



## Preferred future use of the Braddon Cub site

June 2014

### Summary

North Canberra residents want the Braddon Club site to remain available for community purposes such as recreation, community activities or a playing field.

This is clearly shown by the initial twenty-eight responses to a North Canberra Community Council (NCCC) survey (Figure 1 below).

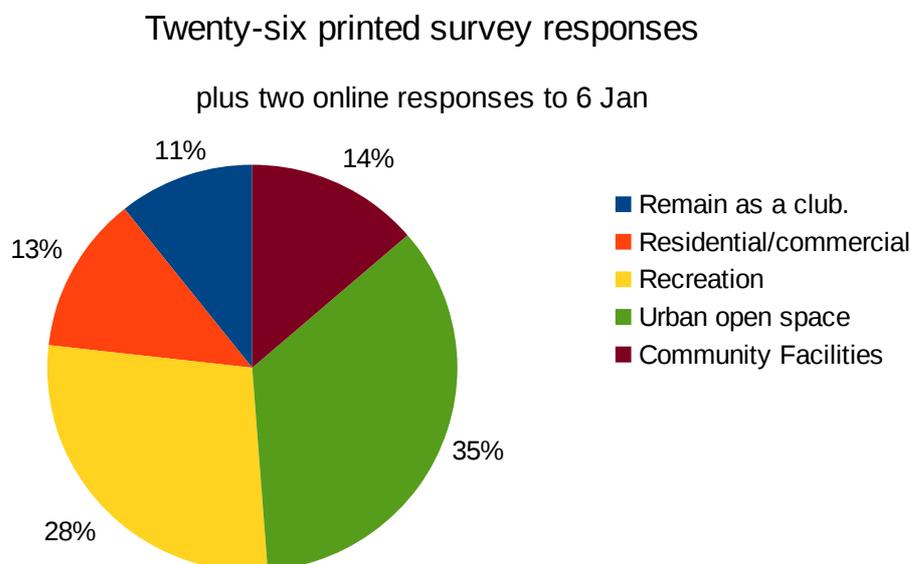


Figure 1: Preferences from printed survey forms and initial online responses.

The Braddon Club site was part of the Northbourne Oval from 1925 until 1998. In 2006 the Canberra Raiders paid \$420,000 for a lease that allows them to use the site only for the purpose of a club, and prevents them from selling it without the approval of the planning and land authority. They have closed the club, and want to build a commercial/ residential development on the site, and sell it for a one-off \$20 million gain.

To get to the nearest park and playground, anyone who lives in that development would have to walk their children more than half a kilometre, and cross a dangerous multi-lane road.

On 7 January the Raiders commenced a campaign to influence the survey results. Despite this campaign, the overall preference of the 165 survey responses was for the site to be used as urban open space.

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## Background

The current Braddon Club lease restricts it to use as a club with ancillary offices and auditorium. It is concessional, which means that it may only be sold to a person deemed by the planning and land authority to be an **eligible person**, and may not be sold without the consent of the planning and land authority.

In 2013 the Canberra Raiders (whose formal title is the *Canberra District Rugby League Football Club*) lodged development applications to remove the concessional status of its lease on the Braddon Club site, to demolish the club buildings, and to replace the club with a commercial/ residential development.

Removal of the concessional status of the lease would allow the Raiders to sell the lease on the open market.

If the lease conditions were also removed, then under the site's current [CZ3 Services](#) zoning the site could be used for a range of purposes including parkland, club, pedestrian plaza, community use, produce market, craft workshop, indoor entertainment facility, or indoor or outdoor recreation facility .

The Sustainable Development Directorate approved the application to remove the concessional status of the lease. The NCCC asked the ACT Civil and Administrative Tribunal to review that decision.

From 20 December 2013 until 19 January 2014 the NCCC conducted a survey to find out what north Canberra residents would prefer to happen to the site of the former Braddon Club. The survey was initially to close on 15 January, but the closing date was extended to allow time for Raiders members to complete the survey after being given correct information about the Concessional Payout Amount.

## The survey

The survey was offered in two forms:

1. A printed survey that asked respondents to identify a single preferred use of the site, from five options.

2. an on-line survey that asked respondents to rank six options; the five options that were offered in the printed survey, plus a sixth – user-defined – “Other” option.

The five specific options were:

**A. Club:** Retain the Braddon Club site as a club with ancillary auditorium and office uses; buildings limited to 1,900 sq m gross floor area and offices limited to 450 sq m; with paving, trees, landscaping, lighting and car parking.

This is the current permitted use of the lease.

**B. Residential/Commercial:** Commercial car parking and/or up to: seven storeys; 161 multi-unit housing units; 161 serviced apartment and hotel units; 2,500 square metres of office space; 400 square metres of community activity centre and health facility; 200 sq m drink establishment; 500 square metres, indoor entertainment facility; 500 square metres, indoor recreation facility, 500 square metres restaurant; 1,700 square meters shop including up to 300 square metres per supermarket or shop selling food.

This is the Raiders' proposed use of the site.

**C. Recreation:** Return the site to uses such as indoor recreation facility, aquatic recreation facility, car park, child care centre, club, communications facility, motel, community activity centre, outdoor recreation facility, parkland, playing field, educational establishment, guest house or hotel.

These uses could be permitted if the site were to revert to its pre-2008 zoning of Parks and Recreation.

**D. Urban Open Space:** Re-zone the site for uses such as aquatic recreation facility, municipal depot, community activity centre, outdoor recreation facility, parkland, playing field.

These uses could be permitted if the site were re-zoned as Urban Open Space.

**E. Community Facilities:** Re-zone the site for uses such as business agency, office, child care centre, outdoor recreation facility, community activity centre, parkland, community theatre, place of worship, public agency, cultural facility, residential care accommodation, retirement village, educational establishment, emergency services facility, health facility, supportive housing, hospital or indoor recreation facility.

These uses could be permitted if the site were re-zoned as Community Facility.

## Publicising the survey

Both the survey forms and the on-line survey were made available from the NCCC website and promoted by email to approximately fifty NCCC members.

The printed survey was distributed to about 1,000 residents of Braddon and Reid. It included a link to the on-line survey.

We estimate that 4,300 Raiders members who live in north Canberra were advised of the survey by letter and/or email. Raiders CEO Simon Hawkins incorrectly told Raiders members that the law prescribed that the Raiders would

have to pay \$620,000 for the deconcessionalisation of the lease.

The survey attracted one instance of media coverage on ABC 666 Canberra local radio.

On the above basis approximately 5,500 people were directly informed of the survey.

## **Sources of bias in the survey**

The survey sample is biased towards north Canberra residents, in particular residents of Braddon (30% of respondents), Ainslie (11%), Reid (8%) and Lyneham (7%). These are the people most likely to be affected by the use of the Braddon Club site.

The survey sample is also biased towards Raiders members. The extent of this bias is difficult to estimate, as survey respondents were not asked to identify whether or not they were Raiders members. Less than 10% of the population of Canberra and Queanbeyan are Raiders members, but we estimate that 75% of the people who were directly informed of the survey were Raiders Club members.

There is some evidence of bias in the survey results due to individuals submitting multiple responses.

Ninety-nine of the 139 online survey responses came from unique IP addresses. Ten came from IP addresses that were used twice each, six from IP addresses that were used three times each, six from one single IP address, eight from one single IP address and nine from one single IP address.

Multiple legitimate responses from any one IP address might occur if several individuals used the same computer to complete their surveys, or if several people completed surveys from a local area network that had a single IP address.

All of the six responses that came from IP address 136.153.18.101 were anonymous. Four gave first preference to the Raiders proposal, one preferred that the site remain as a club and one preferred "Other" - mixed use.

Six of the eight responses that came from IP address 59.167.237.13 were anonymous but three provided unique street addresses. One of the responses was from a Raiders executive. All eight responses gave first preference to the Raiders proposal.

Eight of the nine responses that were received from IP address 161.43.95.132 were anonymous but seven provided street addresses. Seven gave first preference to the Raiders proposal, one preferred recreation and one preferred urban open space.

## Survey results

### Overall preferences

Figure 1 (below) shows the first preferences of the 139 completed online surveys and the 26 printed surveys that were returned.

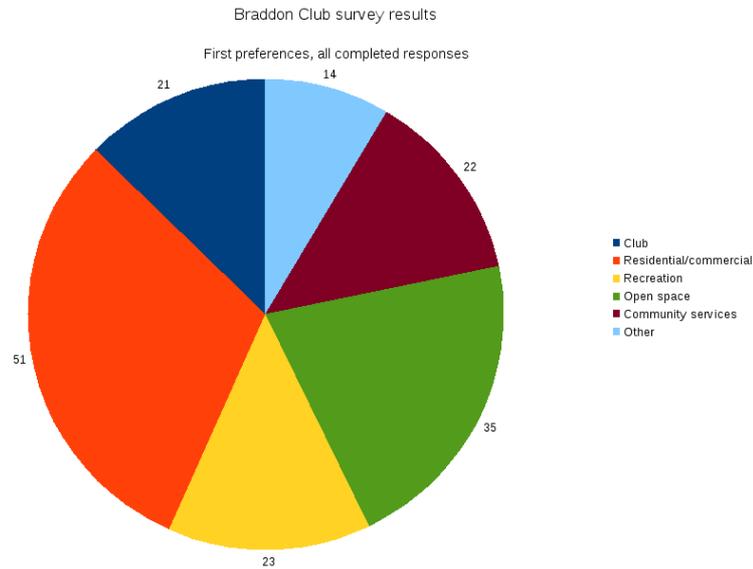


Figure 1: Overall first preferences

Preferences were distributed using the process described in the Attachment.

After distribution of preferences (Table 1, below) the preferred option, by a small margin, was *urban open space*.

<i>All responses</i>	<i>Club</i>	<i>Residential/ commercial</i>	<i>Recreation</i>	<i>Urban open space</i>	<i>Community Facility</i>	<i>Other</i>
First preferences	21	50.5	22.8	34.8	21.8	14
After allocating <i>Other</i>	23	57.5	24.8	37.8	21.8	
After allocating <i>Community</i>	25	59	34	44		
After allocating <i>Club</i>		67	43	49		
<b>After allocating <i>Recreation</i></b>		<b>75</b>		<b>77</b>		

Table 1: Preferences – all responses

### **Preferences of North Canberra residents**

North Canberra residents (Table 2, below) showed a clear preference for *urban open space*.

<i>All responses</i>	<i>Club Residential/ commercial</i>	<i>Recreation</i>	<i>Urban open space</i>	<i>Community Facility</i>	<i>Other</i>
First preferences	17	39.5	22.8	33.8	11
After allocating <i>Other</i>	19	44.5	24.8	35.8	17.8
After allocating <i>Community</i>	20	46	32	41	
After allocating <i>Club</i>		51	40	45	
<b>After allocating <i>Recreation</i></b>		<b>60</b>		<b>70</b>	

Table 2: Preferences – north Canberra residents

### **Preferences of Braddon residents**

Braddon residents will be most directly affected by the usage of the Braddon Club site. They preferred *recreation*.

<i>All responses</i>	<i>Club Residential/ Commercial</i>	<i>Recreation</i>	<i>Urban open space</i>	<i>Community Facility</i>	<i>Other</i>
First preferences	8	13.5	9.5	10.5	4
After allocating <i>Other</i>	9	15.5	9.5	11.5	5.5
After allocating <i>Community</i>	9	16	11.5	12.5	
After allocating <i>Club</i>		18	14.5	14.5	
<b>Option 1: allocate <i>Recreation</i> votes</b>		<b>22</b>		<b>23</b>	
<b>Option 2: allocate <i>Urban open space</i> votes</b>		<b>18</b>	<b>24</b>		

Table 3: Preferences of Braddon residents

## Responses prior to Raiders involvement

Prior to 7 January there is no evidence of survey bias from Raiders staff or member survey responses, other than responses from members or staff who were advised of the survey either because they were NCCC members or because survey forms were distributed through their letterboxes.

Combining the twenty-six printed survey responses and the two online responses that were completed to 6 January, the preferred use was *urban open space* (35%), followed by *recreation* (28%).

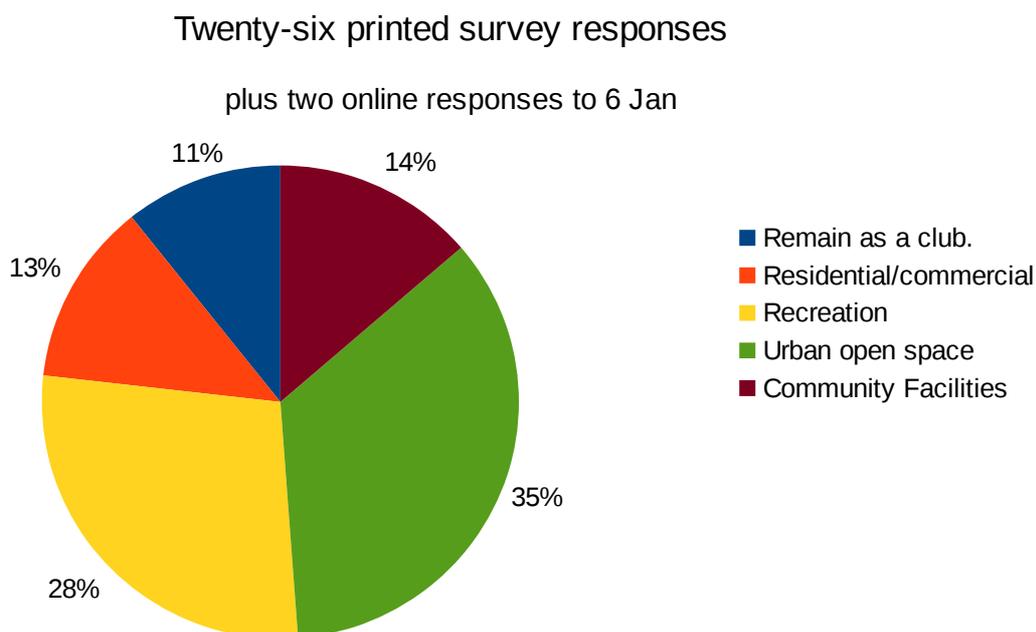


Figure 2: First preferences from printed survey forms and online responses to 6 January.

## North Canberra preferences, excluding anonymous responses

The option preferred by north Canberra residents is Recreation, followed by *Urban open space*, with the Raiders Residential/commercial proposal third.

All responses	Club	Residential/ commercial	Recreation	Urban open space	Community Facility	Other
First preferences	6	14.5	15.8	21.8	7.8	4
After allocating <i>Other</i>	7	16.5	15.8	22.8	7.8	
After allocating <i>Community</i>	7	17	18	25		
After allocating <i>Club</i>		18	19	27		
<b>After allocating Residential/commercial</b>			<b>33</b>	<b>28</b>		

Table 4: North Canberra preferences, excluding anonymous responses.

## **Raiders responses to the survey**

In response to a letter and email campaign conducted by the Raiders, an estimated five per cent of Raiders members who live in north Canberra expressed support for the deconcessionalisation of the Braddon Club.

Raiders CEO Simon Hawkins incorrectly told those Raiders members that the law prescribed that the Raiders would have to pay \$620,000 for the deconcessionalisation of the lease. The estimate in the valuation certificate provided by the Raiders was \$315,000. The actual Concessional payout amount is yet to be determined.

Thirty of those Raiders members were subsequently given information about other possible uses for the Braddon Club site, and were given the correct estimate for the deconcessionalisation payout figure.

Of the five Raiders members who went on to complete the on-line survey and give their names, four gave the residential/commercial option top ranking and one preferred that the site remain as a club.

## **Attachment: Distribution of preferences**

Preferences were allocated using the same method that is used for Australian State and Commonwealth lower house voting preferences. The option that received the least first preferences was eliminated from consideration, and each vote for that option was reallocated to whichever of the remaining options received was given the next highest preference by the voter.

This process was continued until only two options remained. At that point, the option with more votes was identified as the preferred option.

Although the printed survey form did not provide for preferences, some respondents used the form to indicate split preferences. One person indicated a three-way split preference, and two indicated two-way split preference.

The three-way split preference was initially treated as one-third of a vote for each of the three preferred options.

When one of the three options was eliminated, the three-way split preference was treated as a two-way split preference.

Two-way split preferences were each initially treated as half a vote for each of the two preferences. When one of those preferences was eliminated, each split vote for that preference was treated as part of a full vote for the other preference.