examined against the standard recommended by the Curtin study³⁸ and DLGSCI of 6.5sqm per resident for infill and high density areas. Although it is noted that the amount of public sports space increased from 4.8sqm per resident to 6.0sqm per resident since the repurposing of Subiaco Oval for public use, it remains below the 6.5sqm standard and lower than the amount provided by the majority of neighbouring local government areas. Furthermore, it is forecast to worsen to 4.9sqm per resident by 2026 and 4.2sqm per resident by 2036 as the City of Subiaco's population increases.

Although local variations in demand have not been researched in detail, it is noted that the majority of the City's population growth is anticipated to occur within the north-eastern portion of the local government area which is located a substantial distance away from Rosalie Park; the City's primary sports space. This highlights a clear need to retain and protect Subiaco Oval for public use to service the growing population in the City's north-eastern catchment.

Consultation with local sports clubs also indicated the current undersupply of available sports space in the City. Currently, over 70% of clubs share access to Rosalie Park for fixtures and training and all surveyed clubs indicated ground availability and facilities as two of the three biggest factors limiting membership growth.

It is acknowledged that the opportunity to create new public open space suitable for active recreation is rare in the inner city. The repurposing of Subiaco Oval for public use in 2021 was therefore a significant benefit for the City of Subiaco given the current shortfall of sports space. However, it is noted that the City is yet to formally relocate any sporting club activities to Subiaco Oval. Establishing Subiaco Oval as a second public sports space would relieve pressure from Rosalie Park and other locations, allowing demand for sporting activities to be more efficiently and sustainably distributed across the City.

In addition to Subiaco Oval, it is recommended that the City continue to consult with its local schools to investigate opportunities for shared use of school facilities by local sporting clubs.

³⁸ Middle, Tye and Middle (2013)

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