



PAVILION DEVELOPMENT POLICY

JULY 2019

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INTRODUCTION

Whitehorse City Council has undertaken extensive research and planning in relation to the current and future recreation provision within Whitehorse. Council has developed the Whitehorse Recreation Strategy Plan (2015–2024) to guide the delivery of sport and recreation over a ten year period.

Supporting the Recreation Strategy Plan are a range of documents that further define and specify Council's role in the provision of sport and recreation opportunities. One of these is the *Sporting Facilities Guide – Seasonal and Casual Users*. The guide outlines the terms and conditions under which sporting and recreation clubs occupy Council's sporting facilities and provides a framework for the development and funding of sporting infrastructure. The pavilion policy should be read in conjunction with the *Sporting Facilities Guide – Seasonal and Casual Users*.

Over recent times, the needs and functions of sporting clubs have changed, as have community expectations around the quality and type of infrastructure provided. The requirement of Clubs for social facilities and the need for pavilions to service all users whilst balancing flexible design are all placing existing infrastructure and Council and Club budgets under pressure.

For the purposes of this policy there is generally three types of capital works projects for Council's sporting pavilions.

Firstly, the '**Stay in Business (Renewal)**' of Council's sporting pavilions will refer to those capital works that involve the refurbishment of existing pavilions to a condition, which is compliant with current standards but excludes building extensions.

The intention is to restore the service potential of the existing building to "near new" condition and the works could involve any or all of the following:

- Replacement of kiosk/kitchen joinery and fixed appliances
- Replacement of plumbing fittings in the wet areas and renewing floor and wall treatments
- Replacement of deteriorated roofing or external materials
- Replacement of electrical fittings, joinery, locksets, etc.

Secondly, a '**Refurbishment**' extends the service potential or functionality of the existing facility giving the user a greater ability to offer a wider range of services or activities. A capital 'upgrade' may involve any of the following:

- A multipurpose room extension;
- An upgrade to kitchen facilities;
- The provision of additional change rooms to allow the club to field more teams in a competition;
- The addition of a water tank to harvest roof water to flush toilets and;
- The addition of a first aid room.

Thirdly, '**New Development**' will refer to capital works projects which involve the creation of a new asset where there previously was none, or where a pavilion cannot be refurbished due to its poor condition and requires demolition and a new development.

It is important to note that Council's priority is to renew and/or refurbish existing sports pavilions, before considering and planning for the development of new facilities. This principle is fundamentally supported through Council's corporate policies in particular the Council Plan and Our Vision. A feasibility and financial assessment would be undertaken prior to committing to the planning and development of a new pavilion. This internal assessment is carried out by

Council and will establish the viability and justification based on site conditions, Building Code of Australia (BCA) and The Federal Disability Discrimination Act 1992 (DDA) compliance issues and value for money.

It is intended for the policy to be administered with flexibility. The policy provides flexibility for the design project group, including representatives of the tenant sporting clubs, to design a pavilion that meets the site specific requirements.

AIM

To provide:

- Facility Standards to guide the development and/or refurbishment of pavilions, and;
- A framework for the funding contributions towards pavilions.

SCOPE

This policy applies to pavilions occupied under a seasonal tenancy agreement (licence) servicing seasonally allocated ovals. This policy does not relate to Council buildings, which are occupied under a lease arrangement.

OBJECTIVES

The below objectives are consistent with Council's Recreation Strategy and the Sporting Facilities Guide:

- To ensure that sports field pavilion infrastructure meets the needs of Council and clubs.
- To ensure a consistent, systematic and equitable approach to the funding and renewal, refurbishment or new development of pavilions.
- To encourage and foster partnerships between the Council and sporting clubs in the planning of pavilions.
- To ensure that the development and funding of pavilions is responsive to the changing participation levels and requirements of the different sporting codes.
- To ensure that sporting clubs are aware of Council and club responsibilities in relation to the funding of pavilions.
- To ensure that new, renewal and/or refurbished pavilions are integrated into the existing built and natural environment.
- To ensure that any new development, renewal and/or refurbishment complies with the Building Code of Australia and any other relevant legislation and standards.
- To ensure that any new development, renewal and/or refurbishment takes into account the principles and practices of sustainability as outlined in the Whitehorse Ecovision Strategy.
- To ensure that any new development, renewal and/or refurbishment is consistent with City of Whitehorse Building Asset Management Plan.

PRINCIPLES

Any new development, renewal and/or refurbishment will consider universal design principles:

PRINCIPLE	DEFINITION
Equitable Use	The design is useful and marketable to people with diverse abilities.
Flexibility in Use	The design accommodates a wide range of individual preferences and abilities.
Simple and Intuitive Use	Use of the design is easy to understand, regardless of the user's experience, knowledge, language skills, or current concentration level.
Perceptible Information	The design communicates necessary information effectively to the user, regardless of ambient conditions or the user's sensory abilities.
Tolerance for Error	The design minimizes hazards and the adverse consequences of accidental or unintended actions.
Low Physical Effort	The design can be used efficiently and comfortably and with a minimum of fatigue.
Size and Space for Approach and Use	Appropriate size and space is provided for approach, reach, manipulation, and use regardless of user's body size, posture, or mobility.

The following policy principles will apply to the future planning of pavilions and will form the basis for future decision making and prioritising of submissions for capital works funding.

Projects that are submitted for funding consideration through Council's Capital Works Program must demonstrate the ability to meet and satisfy these principles. Council considers projects on an annual basis and there is no guarantee that pavilion development, renewal and/or refurbishments will be funded. The number of projects that are funded each year is dependent on the total financial resources available and other Council priorities which will be part of Council's Capital Works Program. The total available funds for pavilion projects may therefore, vary from year to year.

The following principles apply to the development, renewal and/or refurbishment of pavilions.

- Council will support the renewal and/or refurbishment of existing facilities where appropriate as a priority to achieve optimum use and development, before considering the new development of similar facilities.
- The capital cost of constructing the standard components as outlined in table 1 which, primarily comprises of change rooms and amenities (including accessible toilets), unisex umpires room, public amenities, multi-purpose room, first aid / medical room, storage, kiosk / kitchen, timekeepers area, rubbish storage area and a spectator shelter will be met by Council.
- The focus of sound asset management should be towards extending the life of existing assets at an appropriate standard and to improve the level of service to the broader community.
- Council will only support the development of a new or a renewal and/or refurbished pavilion for which there is an identified and substantiated need.
- To ensure that resources are distributed equitably throughout the community, Council as a priority will support the sharing of facilities and encourage projects that allow joint

development, renewal and/or refurbishment by Council, sporting clubs and where possible, receive Federal / State Government and other external funding/grants.

- Council will give a consideration to supporting, as a priority, projects that encourage increased utilisation and multi-functional use of existing recreational facilities.
- Council supports facilities available to other community groups when not occupied by the tenant sporting club. Clubs who actively support this principle will be looked upon favourably.
- Council will work in partnership with sporting clubs to attract external funding for sporting facilities.

PAVILION COMPONENTS AND FUNDING CONTRIBUTION SCHEDULES

Council will provide and maintain appropriate sporting infrastructure to meet the needs of sporting clubs. Council's role in encouraging sports participation is in the provision of facilities aligned with community sporting facility benchmarking suitable for sports training and competition. In order to provide clarity to clubs about what Council will include in any pavilion development, Council has determined the components of a pavilion that it will fund as standard and the non-standard components that the Club will be expected to fund.

The key principles determining the standard and non-standard components are:

- Council will be fully responsible for the provision of change rooms and amenities, unisex umpires' room, public amenities, first aid / medical room, storage, kiosk / kitchen, timekeepers' area, rubbish storage area and a spectator shelter. Sizes will vary from site to site based on service need.
- Due to the broader community benefits to be gained from belonging to a club, such as community building and strengthening, networking and to maximise the use of community resources, Council will fund the provision of a 100m² multi-purpose room. This will enhance the opportunities for shared use with other community groups and cater to a broader range of users.
- The club is responsible for funding components that are for the exclusive use of a sporting club and classified as non-essential such as a bar or a larger multipurpose space (over and above the 100m²), gymnasium, offices, meeting rooms, (supply of) ice baths (i.e. floor space and actual ice bath) and additional kitchen facilities as indicated in table 2.

Tables 1, 2 and 3 (below) specify the pavilion component schedule for future new pavilion development, renewal and/or refurbishment and include:

- The standard/base pavilion components (Table 1).
- The non - standard pavilion components (Table 2).
- Satellite Pavilion (Table 3).
- Indicative size requirements for each component that Council will fund.
- Level of financial contribution to be made by Council and the sporting club.

The dimension and layouts for individual pavilions may vary from the schedules due to the design constraints, site constraints, statutory requirements, building and planning processes and matters around residential impact and amenity. However, a standard and equitable approach will be followed where possible.

Unisex change rooms are a critical component to participation, equity and the coordination of sporting competitions. The size, position, number, design and mix should comply with the relevant sporting codes and standards, and the change rooms should respond to the number of sports fields that the pavilion services.

Storage rooms including the provision of storage systems (i.e. shelving, hooks) shall be provided throughout the pavilion. Storage areas have been based on an allowance of 30m² per tenant club. The size, position, number, design and mix of storage areas should reflect the number of sports fields that the pavilion services, and the number of tenant clubs. Storage areas of 10m² are provided for community groups to share.

Shelving shall be provided to all externally accessible club storage areas. Steel framed storage shelving to be installed to these club storage areas to the perimeter walls. Cupboards shall be provided to the Community storage areas. These are to be lockable cupboard units that can be used by multiple community groups.

Loose furniture in the form of tables and chairs shall be provided by Council for the Multi-Purpose area for use by clubs and community groups.

A bin enclosure shall be provided to a location accessible by Waste trucks and in a location appropriate for the development. The bin enclosure walls shall be clad to mitigate illegal dumping of rubbish.

Pavilions will be designed to comply with the BCA and DDA. Pavilion designs will adopt female friendly principles. In addition, as a best practice aspiration, universal design principles shall be considered for inclusion where applicable. This shall be considered and agreed by the project team and stakeholders.

A funding contribution to a new pavilion development, renewal and/or refurbishment will not imply ownership or control of the facility. Council is the sole owner of pavilions located on Council land. The usage of the contributing parties and the ongoing building maintenance responsibilities will be formalised as part of a tenancy or licence agreement.

Council is responsible for insuring the building, fixtures and contents owned by Council. Clubs are responsible for insuring the contents purchased or supplied by the club.

The size areas detailed in the following schedules are the maximum that Council will fund. Clubs wishing to increase the area of specific room components beyond the schedule will be fully responsible for funding the additional area.

Table 1 - Standard Pavilion Components and Contribution Schedules

Component	Size[@]	Council	Club
CHANGEROOMS <ul style="list-style-type: none"> • Home Team • Away Team 	45m ² (each) 45m ² (each)	100%	Nil
AMENITIES (showers/toilets) <ul style="list-style-type: none"> • Home Team • Away Team 	Determined by BCA.	100%	Nil
UMPIRES ROOM / UNISEX (incl. 2 change room, 1 shower and 1 toilet).	20m ²	100%	Nil
UNISEX / ACCESSIBLE PUBLIC TOILETS (External)	Determined by BCA.	100%	Nil
FIRST AID/MEDICAL ROOM	15m ²	100%	Nil
STORAGE <ul style="list-style-type: none"> • Tenant Clubs • *Community Groups • Cleaner (incl. hot and cold water with sink). 	30m ² per tenant 10m ² 5m ²	100%	Nil
KIOSK / KITCHEN (consider storage / pantry)	30m ²	100%	Nil
WASTE ENCLOSURE	15m ²	100%	Nil
TIMEKEEPER/SCORER AREA (as required)	10m ²	100%	Nil
SPECTATOR SHELTER/VERANDAH [^]	Site specific.	100%	Nil
ACCESSIBLE CAR PARKING BAY	Determined by BCA.	100%	Nil
MULTI PURPOSE ROOM	100m ²	100%	Nil
TOILET AMENITIES <ul style="list-style-type: none"> • Male (Internal) • Female (Internal) • Unisex/Baby Change (External) 	Determined by BCA.	100%	Nil
KITCHENETTE	7m ²	100%	Nil
STORAGE ROOM (Multi-Purpose Equipment)	15m ²	100%	Nil
COUNCIL EQUIPMENT SHED (as required)	12m ²	100%	Nil

* Storage size is determined by what Council believes to be fair and reasonable of the group.

[@] Sizes of all room components are subject to BCA and/or service need and subsequently may vary from one site to another.

BCA – Building Code of Australia.

[^] Spectator shelter is subject to many elements including but not limited to building footprint, pitch of roof, ESD considerations.

Clubs are financially responsible for the following non-standard pavilion components.

Table 2 - Non-Standard Pavilion Components and Contribution Schedule

<ul style="list-style-type: none"> SEPARATE ADDITIONAL KITCHEN 	<ul style="list-style-type: none"> GYMNASIUM
<ul style="list-style-type: none"> BAR/ COOL ROOM 	<ul style="list-style-type: none"> EXTENDED MULTI PURPOSE ROOM
<ul style="list-style-type: none"> MEETING ROOM 	<ul style="list-style-type: none"> ADDITIONAL STORAGE
<ul style="list-style-type: none"> OFFICE 	<ul style="list-style-type: none"> ICE BATHS (Floor space and actual ice bath).

These components are subject to demonstrated need based on a strong business case and will have consideration to relevant master plans, site constraints, planning controls etc.

SATELLITE PAVILIONS

There are sites across the municipality where a sports field is not appropriately serviced by the main pavilion. This is generally because the sports field is located a significant distance or physically separated (i.e. by a road) from the main pavilion. Where the main pavilion cannot accommodate an isolated sports field then Council will consider a satellite pavilion. A satellite pavilion will generally be smaller in size and provide basic room components as indicated below:

Table 3 - Satellite Pavilion Components and Contribution Schedule

Component	Size [@]	Council Contribution	Club Contribution
CHANGEROOMS <ul style="list-style-type: none"> Home Away 	45m ² (each) 45m ² (each)	100%	Nil
AMENITIES (showers/toilets) <ul style="list-style-type: none"> Home Team Away Team 	Determined by BCA.	100%	Nil
PUBLIC AMENITIES Unisex / Accessible Public Toilets (external)	Determined by BCA.	100%	Nil
UMPIRES ROOM / UNISEX (incl. 2 change room, 1 shower and 1 toilet in each change room).	20m ²	100%	Nil
TIMEKEEPER/SCORER	10 m ²	100%	Nil
STORAGE	15 m ²	100%	Nil
CLEANERS ROOM	5m ²	100%	Nil
MEDICAL ROOM	15m ²	100%	Nil
KIOSK	15m ²	100%	Nil
SPECTATOR SHELTER / VERANDAH [^]	Site Specific.	100%	Nil

[@] Sizes of all room components are subject to BCA and/or service need and subsequently may vary from one site to another.

BCA – Building Code of Australia.

[^] Spectator shelter is subject to many elements including but not limited to building footprint, pitch of roof, ESD considerations.

EXISTING PAVILION

A pavilion earmarked for demolition and replaced with a new build will be restricted to the spatial size as indicated in the preceding tables. This will be regardless of the current footprint or pavilion amenity in the old pavilion. A club will be financially responsible for a footprint larger than Council's commitment.

FEMALE FRIENDLY FACILITIES

Council is committed to providing female friendly facilities. Female friendly facilities include:

- Surfaces that are easily cleaned;
- Mirrors in change rooms including bench space and GPO's;
- Pans will be provided in toilets (no urinals);
- Cubicle showers with appropriate privacy;
- Seats and hooks in cubicle showers;
- Well-lit interior and exterior spaces;
- Safe access routes between the car park, building and playing fields, with clear lines of sight;
- Use of universal colour schemes;
- Selection of appropriate finishes promoting a friendly and inviting environment for all users, and;
- Safety considerations consistent with Crime Prevention Through Environmental Design (CEPTED).

PROVISION OF FURNITURE, FITTINGS AND EQUIPMENT

Council will provide the minimum fixtures and fittings for the safe and functional use of pavilions. The fixtures and fittings selected will be chosen for their robustness, ease of maintenance and long asset life. Any items beyond the minimum shall be the total responsibility of the sporting club.

The following outlines Council and sporting club/s responsibilities in relation to the provision of furniture, fixtures and equipment. Council will comply with all Building Code of Australia requirements.

(i) Council Responsibilities

- Plumbing fixtures and fittings for the provision of showers and toilets and sinks;
- Ecological Sustainable Design (for eg. Energy saving design, water saving features such as shower heads, flow restrictors etc);
- Bench style seating in change rooms;
- Light fittings;
- Hooks in change rooms;
- Kitchen benches (stainless steel) and cabinets.
- Table and chairs (limited) as one off purchase for shared use by other community groups suitable for a 100m² Multi-Purpose Room;
- Tea making facilities for community use;
- *Non commercial oven;
- *Extractor fans / range hoods. Commercial range hood);
- Appropriate hard wearing floor coverings;
- Security lighting (external) shall be on sensor and time clock;
- Shelving/cupboards within storage areas. (Dexion storage system shelving or similar);
- Floor coverings i.e. carpet tiles in the multi-purpose room only, non slip floor in the wet and change room areas;
- Hot water service;
- Tiling;
- Instant hot water units in kiosk/kitchen;
- Baby change / parents room facilities;
- Master key / swipe card system;
- Split system (heating / cooling) to multi-purpose room only;
- Change room toilets fixtures i.e., hand dryers, hangers, toilet roll holders, mirror, GPO's, partition walls, wall tiles and soap holders;
- Paper towel dispensers in kitchen;
- Essential safety measures (e.g. Emergency exit lighting, fire prevention equipment). Emergency evacuation plan displayed in pavilion;
- Natural ventilation should be considered as part of the building design;
- Waste enclosures shall ideally be separate to the main pavilion or may adjoin the pavilion. Preparation of a site specific waste management plan is required to determine the adequate infrastructure required for waste management;
- Wiring for speakers system internally;
- Hearing loop;
- Water Tanks and toilet flushing using recycled water and;
- Solar PV 10KW system.

* These items may be upgraded through consultation with Council and funded by the tenant clubs.

(ii) Tenant Sporting Clubs Responsibilities

- Tables and Chairs – if additional to Council supply is required. Replacement of all tables and chairs at end of useful life;
- Kitchen crockery;
- Cutlery;
- Refrigeration;
- Dishwasher;
- Drink fridges;
- Kitchen equipment;
- Furniture over and above Council allocation to the Multi-Purpose room;
- Curtain / blinds;
- Bar facilities, storage and associated fittings;
- Coolroom;
- Flooring covering, floorings and floor tiles for non standard pavilion components (see table 2);
- All active equipment for communications and data such telephones, modems, switchgear in racks, patch cables and leads, and television connections and fittings;
- Alarm / monitored security system;
- PA Systems and speakers;
- Massage table;
- Ice baths (floor space and actual ice bath);
- Upgrade to services (eg. Electrical supply) as a result of fixtures that require additional power (eg. Refrigerators etc) will be fully funded by Clubs and;
- Grease Traps are provided to all our pavilions. The Trade Waste Agreement and ongoing maintenance of the grease trap is the Club's responsibility, and;
- Any other items as required by the clubs.

Note: Installation of the above items require Council approval.

TEMPORARY FACILITIES

During the construction of a pavilion it may be required to support the Club with onsite temporary facilities. Council is committed to providing basic temporary facilities to maintain the Clubs operational activities (training and competition) during the construction. Temporary facilities (if required by the Club) will be limited to player and umpire change rooms and amenities, small medical room, temporary canteen / kiosk to assist with packaged food sales and storage for club equipment.

Clubs are encouraged to seek alternative fit for purpose social facilities / meeting rooms during pavilion redevelopments if required. There may be suitable alternative buildings located in the reserve or located offsite.

If the Club wishes to install temporary facilities onsite for use as a social or meeting room then the Club will be responsible for the full costs associated with temporary facilities including any statutory permits. This will be considered on a case by case basis and is subject to Council approval. Permitted use will not exceed 8pm.

EXTERNAL FUNDING SUPPORT

Council must approve any application being made to State or Federal Governments or any other external funding agencies prior to any application being made. Clubs should contact Council's Recreation Services Officer on 9262 6499 for any further queries.

CLUB CONTRIBUTIONS

All funding sources must be clearly identified if clubs are committing club funds to a pavilion redevelopment project. Sporting clubs must familiarise themselves with all relevant Council policies. Sporting clubs must ensure that funding sources are secure. Clubs will be required to forward a deposit (amount as agreed by Council and the Club) to Council once final design has been agreed and signed off by all parties. Total Club contributions must be paid to Council during the financial year of the pavilion development.

NON-STANDARD PAVILION COMPONENTS

Where non-standard items are required by a sporting club or association and funded by the sporting club or association. Council will consult and consider all additional requirements and needs of the sporting club or association during planning and feasibility. Council will conduct a consultation process whereby the club or association will provide a clear brief of the additional needs for the purposes of Council providing a cost estimate. Only when all parties have agreed to the additional costs will a concept design follow for sign-off.

APPENDIX A - DEFINITIONS

The following table defines the terms used in this policy.

COMPONENT/TERM	DEFINITION
Accessible Car Parking Bay	Car park having features enabled to be used by people with a disability.
Amenities	Includes the showers and toilet facilities within the pavilion for the use by sporting clubs.
Association	A State or National Sporting Association is the pre-eminent governing body for a sport.
Bar	Refers to a dedicated room with access to the multi-purpose room for the purpose of selling both alcoholic and non-alcoholic beverages.
Change rooms	Refers to the area within the pavilion used for the purpose of changing into sporting apparel.
Cool room	A refrigerated storeroom.
Council	Refers to Whitehorse City Council and any officer or Councillor representing the Council.
Council Equipment Shed	Refers to a dedicated area for storage of Council equipment such as turf wicket rollers, mowers, etc.
First Aid / Medical Room	Refers to a separate room set up for the purpose of administering first aid.
Gymnasium	Refers to a separate room to house weight training and other forms of gym equipment.
Ice Bath	Facility used to assist sports therapy generally following a period of intense exercise in which a substantial part of the human body is immersed in a bath or ice / ice water.
Kiosk	Refers to an area with external selling access, dedicated to the preparation of pre-packaged food and non-alcoholic beverages.
Kitchen	Refers to a room dedicated to the preparation and cooking of food. May have access to the multi-purpose room.
Kitchenette	Small area for preparing tea and coffee. Includes the supply of a bar fridge to store milk.
Meeting Room	Refers to a separate room set up for the purpose of club/community meetings.
Multi-purpose Room	Refers to an area within the pavilion dedicated for multi-purpose activities/functions, meetings or programs by sports clubs and broader community groups.
New Development	Refers to capital works projects which involve the creation of a new asset where there previously was none.
Office	Refers to a separate room set up for the administration of the sporting activities.
Pavilion	The Council building utilised by user groups to support the provision of their activity. The pavilion includes standard and non-standard components as outlined in this Policy.
Public Amenities	Includes male, female and accessible toilet facilities including public external toilet access.
Renewal/Refurbishment	Those Capital Works that, involve the upgrade of existing pavilions to a condition, which is compliant with current standards. This could also extend to include the construction of a new pavilion to replace an existing pavilion which has zero service potential left. It also relates to the provision of additional functionality to an existing asset, e.g. the construction of a new first aid room to an existing pavilion.

Satellite Pavilion	A pavilion that services an isolated sports field not appropriately accommodated by the main pavilion. A satellite pavilion will generally be smaller in size and provide basic room components.
Seasonal Tenancy Agreement/Licence	Refers to the terms and conditions under which sporting clubs occupy Council sports fields and pavilions during the winter or summer season.
Spectator Shelter	Refers to the external covered area for the purpose of weather protection whilst viewing the sports field. The spectator cover generally abuts the pavilion with bench seating however may be located as a separate structure away from the pavilion or as a second level to the pavilion.
Sporting Club/s	Refers to the tenant sporting or recreation club(s) who are allocated use of the pavilion during the winter or summer sporting season.
Storage	Refers to separate areas for the storage of equipment, furniture, uniforms, stock, and cleaning equipment.
Timekeeper/scorer	Refers to the area set aside for the scorers and timekeepers of the sporting competition.
Umpires Room	Refers to a separate change room and amenities area for the umpires of the sporting competition.
Universal Design	Universal Design is a design philosophy that ensures that products, buildings, environments and experiences are innately accessible to as many people as possible, regardless of their age, level of ability, cultural background, or any other differentiating factors that contribute to the diversity of our communities.
Waste Enclosure	An enclosed secure area designated for the storage of rubbish bins.