



Mosman Drill Hall Precinct – Consultation Summary

1) Draft Management Plan (Amendment 1)

2) Planning Application – Floodlighting of Outdoor Netball Courts

Background

Over the period 12 September to 7 November 2019 the Harbour Trust publicly exhibited the following two planning matters relating to the Mosman Drill Hall Precinct:

- 1) Draft Management Plan for Mosman Drill Hall Precinct (Amendment 1); and
- 2) Planning Application — Floodlighting of Outdoor Netball Courts

The Harbour Trust's Management Plan that was current at the time for the Drill Hall Precinct, was adopted in 2006. Under the 2006 Plan, the use of the three existing outdoor courts was limited to daylight hours, and no lighting was to be provided.

The **draft plan amendment** included provisions that would permit lighting of the three existing outdoor sports courts and their use for sports training up to 8.30 pm. The draft plan amendment also provided updates to reflect matters such as current site conditions and other relevant statutory planning considerations.

The **Planning Application** submitted by Mosman Council proposed installation of twelve, 8-metre tall light poles on three existing netball courts at the Drill Hall precinct (i.e. four poles each court). The courts were proposed to be used for sports training until 8.30 pm for up to four evenings per week. The exhibited planning application is available at:
<https://www.harbourtrust.gov.au/en/community/public-consultation/>

This summary provides an outline of issues raised in submissions and how these were addressed in the Harbour Trust's consideration of these matters.

Public Exhibition

Notification

The Draft Management Plan and Planning Application were placed on public exhibition from 12 September – 7 November 2019 (eight weeks). Relevant documents were available for inspection on the Harbour Trust's website, in the Harbour Trust's office, Mosman Library and in the Customer Service Department of Mosman Council. The exhibited documents are available at:
<https://www.harbourtrust.gov.au/en/community/public-consultation/>

The public was invited to comment on these two planning matters through a range of channels, including:

- Information was uploaded to the Harbour Trust website on 12 September 2019;
- Over 200 individuals and organisations including members of the Community Advisory Committee, government bodies and community groups were notified by email of the exhibition between 12 and 16 September 2019;
- Notices appeared in the *Mosman Daily* on Thursday 12 September (Early General News – page 16) and Thursday 10 October 2019 (Early General News – page 13);
- Approximately 600 homes and businesses in the vicinity of the Drill Hall Precinct were notified of the exhibition by letterbox drop (notices delivered on 12 and 13 September 2019);
- Information was included in the Harbour Trust e-newsletter on 2 October 2019; and
- Information was included in the Mosman Council e-newsletter on 21 October 2019 (news article included a link to the Harbour Trust website).

Drop-in Information Session

A drop-in session was held on-site at the Drill Hall, between 10am – 2pm on Saturday 12 October 2019. The session was promoted through the abovementioned channels. The session was attended by 19 persons. One person made a submission on the day; other attendees made submissions later in the exhibition period.

Community Advisory Committee (CAC)

Mosman Council's early proposal to install lights at the precinct's netball courts, and then the Draft Management Plan and Planning Application, were discussed at CAC meetings on 21 November 2017, 20 February 2018, 22 May 2018, 9 October 2018, 7 August 2019 and 6 November 2019. Minutes of the CAC meetings are available at:

<https://www.harbourtrust.gov.au/en/corporate/publications/>

CAC members also made submissions during the public exhibition of the Draft Management Plan and Planning Application. Submissions are discussed further below.

Submissions Received

The Harbour Trust received 155 submissions from interested organisations and individuals (including CAC members) during the public exhibition of the Draft Management Plan and Planning Application.

The Mosman Netball Club also submitted a 430-person online petition in support of the draft Plan and Planning Application (it is noted that many petitioners had also separately made submissions). Petitions are treated differently from submissions, reflecting the fact that submissions represent an individual's considered response to an issue. This approach is common practice for Government authorities such as the NSW Government, North Sydney Council and the Department of the Environment.

All submissions and earlier correspondence, and advice from the CAC, was taken into account in the consideration of both the draft Management Plan, and the Planning application.

A summary of issues raised is discussed further below.

Stakeholders – Board meeting

Local residents from Cross Street, and representatives from the Headland Preservation Group, Mosman Council and Mosman Netball Club were given the opportunity to address the Board at its meeting on 5 December 2019, before considering the se two planning matters.

Consideration of Draft Management Plan and Planning Application

At its meeting on 5 December 2019, the Harbour Trust Board considered submissions and issues raised by stakeholders and the CAC.

The Trust RESOLVED to:

- APPROVE an amendment to the Management Plan for the Mosman Drill Hall Precinct
- APPROVE a planning application by Mosman Council to install lighting on three existing outdoor netball courts
- AGREE to vary the precinct lease with Mosman Council to reflect these approvals
- AGREE to the proposed use of the lights until 8.30pm and AGREED to include additional requirements in the Management Plan to further ensure protection of local amenity, as follows:
 - Lighting usage to be limited to Monday to Thursday (except public holidays), and only during the period from 1 March to 15 September every year (dates inclusive);
 - Lighting is only to be manually activated (i.e. lights will not turn on automatically if not needed and will be automatically extinguished by 8.30pm); and
 - Mosman Council is to prepare an Operational Management Plan to coordinate management of the Drill Hall/Rawson Park area – to be periodically reviewed in consultation with relevant stakeholders.

These controls will be reflected in the approval conditions for the planning application. Mosman Council will also be required to undertake ongoing monitoring of lighting, traffic, parking and noise.

- NOTE the proposed lighting will be funded by a \$150,000 grant from NSW Government.

The adopted Management Plan for the Mosman Drill Hall Precinct, and the Planning Permit and Conditions for the installation and use of the lights, are available at:

<https://www.harbourtrust.gov.au/en/community/public-consultation/>

Consultation Summary

Key Issues Raised

Issue Raised	Further Details	Discussion
Support for the installation of lights	Many submitters, including individuals (parents, players, coaches), and some local and state/national sporting groups, strongly supported the proposed installation of lights.	Support for the installation of lights by a large number of submitters, including local, state, national sporting groups is noted.
There are insufficient facilities for netball training in the Mosman local government area. Council has not fully investigated alternative locations.	<p>Submitters state there has been a large increase in membership of the Mosman Netball Club, and as a result there are insufficient facilities for netball training in Mosman. Installation of lights would assist to remedy this situation.</p> <p>Some submitters commented that illumination of these existing courts is a preferable solution to the undersupply of training facilities, to establishing new facilities in a greenfield location.</p> <p>Some submitters stated Mosman Council should provide facilities on Council land, rather than on Harbour Trust land.</p>	<p>Installation of lights will enable Mosman netball players to train for the required 90 minutes per week (up from 45 minutes per week). This will help to reduce injuries associated with “under training”, and will reduce peaks in traffic and parking demand associated with shorter training sessions.</p> <p>Mosman Council investigated alternate venues for additional courts, and has advised four grass courts can be installed at Spit West Reserve. The Harbour Trust will encourage Council to proceed with these courts as soon as possible. The Harbour Trust’s Recreation Strategy states that that the use of parking areas/hardstands/other areas of open space for new sports fields or new courts for formal/organised active sport is not supported.</p>
Netball is a female dominated sport – installation of the facilities would help to address an inequality in facilities	Some submitters highlighted the benefits of sport to girls and women, and that installation of lights is consistent with NSW and National programs to encourage activity by girls and women.	Noted. Installation of lights will enable the courts to be used for training during the winter netball season.
Use of the lights should be maximised	Due to the cost of the lights and potential public benefits, one submitter recommended the courts should be used five nights per week, until 10 pm	Permitting use of the courts 8.30 pm beyond four nights per week, and outside the winter netball season, is not approved by the Harbour Trust. Limiting the courts’ use assists in managing impacts on the environment and local amenity, including noise, traffic impacts and lightspill.
Allowing lighting of the courts is inconsistent with the Harbour Trust’s previously agreed position (in the 2006 Plan and Lease)	Some submitters noted that the restriction on night uses of the courts followed consultation with Cross Street residents, and that no DA or plan amendment should be approved which changes that restriction without the consent of	It is valid to review Plans from time to time, in consultation with the community. Agreements between parties are able to be varied with the consent of those parties: the lease for the Drill Hall Precinct is exclusively between the Harbour Trust and Mosman Council.

Issue Raised	Further Details	Discussion
<p>The proposed usage of the courts requires clarification</p>	<p>the persons for whose benefit it was included.</p> <p>Some submitters suggested that the lights should be used only when natural light is insufficient for the safe use of the courts for sports, and use of the lights in the summer months is not required.</p> <p>Some submitters raised concerns that the courts would also be used for basketball.</p>	<p>Following a review of consultant reports and issues raised by the CAC and in submissions, the following conditions will apply to use of the lights:</p> <ul style="list-style-type: none"> • Lights may only be used until 8.30 pm. • Lighting usage will be limited to Monday to Thursday (except public holidays), and only during the period from 1 March to 15 September every year (dates inclusive). • Lights are only to be manually activated (that is, not automatically activated), and only when natural light is insufficient for the safe use of the courts for sports. • Following installation of the lights, they are to be tested for compliance with relevant Australian Standards and adjusted accordingly. • A 15 minute interval between training sessions, and staggering of training sessions, must be introduced to encourage the orderly turnover of carspaces. <p>The lights are proposed to be illuminated to <i>Australian Standard 2560.2.4 Lighting for outdoor netball and basketball</i>.</p> <p>The purpose of the proposal is to facilitate the formal use of the courts for netball by the Mosman Netball Club – there was no proposal to use the courts for organised basketball.</p>
<p>Installation of lights and use of the courts in the evening will generate adverse impacts on local amenity (noise, traffic, lightspill)</p>	<p>Some submitters raised concerns that use of the various sporting and community facilities in the Drill Hall and Rawson Oval areas cause significant adverse impacts for traffic and parking and noise, and installation of the lights will exacerbate these issues.</p>	<p>The impact of the proposal on the natural and built environment, and local amenity, has been examined in detail, as have the findings of the consultant report and issues raised by the CAC and submitters. These issues have been addressed in approval conditions, including those outlined above, as well as the requirement for Mosman Council to prepare an Operational Management Plan to coordinate management of the Drill Hall/Rawson Park area. This will assist in the coordinated management of activities in the area. This Operational Management Plan is to be periodically reviewed in consultation with relevant stakeholders.</p>
<p>There is insufficient parking to meet current demand.</p> <p>Concerns about road safety on Cross Street, and car parks.</p>	<p>Some submitters stated that Mosman Council provided insufficient parking on the former Parade Ground in front of the Drill Hall.</p>	<p>Site conditions mean no more than 16 car spaces can be provided in the carpark at the front of the Drill Hall.</p> <p>GTA consultants closely examined existing and potential traffic and parking conditions in the area. Their May 2019 report noted that the</p>

Issue Raised	Further Details	Discussion
	<p>Some submitters also raised concerns that use of the courts into the evening will exacerbate the unsafe traffic and parking issues.</p>	<p>proposal, which involves holding 90 minute training sessions between 3.30pm – 8.30pm, rather than the current 45 minute training sessions until 5pm, would actually lead to a reduction in peak traffic and parking demand, as vehicle movements would be spread over a longer period of time. This is because there would be less frequent turnover in the use of the courts, and a short break (15 minutes) between training sessions would also be introduced.</p> <p>In response to the findings of the consultant reports, and the issues raised by the CAC and in submissions, the Harbour Trust will require Council to implement a Traffic Management Plan (TMP) to address the coordinated management of the Drill Hall / Rawson Park area.</p> <p>The TMP must also investigate potential traffic management measures on Cross Street, and the Drill Hall/Rawson park car parks, including:</p> <ul style="list-style-type: none"> • Painting a dividing line down the centre of Cross Street; • Providing bicycle route markings on Cross Street; • Installing crossings/refuges for pedestrians; • Installing speed humps across the entrance/exit to the Rawson Oval carpark; • Installing signage that encourages vehicles to “slow down”; • Conduct regular ranger patrols of Cross Street and the Rawson Oval carpark, during periods of peak utilisation to monitor driver behaviour and if necessary identify additional mitigation measures; and • Installing a “stop” sign at the end of Cross Street where it meets Bradley’s Head Road. <p>A traffic survey is to be conducted at the following milestones: at one-year, and three-years after the first use of the lights for formal training. The findings of the survey are to be provided to the Harbour Trust.</p> <p>To help spread parking demand across local parking areas, signage is to be installed at suitable locations regarding the availability of parking at Alexander Ave/Croquet Lane.</p>
<p>The courts are undersized and this should be remedied</p>	<p>Some submitters stated that the courts as constructed are undersized, and to not have lights and provide non-regulation sized</p>	<p>The Harbour Trust’s original planning approval was for the construction of three-full size courts, but the courts were only to be used for training and school competitions. Specifications for</p>

Issue Raised	Further Details	Discussion
	courts in the first instance requires immediate correction	competition-size courts require a larger “run-off” area than has been provided. There is no proposal to modify the courts to include the additional run off area.
Installation of lights would have an adverse impact on local flora and fauna	Some submitters raised concerns that the installation of lights would have an adverse impact on local flora and fauna, such as noise, light (use of LED lights and potential for lightspill) and additional traffic.	<p>Consulting firm Ecosure undertook a flora and fauna impact assessment for the proposal. The consultant found that the proposal is unlikely to have any significant impact on listed threatened species identified as potentially occurring at the site, or on any other native flora and fauna. This is due to the limited footprint of the lighting, the amount of time the lights are expected to be switched on, and the negligible potential impacts on native flora and fauna.</p> <p>Conditions of approval will require the implementation of mitigation measures to protect the amenity of the natural and built environment and local wildlife.</p> <p>All lights will be designed to have minimal light spill and will be directed towards the netball courts, not towards Sydney Harbour, residential properties, bushland or the Drill Hall. Lights are only to be manually activated (that is, not automatically activated), and used only when natural light is insufficient for the safe use of the courts for sports.</p> <p>In relation to the use of LED lights, this type of lighting is widely in public areas, and would comply with relevant Australian Standards. Lights are to be tested for compliance with relevant Australian Standards and adjusted accordingly.</p>
The proposed lights would be visible from Sydney Harbour and will have an adverse impact on views	Concerns were raised that the proposed lights would be visible from Sydney Harbour. It was suggested temporary guide poles be installed to determine the visual impact.	The difference in elevation between the Harbour and the Drill Hall Precinct, together with the naturally vegetated landscape, will act to screen potential visual intrusion to the Harbour that could result from the installation of lights. Further, the height of the poles will be limited to 8 metres, which is below the height of the canopy trees in the adjoining bushland to the south-east.
Heritage considerations	Concern that the lights may impact upon the heritage significance of the 1913 Drill Hall.	The proposed lights will not have a significant impact on the heritage values of the place. The lights complement existing netball courts, and would be located outside the curtilage of the existing historic Drill Hall, and lighting will be designed to avoid lightspill on the Drill Hall, bushland, nearby residences or Sydney Harbour.

Issue Raised	Further Details	Discussion
<p>Query whether Installation of lights is consistent with the Objects of the Harbour Trust Act and Comprehensive Plan</p>	<p>Some submitters highlighted that the proposed installation of lights is consistent with the Harbour Trust's Act and Comprehensive Plan; other submitters commented that the proposal is inconsistent.</p>	<p>The proposal will further the objects of the Act, and is consistent with the Comprehensive Plan.</p> <p>Installation of the lights will enhance community access to an existing outdoor public sporting facility. Rather than creating a new facility, the proposal reuses an existing facility. Use of the lights will be limited to minimise adverse impacts on amenity, and the environment.</p> <p>The lights would be located outside the curtilage of the existing historic Drill Hall, and lighting will be designed to avoid lightspill on the Drill Hall, bushland, nearby residences or Sydney Harbour.</p> <p>The Comprehensive Plan does not prohibit night-time use of the outdoor courts. The Comprehensive Plan provides for courts and sports activity in the precinct, and that any associated impacts are appropriately managed.</p>
<p>The Draft Plan, Planning Application and supporting studies include material omissions, inconsistencies, and poor research practice</p>	<p>The Planning Application included studies from specialist heritage, flora and fauna, lighting, bushfire and traffic consultants.</p>	<p>The supporting studies were prepared by qualified consultants that are experts in their field. The Harbour Trust considered the findings of these studies, plus issues raised by the CAC and in submissions, and has implemented conditions of consent to mitigate impacts on amenity, the environment and heritage values.</p>