

Public Document Pack

# Kadaltilla

Adelaide Park Lands Authority



## BOARD MEETING AGENDA

Thursday, 25 May 2023 at 4.30 pm  
Colonel Light Room, Adelaide Town Hall

# Kadaltilla / Adelaide Park Lands Authority

Board Meeting Agenda, Thursday, 25 May 2023 at 4.30 pm  
Colonel Light Room, Adelaide Town Hall

Membership	The Lord Mayor 4 other members appointed by the Council 5 members appointed by the Minister for Planning
Quorum	6
Presiding Member	The Right Honourable the Lord Mayor, Dr Jane Lomax-Smith
Deputy Presiding Member	Kirsteen Mackay
Board Members	Allison Bretones Rob Brookman AM Ashley Halliday Stephanie Johnston Councillor Keiran Snape Les Wanganeen Craig Wilkins Ben Willsmore
Proxy Board Members	Professor Emeritus Damien Mugavin Councillor Henry Davis Tania Taylor

## Agenda

## Purpose

### 1. Welcome and Opening

#### 1.1 Acknowledgement of Country

At the opening of the Board Meeting, the Board member presiding will state:

'Kadaltilla / Adelaide Park Lands Authority acknowledges that we are meeting on traditional Country of the Kaurna people of the Adelaide Plains and pays respect to Elders past and present. We recognise and respect their cultural heritage, beliefs and relationship with the land. We acknowledge that they are of continuing importance to the Kaurna people living today.

And we also extend that respect to other Aboriginal Language Groups and other First Nations who are present today.'

#### 1.2 Apologies

Board Member – Allison Bretones

To note

#### 1.3 Confirmation of Minutes

That the Minutes of the meeting of the Board of Kadaltilla / Adelaide Park Lands Authority held on 27 April 2023 be taken as read and be confirmed as an accurate record of proceedings.

To confirm

4 - 7

### 2. Conflict of Interest

<b>3. Presiding Member Report (verbal)</b>	To inform	
<b>4. Representations (verbal)</b>	To be heard	
Nil		
<b>5. Items for Board Discussion</b>		
<b>5.1</b> Defining and Identifying Alienation of Park Lands	To discuss	8 - 33
<b>6. Items for Board Decision</b>		
<b>6.1</b> Draft Victoria Park Master Plan	For decision	34 - 88
<b>7. Items for Noting</b>		
<b>7.1</b> Standing Item: Update on the World Heritage Listing for the Adelaide Park Lands and Rural Settlement Landscapes	To note	89 - 92
<b>8. Other Business</b>	To discuss	
Nil		
<b>9. Meeting Close</b>		

# Kadaltilla

Park Lands Authority



## BOARD MEETING MINUTES

Thursday, 27 April 2023

Colonel Light Room, Adelaide Town Hall

## Kadaltilla / Park Lands Authority

Board Meeting Minutes, Thursday, 27 April 2023, at 5.30 pm  
Colonel Light Room, Adelaide Town Hall

### Present:

<b>Presiding Member</b>	The Right Honourable the Lord Mayor, Dr Jane Lomax-Smith
<b>Deputy Presiding Member</b>	Kirsteen Mackay
<b>Board Members</b>	Allison Bretones Rob Brookman AM Ashley Halliday Stephanie Johnston Councillor Keiran Snape Ben Willsmore

- 1 **Item 1 - Welcome and Opening**
- 2 **Item 1.1 - Acknowledgement of Country**

Kadaltilla / Park Lands Authority acknowledges that we are meeting on traditional Country of the Kaurna people of the Adelaide Plains and pays respect to Elders past and present. We recognise and respect their cultural heritage, beliefs and relationship with the land. We acknowledge that they are of continuing importance to the Kaurna people living today.

And we also extend that respect to other Aboriginal Language Groups and other First Nations who are present today.
- 3 **Item 1.2 - Apologies**

Board Member – Craig Wilkins  
Board Member – Tania Taylor
- 4 **Item 1.3 - Confirmation of Minutes**

Board Decision

Moved by Councillor Keiran Snape,  
Seconded by Ashley Halliday -

That the Minutes of the meeting of the Board of the Kadaltilla / Park Lands Authority held on 30 March 2023 be taken as read and be confirmed as an accurate record of proceedings.

Carried
- 5 **Item 2 - Conflict of Interest**

**Disclosure of Conflict of Interest** Nil
- 6 **Item 3 - Presiding Member Report**

The Presiding Member provided a verbal report to the Board
- 7 **Item 4 - Representations (verbal)**
- 8 **Item 4.1 – Victoria Park (Park 16 / Pakapakanthi) Master Plan Update**

Jared Wilson, Team Leader Park Lands Planning
- 9 **Item 5 - Items for Board Discussion** Nil

10 Item 6 - Items for Board Decision

11 **Item 6.1 – Revised Park Lands Lease and Licence Policy**

Board Decision to Advise City of Adelaide

Moved by Stephanie Johnston,  
Seconded by Alison Bretones -

THAT THE KADALTILLA / PARK LANDS AUTHORITY ADVISES COUNCIL:

That Kadaltilla / Park Lands Authority:

Supports the draft Park Lands Lease and Licence Policy as per Attachment A to Item 6.1 on the Agenda for the meeting of the Board of the Adelaide Park Lands Authority held on 27 April 2023.

Carried

CoA Council meeting to note Kadaltilla advice 9 May 2023.

12 Item 7 - Items for Noting

13 **Item 7.1 – Standing Item: Update on the World Heritage Listing for the Adelaide Park Lands and Rural Settlement Landscapes**

Board Decision

Moved by Stephanie Johnston,  
Seconded by Councillor Keiran Snape -

That Kadaltilla / Park Lands Authority:

1. Receives the report contained within Item 7.1 on the Agenda for the meeting of the Board of Kadaltilla held on 27 April 2023.
2. Invites the Planning Minister to a future Kadaltilla/Park Lands Authority meeting to discuss further activation of the project.

Carried

14 Item 8 - Other Business

Action Arising

- That Administration bring back a range of definitions for the consideration of Kadaltilla that progress the concept of no net loss of park lands.

Meeting Close

Board meeting closed at 6.37 pm

Next Board meeting

4.30 pm Thursday, 25 May 2023

Colonel Light Room, Adelaide Town Hall

Lord Mayor, Dr Jane Lomax-Smith  
Presiding Member  
Kadaltilla / Park Lands Authority

## City of Adelaide Staff

### In Attendance

Ilia Houridis, Director City Shaping

Jennifer Kalionis, AD City Culture

Sarah Gilmour, AD Park Lands, Policy & Sustainability

Matthew Field, Manager Park Lands & Sustainability

Alana Martin, Manager Governance

Jared Wilson, Team Leader Park Lands Planning

Ray Scheuboeck, Team Leader Community Lifestyle

Alison Ackland, Adelaide Park Lands Authority Advisor

# Kadaltilla

Adelaide Park Lands Authority

## Defining and Identifying Alienation of Park Lands

**Thursday, 25 May 2023  
Board Meeting**

**Author:**  
Sarah Gilmour, Associate  
Director Park Lands, Policy &  
Sustainability

Public

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### Purpose of Workshop

The purpose of this workshop is to explore the relationships between community access to the Adelaide Park Lands and alienation of Park Lands for community or other purposes. The workshop considers terminology and concepts being used to describe community access to, and public benefit generated by, the Adelaide Park Lands, and possible reframing of that language.

Key terminology and concepts include:

- Alienation of Park Lands
- Hardstand areas
- Concept of 'No Net Loss'
- What are Park Lands related purposes?
- Community use and expectation for Park Lands
- Role of Kadaltilla to advise, direct and control land use and its advice to State Government and Council for this purpose.

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### Key Questions

- What are Board Members views on the proposed definitions and concept of a hierarchy of alienation?
- What advice do Board Members have to progress and embed definitions with the State Government and Council?

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### Background

1. At the Kadaltilla Board meeting held on 27 April 2023 an action was recorded that Administration bring back a range of definitions for the consideration of Kadaltilla that progress the concept of no net loss of Park Lands.
2. This report is provided in support of workshop content to explore the relationships between community access to the Adelaide Park Lands and alienation of Park Lands for community or other purposes.



### **Purpose of the Adelaide Park Lands**

3. The purpose in which the Adelaide Park Lands are held, derived from the Statutory Principles of the Adelaide Park Lands Act 2005 (SA), is:

*To provide benefit to the people of South Australia by being publicly accessible and supporting a diverse range of environmental, natural heritage, cultural, recreational and social values and activities, providing a defining feature to the City of Adelaide and contributing to the economic and social well-being of the city.*

### **Alienation of Adelaide Park Lands**

4. One of the most prominent issues related to the Adelaide Park Lands is the alienation and the loss of public access to land.
5. The alienation of the Park Lands began back in the mid 1800's when an initial 380 acres were acquired for 'public buildings', mostly along the south side of River Torrens, that is the northern edge of South Adelaide.
6. Initially the Park Lands covered 2,300 acres but alienated land amounted to a loss of over 600 acres, today the total area is approximately 1,730 acres.
7. The current State Government program of development will further alienate Park Lands. These purposes do not closely align with the purpose in which the Park Lands are held. Kadatilla has sought improved definitions to address alienation and built form footprint that supports the enhancement and protection of the Park Lands, by increasing the State Government and the public's understanding of alienation of the Adelaide Park Lands.

### **Defining Alienation**

8. The alienation of 'Community Land' generally refers to: the sale, transfer or leasing/licensing of land held by Government that leads to restricted public access to land.
9. In some contexts, it refers to the transfer of land from one party to another. This might be the permanent transfer of State/Local Government owned land to a private owner resulting in removal of public access. It could also be defined through a less permanent measure, such as a lease or license that restricts public access for a period of time such as a license to a sporting club or a major event.

### **Alienation of land in Property Law is defined as:**

10. In property law, alienation is the voluntary act of an owner of some property to dispose of the property, while alienability, or being alienable, is the capacity for a piece of property or a property right to be sold or otherwise transferred from one party to another.

### **Local Government Act 1999 (SA)**

11. Section 202 (Alienation of community land by lease or licence) of the *Local Government Act 1999 (SA)* outlines the alienation of Community Land by way of lease or license.
12. A lease or licence may provide for—
  - 12.1 the erection or removal of buildings and other structures for the purpose of activities conducted under the lease or licence;
  - 12.2 the exclusion, removal or regulation of persons, vehicles or animals from or on the land, and the imposition of admission or other charges
13. These leases and license essentially allow for uses such as sporting clubs that have exclusive use of a facility that can restrict public access.

### **Alienation of the Adelaide Park Lands – Adelaide Park Lands Management Strategy (APLMS)**

14. The former Adelaide Park Lands Management Strategy 1999, defined alienated Park Lands as:

*Those areas of the original Park Lands (including the nine original designated reserves) which are not publicly accessible*

*May or may not already be under the care and control of City of Adelaide.*
15. The 1999 Strategy recommended the return of public access to alienated land and its subsequent return to the care and control of Council. The recommended areas for return were predominantly the transfer of ownership of identified land from Federal / State ownership to the City of Adelaide.
16. The current Adelaide Park Lands Management Strategy 2015-2025 seeks to ensure no further alienation of the Park Lands and facilitate the return of alienated land back to Park Lands wherever possible.

## Redefining Alienation in the Adelaide Park Lands

17. It is increasingly difficult for 'alienated land' to be returned to public access and City of Adelaide, due to the nature of land that is, or is becoming alienated, or is already alienated, for example: the West Terrace Cemetery.
18. There is also limited remaining parcels of Adelaide Park Lands not in the care and control of the City of Adelaide.
19. A new definition of 'Alienated Park Lands' is proposed as follows:  
*A substantial intrusion on the Adelaide Park Lands (defined by the Adelaide Park Lands Plan) for 'Non-Park Land Purposes' that results in:*
  - *Permanently restricting general public access*
  - *'Net loss' of publicly accessible Park Lands.*
20. This definition can apply to Parks (or part of) that may be under the care and control of the City of Adelaide or the State Government.
21. The new definition provides greater clarity on what the alienation of Park Lands is in today's context and introduces a new 'Alienation Hierarchy' that is based on definition of Park Land Purposes and Non-Park Land Purposes.
22. A supporting 'Alienation Hierarchy' is proposed that provides for Non-Park Land Uses to be returned to Park Land Uses and adopts the concept of:  
*Enhance to protect the Adelaide Park Lands in accordance with the purpose in which the Park Lands are held.*

## Defining Other Important Terms

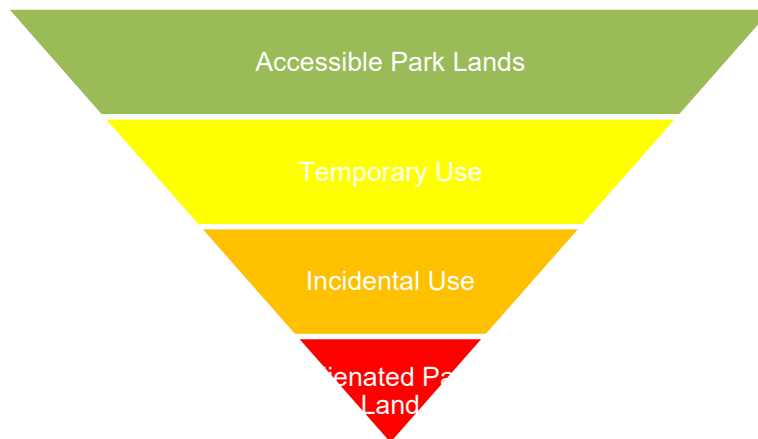
23. The concept of 'No Net Loss' has been used as rationale and method to aggregate hard stand and built form to contribute to a footprint to enable larger scale development in the Park Lands.
24. The Adelaide Park Lands are defined by the Adelaide Park Lands Plan held by the General Register Office (GRO), therefore the boundary of this plan would need to be amended for there to be a 'net loss of Adelaide Park Lands'.
25. An option is to reframe this narrative to define Net Loss of publicly accessible Park Lands as occurring when a Park (or part of) changes from having a 'Park Lands Purpose' to a 'Non-Park Lands Purpose'.
26. Return to Park Lands is another term that is used. An example is the State Government with the new Women's and Children Hospital and Mounted Police Unit. State Government has outlined that areas would be 'Returned to Park Lands', however, this needs to be defined so that land to be 'returned' is land that does not currently have a 'Park Lands Purpose'. Only land that currently is a "Non-Park Lands Purpose" can be 'Returned to Park Lands'.
27. Return to Park Lands can therefore be defined as:  
*'Land previously used for a 'Non-Park Lands Purpose' being permanently returned to the general public for a 'Park Land Purpose'.*
29. This does not necessarily require the land to be transferred to the City of Adelaide, as ownership does not always dictate public access, for example; the Torrens Parade Grounds and the Adelaide Botanic Gardens, which are under the State ownership, but are generally accessible to the general public.

## Alienation of Park Lands Framework

30. The proposed alienation framework describes what constitutes:
  - 30.1. Park Lands Purposes (Unalienated Park Lands), that should be promoted, enhanced and protected
  - 30.2. Non-Park Land Purposes (Alienated Park Lands), that should be limited and where appropriate, 'returned to a Park Land Purpose'
  - 30.3. Leases and Licenses (Alienated/Unalienated Park Lands), which are carefully examined to determine the extent to which exclusivity is granted and a public benefit is served and may be considered as an alienation of Park Lands if the lease is not for a 'Park Lands Purpose'.

## Alienation Hierarchy

31. The hierarchy of alienation can then be determined using a series of characteristics, which apply to all (or part of) a Park within the Adelaide Park Lands regardless of ownership/custodianship of the land, under the following headings:
  - 31.1. Accessible Park Lands (Unalienated Park Lands), Park Lands that are openly accessible and provide unrestricted access to the general public
  - 31.2. Temporary Use (Unrestricted Public Access) (Unalienated Park Lands), Park Lands that host a temporary use but maintain unrestricted access to the general public
  - 31.3. Incidental Use (Restricted Public Access) (Unalienated Park Lands), Park Lands that host a temporary event that is restricted to the general public due to admission fee or are temporarily fenced to restrict public access.
  - 31.4. Alienated Park Lands (Permanent Restricted Public Access), build form within the Park Lands that is for a 'Non-Park Land Purposes', has restricted general public access or incurs a fee for entry.



## Next Steps

32. Pending discussions by Kadaltilla about an alienation hierarchy, Administration proposed the next steps will include:
  - 32.1. Internal workshopping and agreement of definitions and testing of hierarchy of alienation / framework for considering access to the Adelaide Park Lands
  - 32.2. Implementation and mapping of current conditions against the hierarchy / framework to establish baselines – this will allow for data and insights to be provided to Kadaltilla, outlining how the Park Lands fall under the hierarchy.
  - 32.3. Setting measurable targets for each tier of the hierarchy / framework
  - 32.4. Identifying quick wins for community access to the Adelaide Park Lands and relevant stakeholder engagement.

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- END OF REPORT -

# Kadaltilla

Adelaide Park Lands Authority

## Defining and Identifying Alienation of Park Lands

Explore the relationships between community access to the Adelaide Park Lands and alienation of Park Lands for community or other purposes

Park Lands Policy and Sustainability

**Kadaltilla**  
Adelaide Park Lands Authority



# Purpose

The purpose of the workshop is to:

1. Explore the relationships between community access to the Adelaide Park Lands and alienation of Park Lands for community or other purposes
2. Discuss terminology and concepts being used to describe community access to, and public benefit generated by, the Adelaide Park Lands, and possible reframing of that language
3. Key terminology and concepts include:
  - **Alienation of Park Lands**
  - **Hardstand areas**
  - **Concept of 'No Net Loss'**
  - **What are Park Lands related purposes?**
  - **Community use and expectation for Park Lands**
  - **Ability of Council to direct and control land use**



# Key Questions

## HIERARCHY OF ALIENATION

What are Board Members views on the proposed definitions and concept of a hierarchy of alienation?

## RETURN TO PARK LANDS TOOLS

What advice do the Board Members have to progress and embed definitions with the State Government and Council?

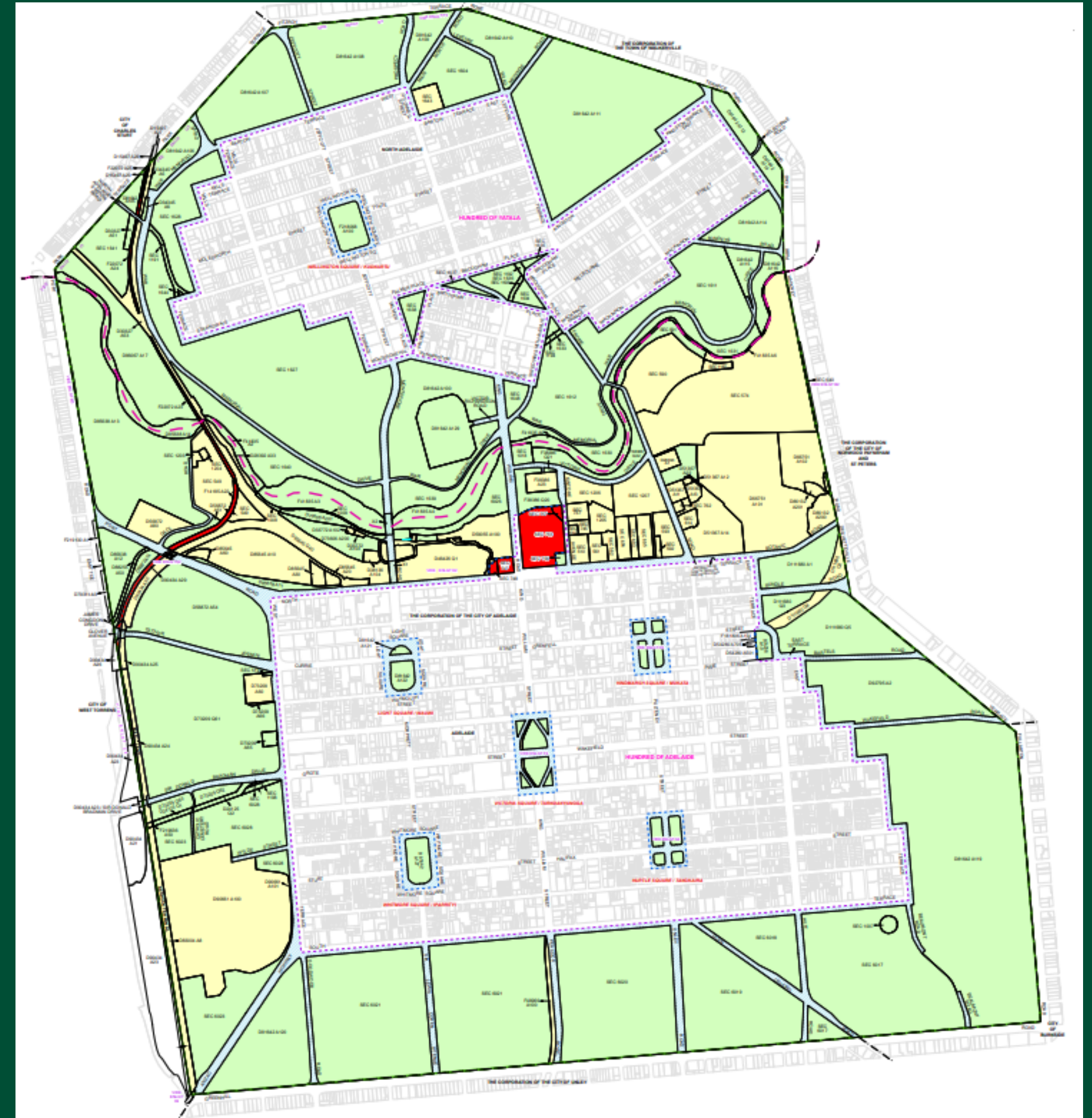
# Implications

Implication	Comment
Adelaide Park Lands Management Strategy 2015-2025	Ensure no further alienation of the Park Lands and facilitate the return of alienated land back to Park Lands wherever possible
2020-2025 Strategic Plan	<p>Strategic Plan Alignment – Advice</p> Function as the peak advisory body for policy, development, heritage and management of the Park Lands

# Purpose of Adelaide Park Lands

The purpose in which the Adelaide Park Lands are held:

To provide benefit to the people of South Australia by being publicly accessible and supporting a diverse range of environmental, natural heritage, cultural, recreational and social values and activities, providing a defining feature to the City of Adelaide and contributing to the economic and social well-being of the city.



“Adelaide Park Lands Plan” deposited at the General Registry Office, requirement of the *Adelaide Park Lands Act 2005 (SA)*



# Defining Alienation

## Community Land

The alienation of 'Community Land' generally refers to:

- The sale, transfer or leasing/licensing of land held by Government that leads to restricted public access to land.

In some contexts, it refers to the transfer of land from one party to another:

- This might be the permanent transfer of State/Local Government owned land to a private owner resulting in removal of public access, or
- It may be defined through a less permanent measure, such as a lease or license that restricts public access for a period of time such as a license to a sporting club or a major event.

## Alienation of land in Property Law is defined as:

In property law, alienation is the voluntary act of an owner of some property to dispose of the property, while alienability, or being alienable, is the capacity for a piece of property or a property right to be sold or otherwise transferred from one party to another.

## Local Government Act 1999

Section 202 (Alienation of community land by **lease or licence**) of the *Local Government Act 1999* outlines the alienation of Community Land by way of lease or license.

A lease or licence may provide for—

- (a) the erection or removal of buildings and other structures for the purpose of activities conducted under the lease or licence;
- (b) the exclusion, removal or regulation of persons, vehicles or animals from or on the land, and the imposition of admission or other charges

These leases and license essentially allow for uses such as sporting clubs that have exclusive use of a facility that can restrict public access.

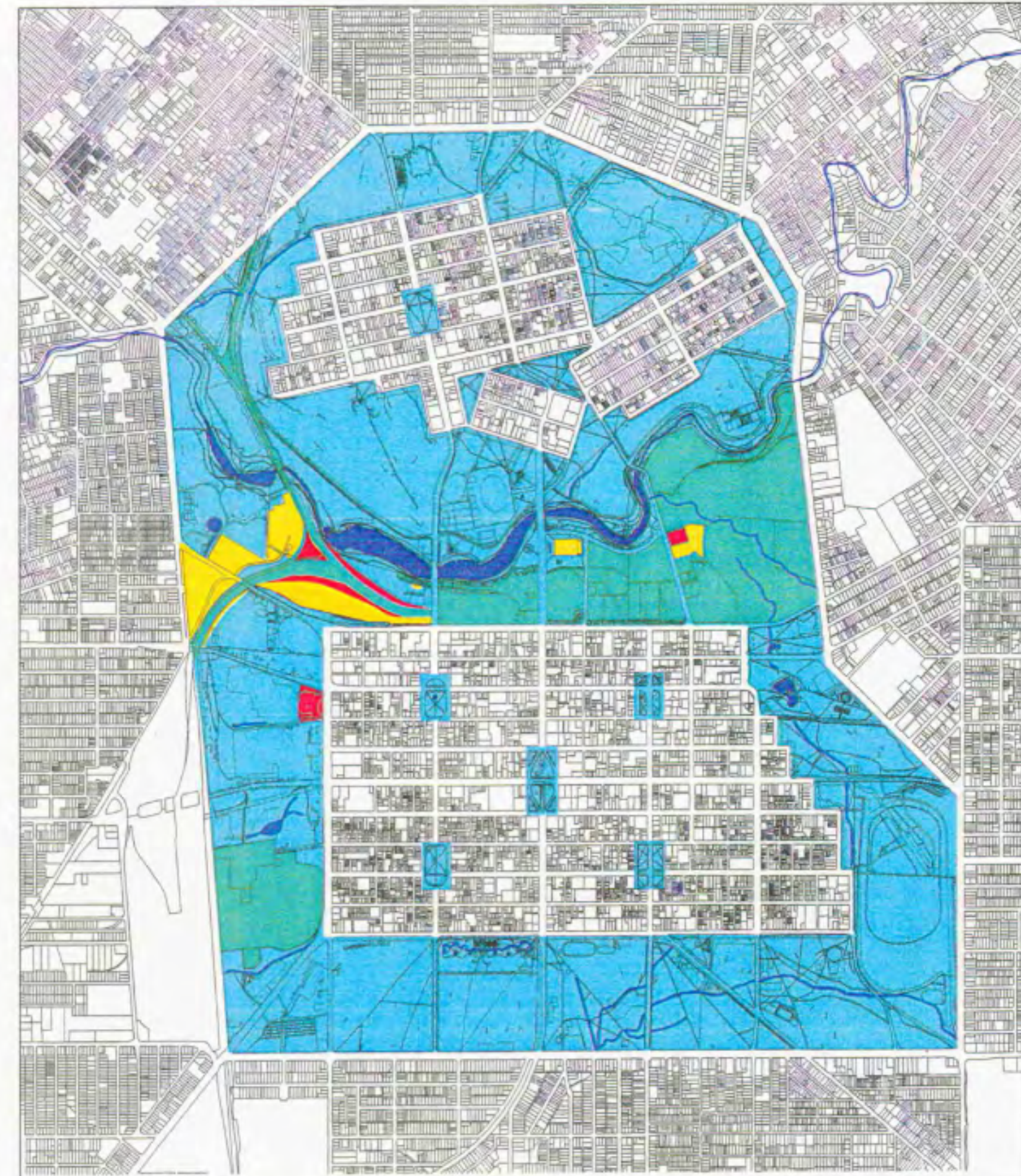
# Alienation of Adelaide Park Lands

## Adelaide Park Lands Management Strategy 1999

- Defines alienated Park Lands as:
  - Those areas of the original Park Lands (including the nine original designated reserves) which are not publicly accessible
  - May or may not already be under the care and control of City of Adelaide
- Recommended the return of public access to alienated land and its subsequent return to the Council:
  - Predominantly referred to the transfer of ownership of identified land from National / State ownership to the City of Adelaide

## Adelaide Park Lands Management Strategy 2015-2025

- Ensure no further alienation of the Park Lands and facilitate the return of alienated land back to Park Lands wherever possible



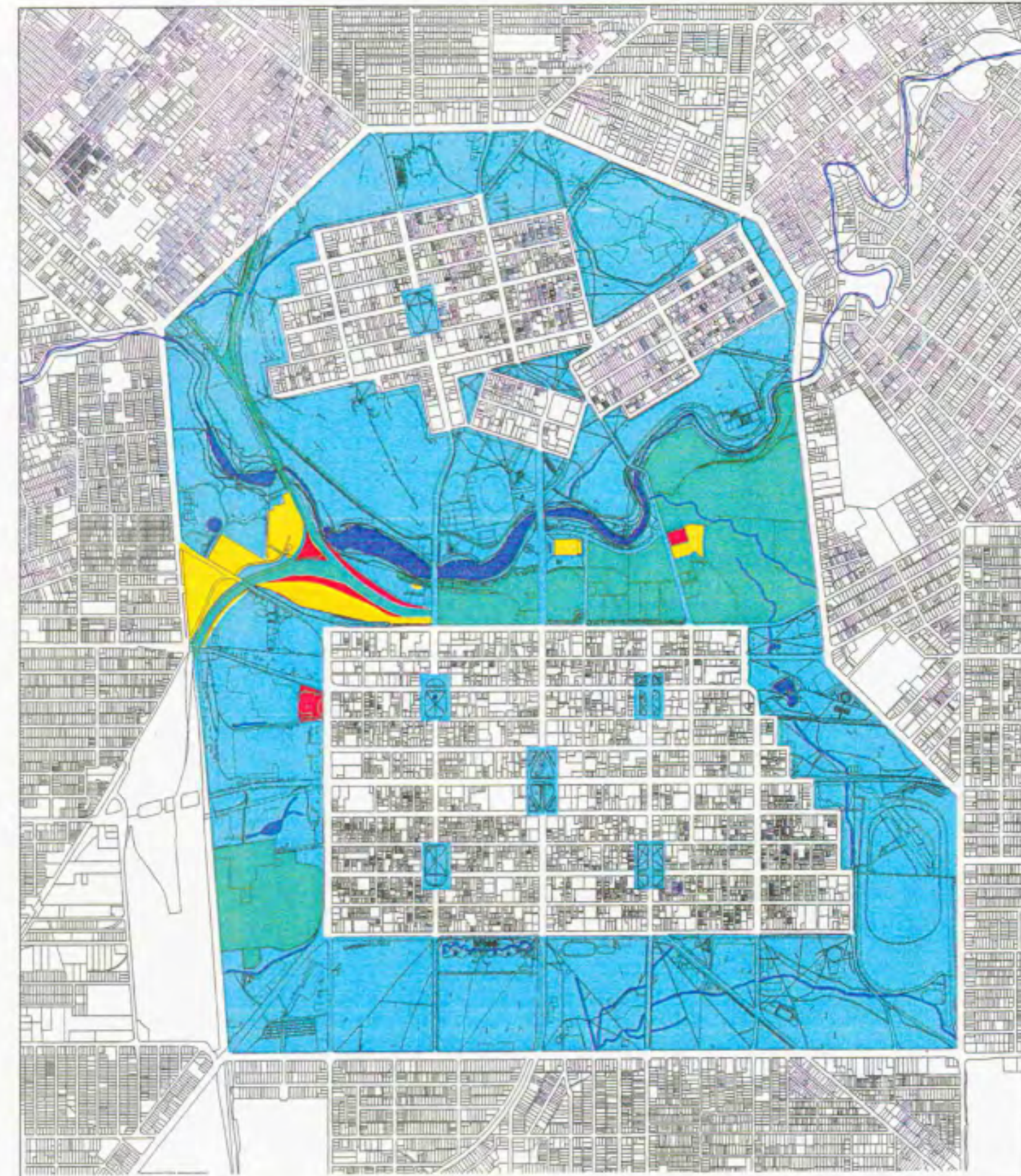
ALIENATED LAND 1999

LEGEND

- PARK LANDS AND SQUARES UNDER CARE AND CONTROL OF ADELAIDE CITY COUNCIL
- PRIORITY RETURN AREAS TO PARK LANDS USE SUBJECT TO AGREEMENTS
- POSSIBLE FUTURE RETURN TO PARK LANDS USE SUBJECT TO AGREEMENTS
- GOVERNMENT RESERVES/OTHER USES

# Need for a new definition of Alienation of Park Lands

- It is increasingly difficult for 'alienated land' to be returned to public access and City of Adelaide, due to the nature of land that is, or is becoming alienated, or is already alienated:
  - e.g new development - NWCH and the proposed SAPOL Barracks
  - Existing development – Cemetery, Old Adelaide Gaol
- A new definition of Alienated Park Lands is proposed that would introduce:
  - Park Land Purposes
  - Non-Park Land Purposes
  - And be supported by a Hierarchy of Alienation
- The hierarchy provides for Non-Park Land Uses to be returned to Park Land Uses and adopts the concept of:
  - Enhance to protect the Adelaide Park Lands in accordance with the purpose in which the Park Lands are held



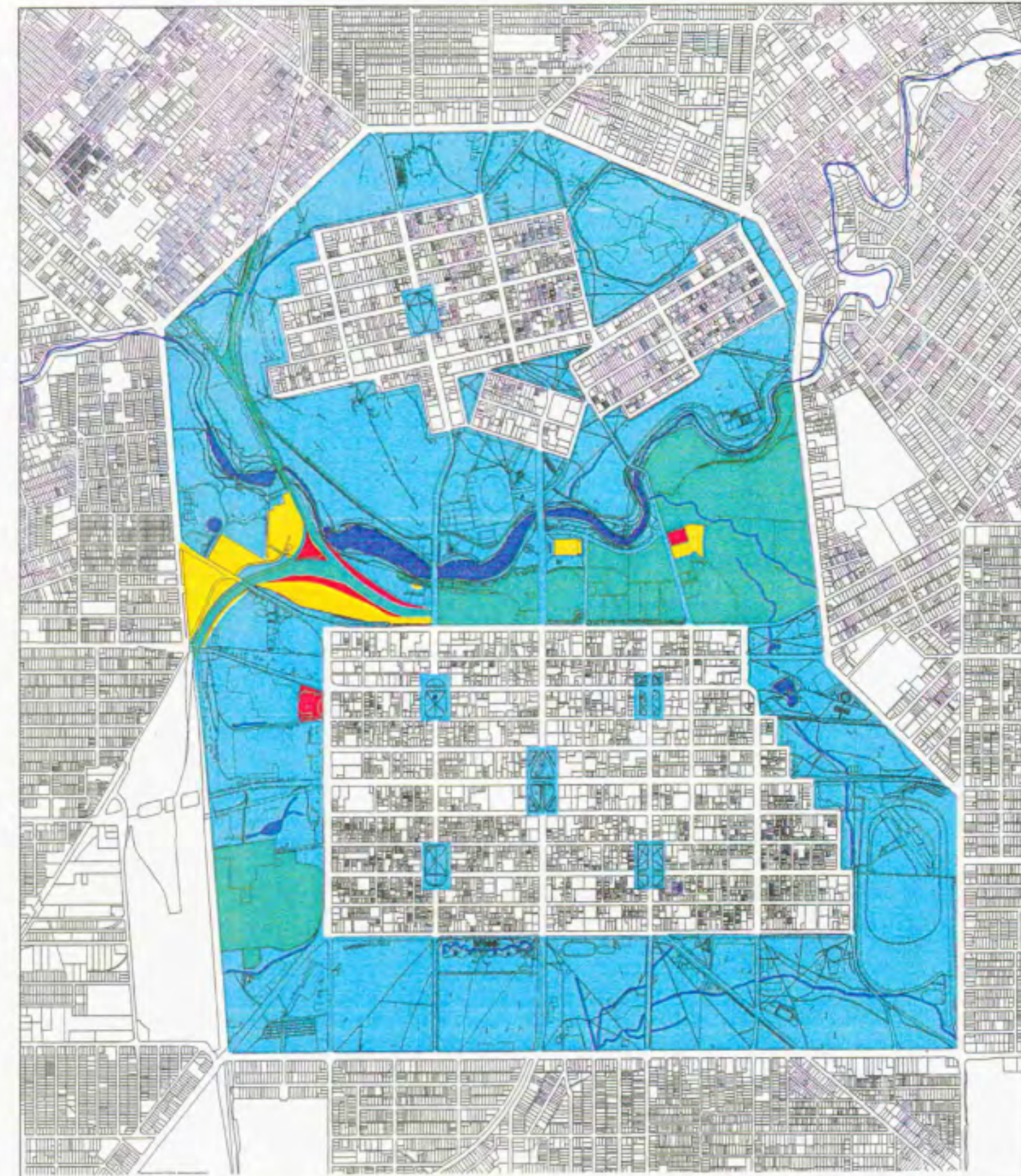
ALIENATED LAND 1999

**LEGEND**

- PARK LANDS AND SQUARES UNDER CARE AND CONTROL OF ADELAIDE CITY COUNCIL
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- POSSIBLE FUTURE RETURN TO PARK LANDS USE SUBJECT TO AGREEMENTS
- GOVERNMENT RESERVES/OTHER USES

# New Definition of Alienation

- A substantial intrusion on the Adelaide Park Lands (defined by the Adelaide Park Lands Plan) for 'Non-Park Land Purposes' that results in:
  - Permanently restricting general public access
  - 'Net loss' of publicly accessible Park Lands
- This definition can apply to Parks (or part of) that may be under the care and control of the City of Adelaide or the State Government



ALIENATED LAND 1999

LEGEND

- PARK LANDS AND SQUARES UNDER CARE AND CONTROL OF ADELAIDE CITY COUNCIL
- PRIORITY RETURN AREAS TO PARK LANDS USE SUBJECT TO AGREEMENTS
- POSSIBLE FUTURE RETURN TO PARK LANDS USE SUBJECT TO AGREEMENTS
- GOVERNMENT RESERVES/OTHER USES

# Defining Other Important Terms

## No Net Loss

- Adelaide Park Lands are defined by a registered GRO plan
  - The boundary of this plan would need to be amended for there to be a 'net loss of Adelaide Park Lands'

## Net Loss of publicly accessible Park Lands

- Can be defined as occurring when a Park (or part of) changes from having a 'Park Lands Purpose' to a 'Non-Park Lands Purpose'

## Return to Park Lands

- Can be defined as land previously used for a 'Non-Park Lands Purpose' being permanently returned to the general public for a 'Park Land Purpose'
- Does not necessarily require the land to be transferred to the City of Adelaide, as ownership does not always dictate public access
  - e.g. Torrens Parade Grounds and the Adelaide Botanic Gardens, which are under the State ownership, but are generally accessible to the general public



# Alienation of Park Lands Framework

## Park Land Purposes (Unalienated Park Lands)

- Woodlands, wetlands and grasslands with unrestricted public access
- Sports fields/courts for community sporting purposes
- Play spaces / Playgrounds
- Formal gardens
- Built form associated with a Park Lands Purpose -e.g Kiosk, community sporting changeroom, amenities such as public toilets
- Hard stand surfaces associated with a Park Lands Purpose
- Temporary uses such as events, ceremonies or organised sporting games
- Temporary construction works associated with a Park Lands Purpose

**Park Lands that are associated with a 'Park Lands Purpose' should be promoted, enhanced and protected**



# Alienation of Park Lands Framework

## Non-Park Land Purposes (Alienated Park Lands)

- Laying out streets and roadways
- Build form not associated with a Park Lands purpose or restricts public access
- Hard stand surfaces not associated a Park Lands purpose
- Permanently fenced areas that restrict public access

## Leases and Licenses (Alienated/Unalienated Park Lands)

- For a 'Park Land Purposes' Council may issue revocable licenses and in some cases leases to outside operators
  - A revocable license for a park purpose is usually not an alienation of Park Land
- Leases are carefully examined to determine the extent to which exclusivity is granted and a public benefit is served and may be considered as an alienation of Park Lands if the lease is not for a 'Park Lands Purpose'

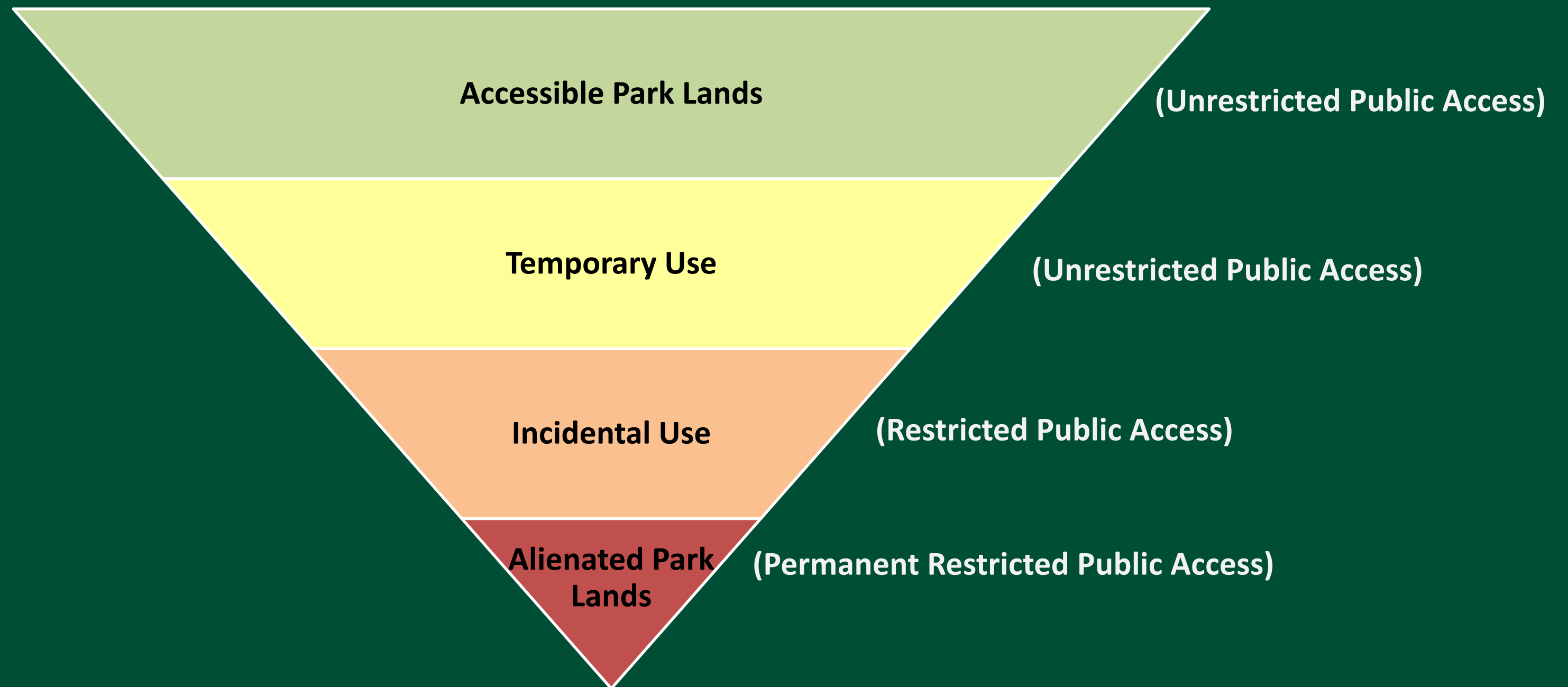
**Non-Park Land Purposes should be limited and where appropriate, Non-Park Land Purposes should be 'returned to a Park Land Purpose'**



# Alienation Hierarchy

The following characteristics should be used to determine the hierarchy of all (or part of) a Park within the Adelaide Park Lands and read in conjunction with 'Defining Park Land Alienation'

The ownership/custodianship of the land is not considered in this hierarchy as this does not always restrict public access to Park Lands



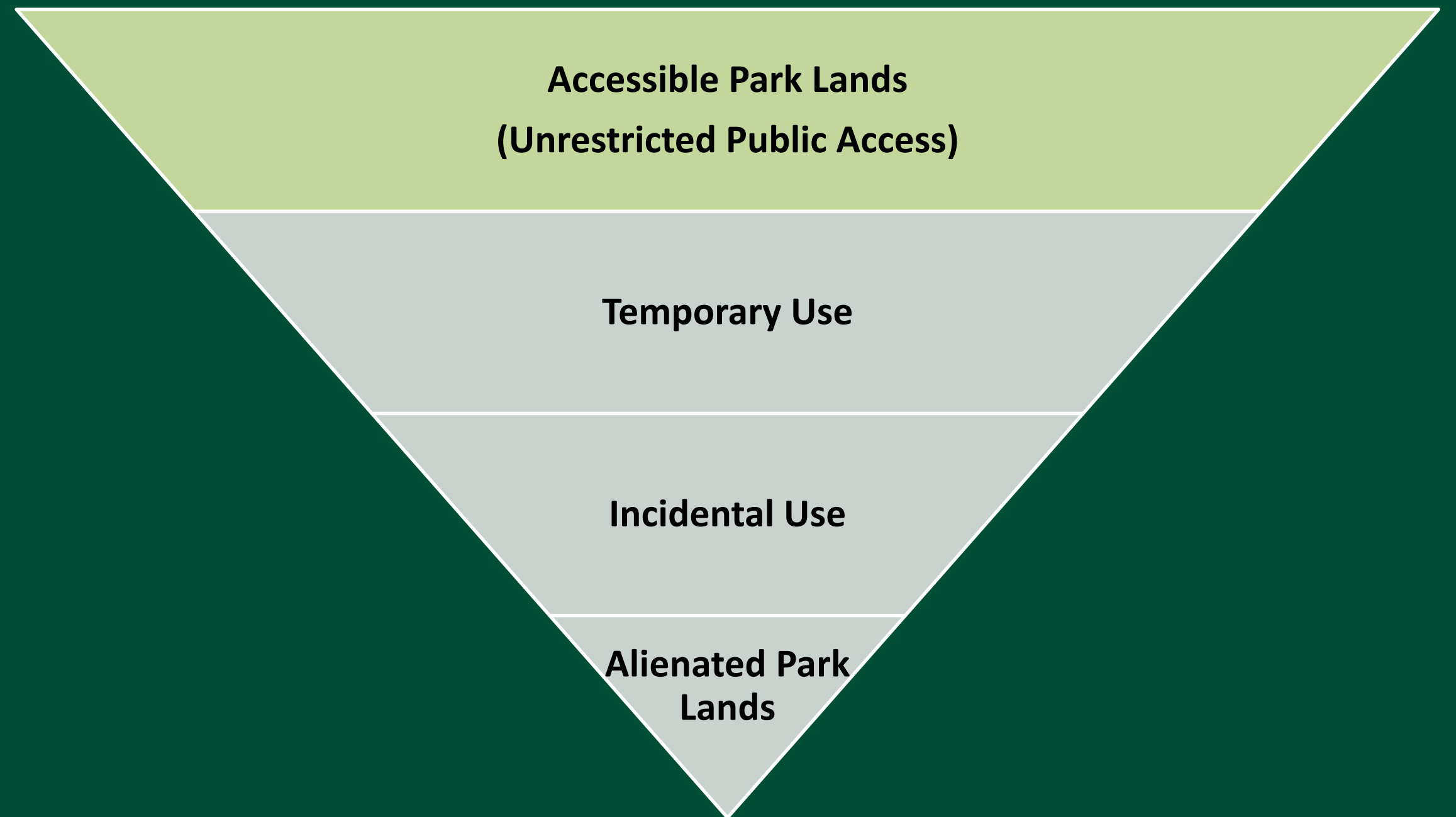


# Alienation Hierarchy

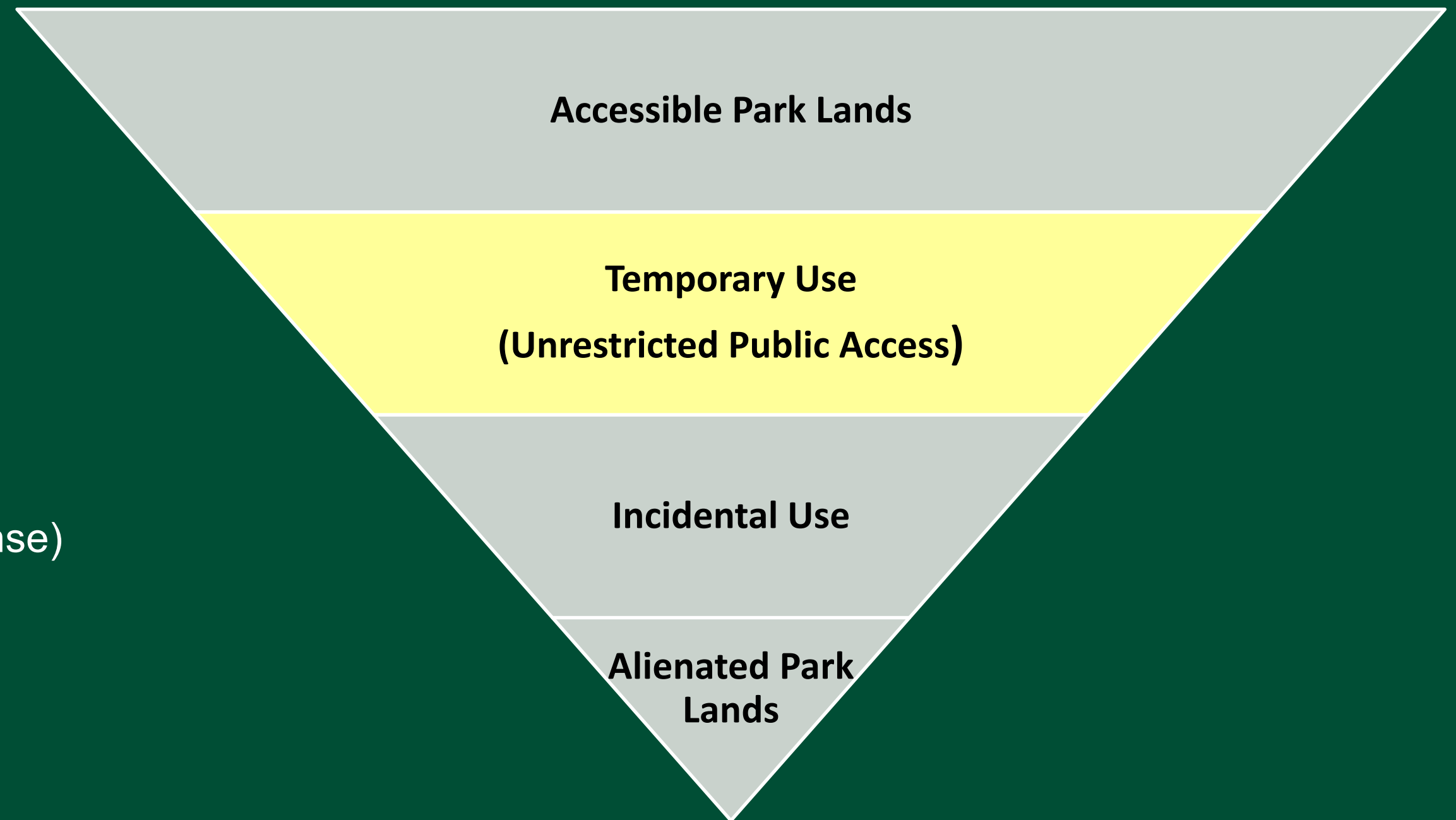
## Accessible Park Lands (Unalienated Park Lands)

Park Lands that are openly accessible and provide unrestricted access to the general public, including:

- Woodlands, wetlands and grasslands
- Play Spaces / Play Grounds
- Formal gardens
- Built form amenities associated with a Park Lands Purpose that have unrestricted public access
- Hard stand surfaces associated with a Park Lands Purpose



# Alienation Hierarchy

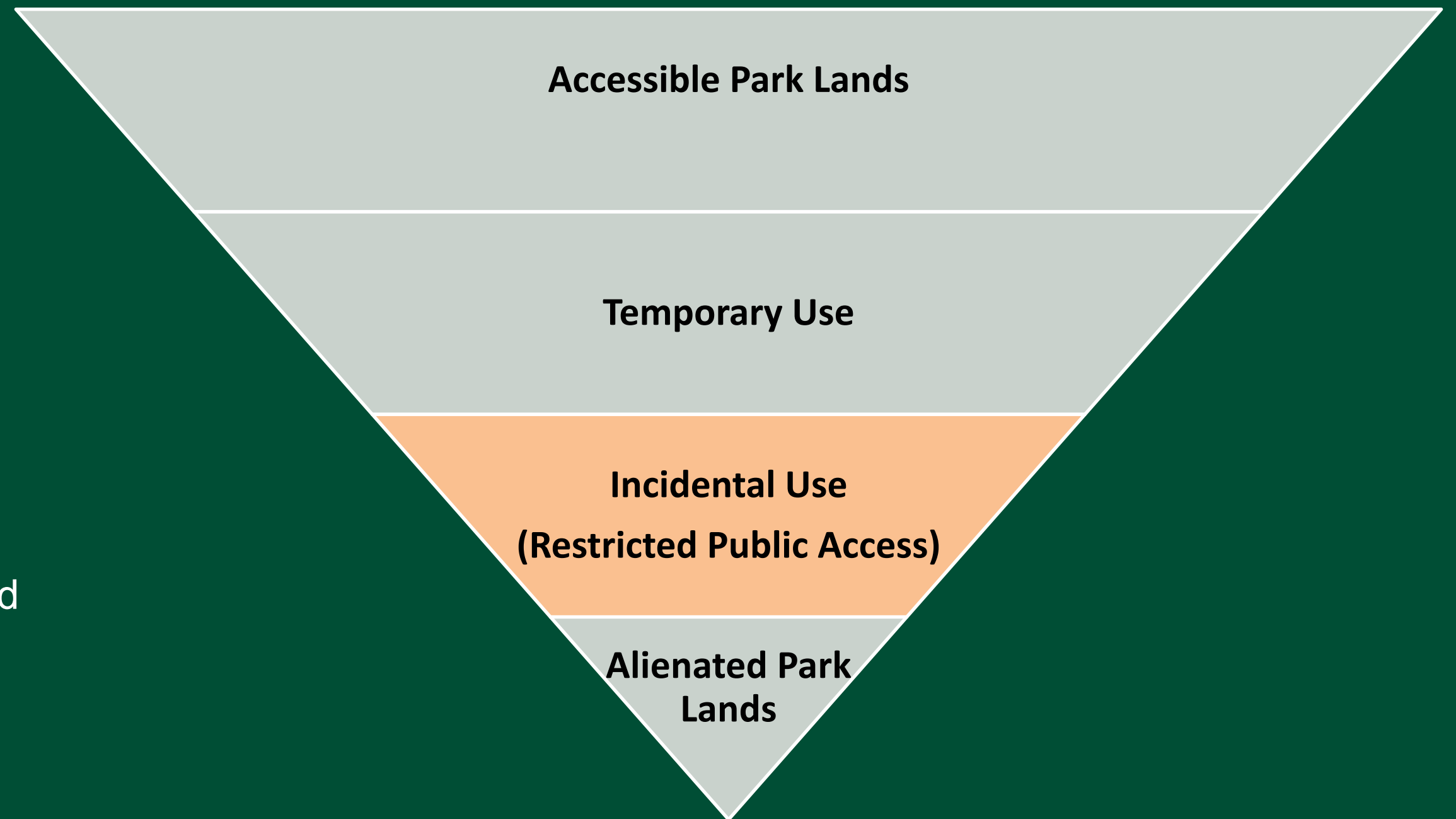


## Temporary Use (Unrestricted Public Access) (Unalienated Park Lands)

Park Lands that host a temporary use but maintain unrestricted access to the general public including:

- Community sporting fields (not under lease or license)
- Community events/ceremonies (no fee charged)

# Alienation Hierarchy

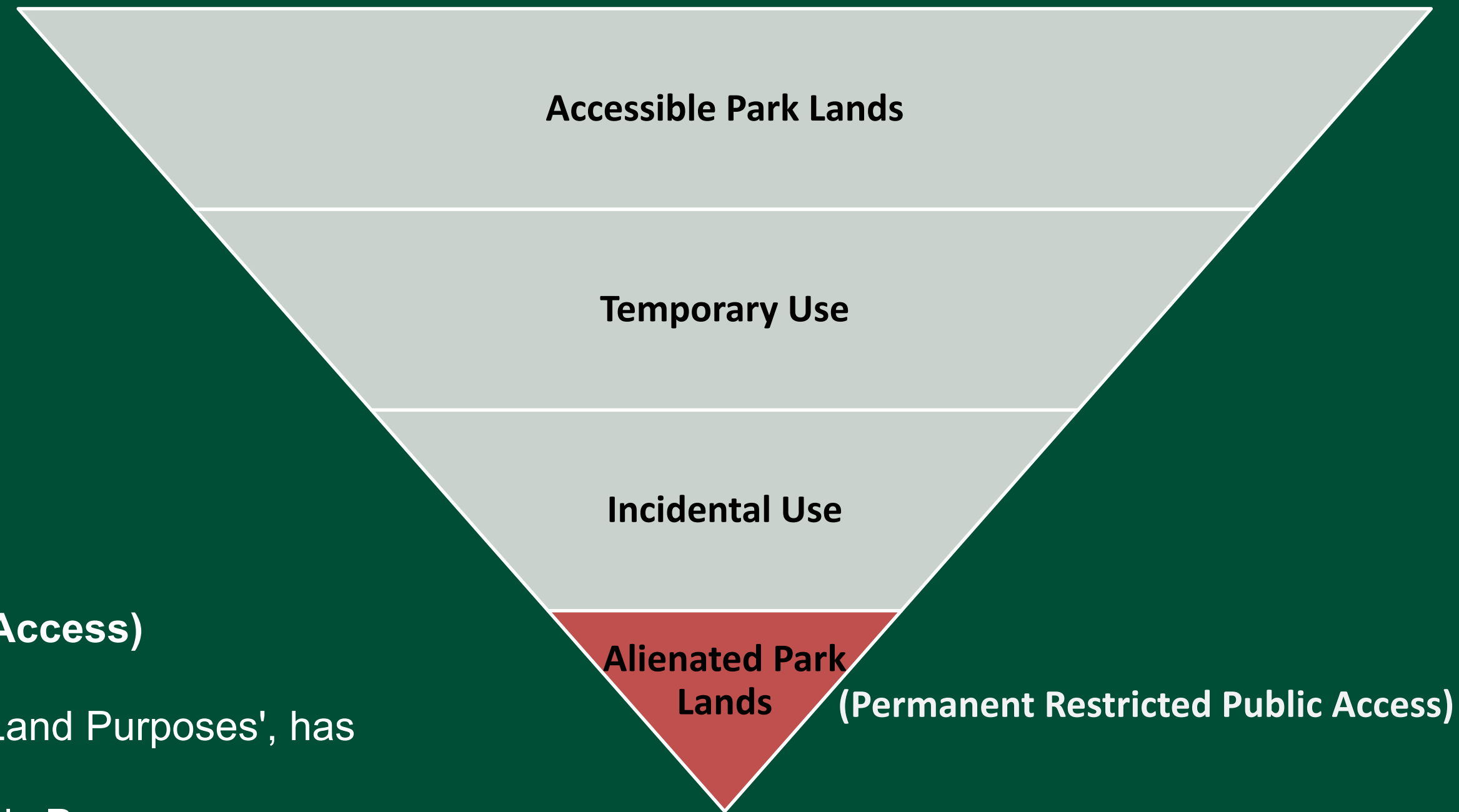


## **Incidental Use (Restricted Public Access) (Unalienated Park Lands)**

Park Lands that host a temporary event that is restricted to the general public due to admission fee or are temporarily fenced to restrict public access:

- Community sports fields or courts (under lease or license)
- Built form associated with community sporting clubs (under lease or license) that restrict public access
- Construction works that require temporary fencing
- Ticketed Events

# Alienation Hierarchy



## Alienated Park Lands (Permanent Restricted Public Access)

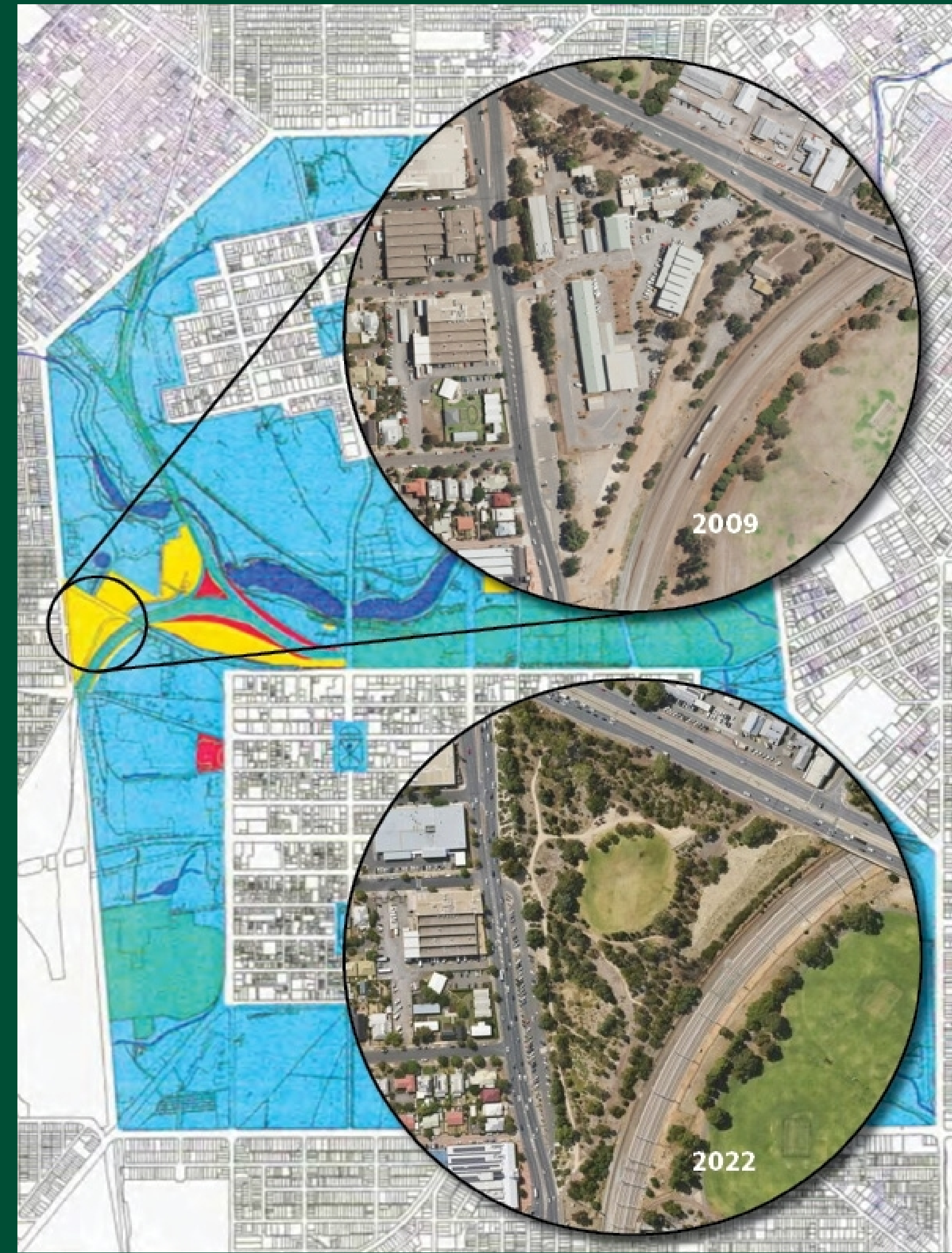
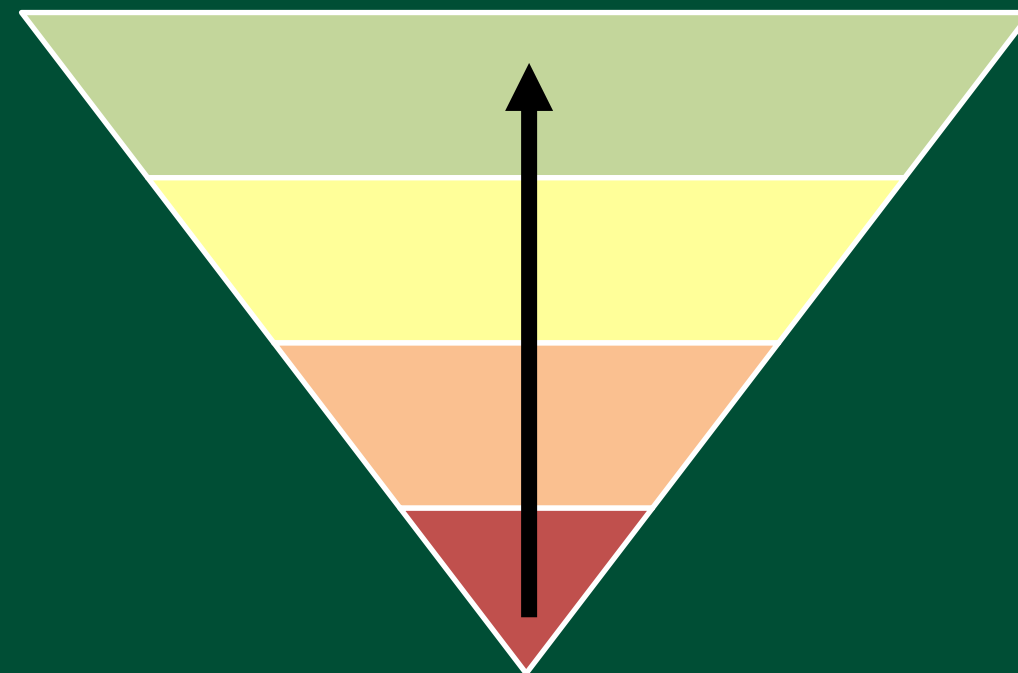
Build form within the Park Lands that is for a 'Non-Park Land Purposes', has restricted general public access or incurs a fee for entry

- Restricted car parking not associated with a Park Lands Purpose
- Park Lands which are permanently fenced that restrict general public access
- Public roadways
- Buildings that offer no public utility
- Buildings whose purpose may deliver public good or benefit, but is not consistent with the Park Lands purpose and could be accommodated elsewhere

# Example of Alienated Park Lands returning to Accessible to Park Lands

Former SA Water Site  
Gladys Elphick Park | Narnungga (Park 25)

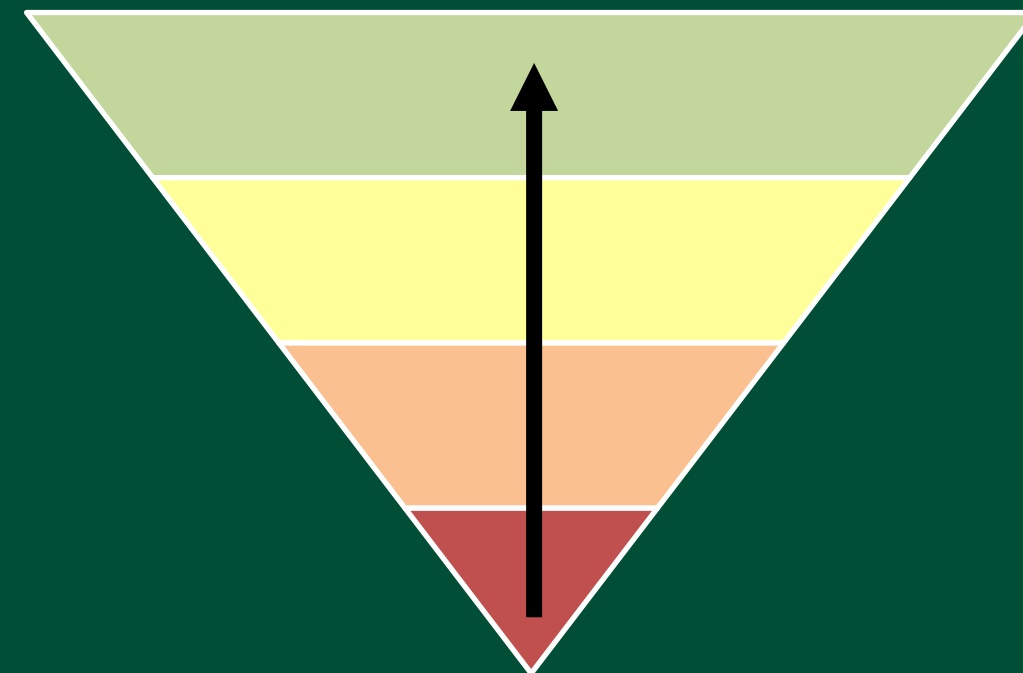
- Park Land
- Unrestricted public access
- Increase tree canopy
- Native revegetation
- Public art
- Walking and cycling path network



# Example of Alienated Park Lands (in part) returning to Accessible to Park Lands

Former Rail Yards > Water Treatment > Riverbank Precinct  
Helen Mayo Park

- Park Land
- Partially fenced
- Partially unrestricted public access
- 'Enhance to Protect'



# Key Questions

## HIERARCHY OF ALIENATION

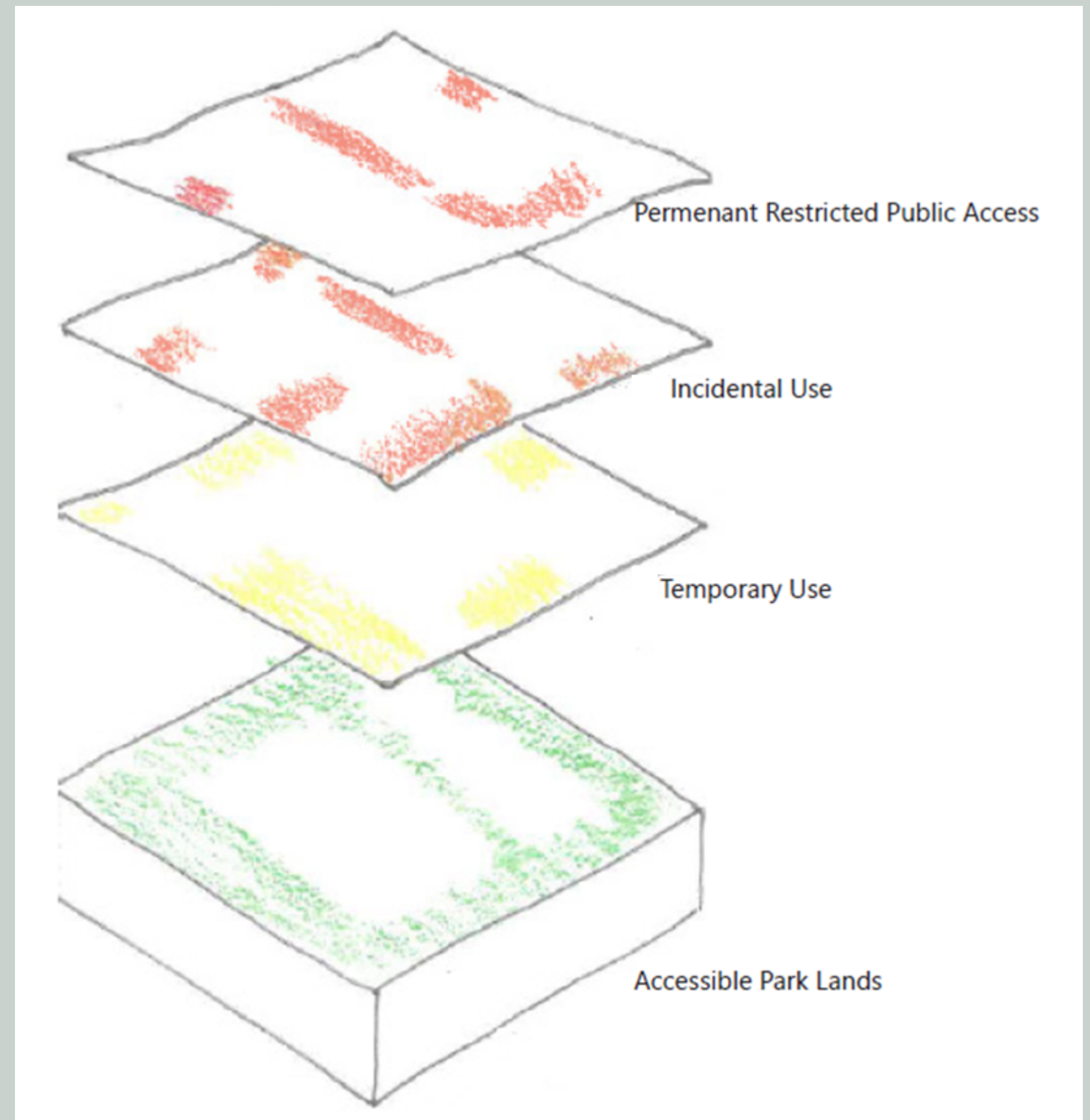
What are Board Members views on the proposed definitions and concept of a hierarchy of alienation?

## RETURN TO PARK LANDS TOOLS

What advice do the Board Members have to progress and embed definitions with the State Government and Council?

# Next Steps

1. Internal workshopping and agreement of definitions and testing of hierarchy of alienation / framework for considering access to the Adelaide Park Lands
2. Implementation and mapping of current conditions against the hierarchy / framework to establish baselines
3. Set measurable targets for each tier of the hierarchy / framework
4. Identify quick wins for community access to the Adelaide Park Lands and relevant stakeholder engagement





**Thank You.**



**Kadaltilla**

# Kadaltilla

Adelaide Park Lands Authority

## Draft Victoria Park Master Plan

**Thursday, 25 May 2023**  
**Board Meeting**

**Author:**

Sarah Gilmour, Associate  
Director Park Lands, Policy &  
Sustainability

Public

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## Purpose

The purpose of this report is to seek Council endorsement to undertake community consultation on the draft Victoria Park / Pakapakanthi (Park 16) Master Plan.

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## Recommendation

THAT THE ADELAIDE PARK LANDS AUTHORITY ADVISES COUNCIL:

That the Kadaltilla / Adelaide Park Lands Authority:

1. Endorses the draft Victoria Park / Pakapakanthi (Park 16) Master Plan as provided in Attachment A to Item 6.1 on the Agenda for the meeting of the Board of Kadaltilla held on 25 May 2023 for the purposes of Council undertaking community consultation.
-

## Implications

Adelaide Park Lands Management Strategy 2015-2025	<a href="#">Adelaide Park Lands Management Strategy 2015-2025</a> The Victoria Park Precinct plan contained in the Adelaide Park Lands Management Strategy 2015-2025 was used as the base concept for the draft Master Plan development.
2020-2025 Strategic Plan	<a href="#">Adelaide Park Lands Authority 2020-2025 Strategic Plan</a> <a href="#">Strategic Plan Alignment – Environment</a> Improve community connection with the natural and cultural landscape of the Park Lands.
Policy	Delivery of the final stages of Victoria Park is identified as a Big Move – Places and Spaces in the Adelaide Park Lands Management Strategy 2015-2025.
Consultation	Targeted stakeholder consultation was undertaken in 2022 to inform the Master Plan. This report seeks endorsement for broad community and stakeholder consultation in 2023 on the draft Master Plan.
Resource	Broad costings will be undertaken following community and stakeholder consultation on the draft Master Plan and prior to final decision by the Council.
Risk / Legal / Legislative	Consideration for the <i>Motorsport Act 1984 (SA)</i> and 2023 Declared Area has been included in the draft Master Plan.
Opportunities	The draft Master Plan provides a vision and framework to enhance Victoria Park and guide future investment.
City of Adelaide Budget Allocation	\$60,000 in 2022/2023.
Life of Project, Service, Initiative or (Expectancy of) Asset	The Master Plan outlook is for 5-10 years.
Ongoing Costs (eg maintenance cost)	Dependant on existing asset renewal and extent of proposed new works.
Other Funding Sources	External funding sources will be pursued for implementation of a Master Plan for Victoria Park. This may include from National and State Government, Capital City Committee, adjoining Council contributions (where appropriate), recreation and sport grants, club and association co-investment, Brownhill Keswick Creek Stormwater Project, and South Australian Motorsport Board.

# Discussion

## 1. Victoria Park / Pakapakanthi (Park 16)

- 1.1. The purpose of this report is to seek Council endorsement to undertake community consultation on the draft Victoria Park / Pakapakanthi (Park 16) Master Plan.
- 1.2. Victoria Park / Pakapakanthi (Park 16) occupies the area in the eastern Park Lands, between Fullarton Road, Wakefield Street and the residential neighbourhood east of Hutt Street, Adelaide.
- 1.3. The 72-hectare Park is one of the largest parks of the Adelaide Park Lands and is a combination of turf, native grass woodland, remnant vegetation and the recently completed Victoria Park / Pakapakanthi (Park 16) Wetland.
- 1.4. There are several State Heritage listed buildings in the north-east of the Park, including the Grandstand, former Turnstile building and Racing Club building.
- 1.5. The Park provides recreation and open space and caters for multiple sports and recreation users, with generally well serviced facilities throughout the Park.
- 1.6. The Park functions as a major outdoor events space with a range of events held across the year.

## 2. Background

- 2.1. At its meeting on 12 October 2021, Council requested a report be prepared for the Kadaltilla / Park Lands Authority (Kadaltilla) outlining the necessary steps toward development of a new landscaping proposal to achieve enhanced greening - in particular tree canopy for shade across Victoria Park – Pakapakanthi (Park 16).
- 2.2. A report was presented to Kadaltilla on 24 February 2022 outlining a proposal to develop a Landscape Concept Plan for Victoria Park / Pakapakanthi (Park 16).
- 2.3. At its meeting on 15 March 2022, Council noted Kadaltilla support for the development of a new Landscape Concept Plan for Victoria Park / Pakapakanthi (Park 16), and sought consideration of the following:
  - 2.3.1. Lack of trees and shade, particularly, but not exclusively, at the northern end of the Park around the bitumen motor sport track and historic grandstand
  - 2.3.2. Need to provide a hospitable and attractively landscaped environment for a future, hotter climate
  - 2.3.3. Cultural landscape and social values of the Park, including the associative values attached to the motor sport track, horse-racing, cycling and other contemporary uses
  - 2.3.4. Remnant native plant and animal habitat and original vegetation
  - 2.3.5. Many informal and formal uses of the Park
  - 2.3.6. Limitations on tree plantings imposed by soil contamination
  - 2.3.7. The desire for an inspiring and sustainable landscape.
- 2.4. In early 2022, Aspect Studios was engaged to develop the Master Plan for Victoria Park / Pakapakanthi (Park 16).
- 2.5. The draft Master Plan (**Attachment A**) identifies a vision and design principles for Victoria Park. Eight 'key moves' are identified that respond to the desire for increased greening, historical interpretation, multiple existing activities and recreational uses and the various open landscapes across Victoria Park.
- 2.6. The Master Plan vision statements are:
  - 2.6.1. Be greener, cooler and more climate resilient
  - 2.6.2. Celebrate cultural and social values
  - 2.6.3. Continue to provide space for unprogrammed community use and connection to nature
  - 2.6.4. Be biodiverse and improve Adelaide's open grassy woodland landscape character
  - 2.6.5. Provide consistent quality community sports and recreation
  - 2.6.6. A Park that attracts and supports a diverse range of events and activities.

- 2.7. The Master Plan principles are:
  - 2.7.1. Consolidate, complete, and strengthen the path hierarchy
  - 2.7.2. Strengthen neighbourhood connections
  - 2.7.3. Reveal the narrative of pre and post-colonial history
  - 2.7.4. Reconnect the grandstand within the Park
  - 2.7.5. Celebrate the Park Lands character
  - 2.7.6. Reveal and reconnect water in the landscape
  - 2.7.7. Create a Park for year-round activation
  - 2.7.8. Create a smart (technology enabled) Park.

### 3. **Consultation**

- 3.1. Targeted consultation with key stakeholders occurred throughout the initial stages of the project between July-August 2022, to help shape the draft Master Plan and gain valuable feedback on how Victoria Park is being used and managed. The key stakeholders included:
  - 3.1.1. Kaurna Yerta Aboriginal Corporation (KYAC)
  - 3.1.2. City of Adelaide
  - 3.1.3. Green Adelaide
  - 3.1.4. City of Burnside
  - 3.1.5. South Australian Motor Sport Board
  - 3.1.6. Brown Hill Keswick Creek Project Team.
- 3.2. Existing Park 16 community stakeholders, commercial operations, lease holders and license holders were given the opportunity to input into the working draft Master Plan. Those that provided feedback included:
  - 3.2.1. South East City Residents Association (SECRA) and adjacent residents
  - 3.2.2. AusCycling
  - 3.2.3. Pakapakanthi Parkrun
  - 3.2.4. East Adelaide Football Club
  - 3.2.5. South Australian Cricket Association (SACA)
  - 3.2.6. Victoria Park Social Club (VPSC).
- 3.3. The draft Master Plan considers proposals from external stakeholders (e.g. SANFL) who have shown interest through the Sports Facilities Expressions of Interest (EOI) process used to allocate annual sporting and recreation licences within Park 16.
- 3.4. Administration has provided the following feedback to the consultant team to be incorporated in the draft Master Plan post community consultation:
  - 3.4.1. Inclusion of specific metrics and targets to achieve the master plan vision statements and principles
  - 3.4.2. Development of an implementation plan including broad costings and priority investments
  - 3.4.3. Inclusion of the National Heritage Listing area and discussion of the influence of activities.

### 4. **Kadaltilla**

- 4.1. A [presentation](#) was provided to Kadaltilla at the 27 April 2023 meeting to present an overview of the Master Planning process and to gain feedback on the draft principles and information layers.
- 4.2. Kadaltilla feedback has been incorporated within the draft Master Plan including:
  - 4.2.1. Consistent site principles and vision statement/s
  - 4.2.2. Recognition of ongoing community use and sport and recreation
  - 4.2.3. Universal access principles and safety for all users
  - 4.2.4. Protection of existing tree canopy

- 4.2.5. Mapping of activities
- 4.2.6. Inclusion of heat mapping
- 4.2.7. Inter-connectivity including importance of Park Lands Trail
- 4.2.8. Recognition of heritage assets including grand stand.

## 5. **Next Steps**

- 5.1. Subject to Kadaltilla's support for the draft Master Plan, a report will be presented to the City Planning, Development and Business Affairs Committee on 4 July 2023 seeking approval to undertake broad community consultation.
- 5.2. Subject to Council approval, consultation is planned for July/August 2023 and will utilise a range of engagement methods, including:
  - 5.2.1. On-site signage
  - 5.2.2. Information displays at Victoria Park Social Club and Velo café
  - 5.2.3. Community open day at Victoria Park
  - 5.2.4. City of Adelaide's community engagement platform
  - 5.2.5. Social media posts.
- 5.3. Further direct engagement will be undertaken with KYAC, stakeholders and community groups who were consulted during the initial development of the draft Master Plan.
- 5.4. Post consultation, the next steps are:
  - 5.4.1. Review consultation findings
  - 5.4.2. Develop specific metrics and targets to achieve the master plan vision statements and principles
  - 5.4.3. Develop an implementation plan including broad costings and priority investments
  - 5.4.4. Present amended Master Plan to Committee and Council for endorsement in September 2023.
  - 5.4.5. Present the Council endorsed Master Plan to Kadaltilla for noting in September/October 2023.

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## Attachments

### Attachment A – Draft Victoria Park Master Plan

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- END OF REPORT -

# MASTER PLAN FOR VICTORIA PARK/ PAKAPAKANTHI (PARK 16) REVISED DRAFT MASTER PLAN REPORT

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CITY OF ADELAIDE  
17 MAY 2023

DRAFT

PROJECT #	ADL22060-SK01
STATUS	DRAFT
ISSUE	P12
DATE	17/05/2023
PREPARED BY	DY / BB / DM
APPROVED BY	TC



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Victoria Park aerial view  
City of Adelaide



# 1.1 Introduction and Purpose

This report has been commissioned by the City of Adelaide (CoA) in response to its commitment to the Kadaltilla/ Adelaide Park Lands Authority to develop a holistic master plan for Victoria Park / Pakapakanthi (Park 16).

The purpose of the Master Plan is to provide an aspirational, inspiring and sustainable blueprint for the future development of the park that balances multiple user needs and ensures the park continues to perform as a key events and recreation space within the city. The Master Plan will also provide clear vision to reinforce its important strategic links to the city.

The brief for the Master Plan identified the following seven key points to be addressed in the Master Plan:

1. Lack of trees and shade particularly, but not exclusively, at the northern end of the park.
2. The need to provide a hospitable and landscaped environment for a future, hotter climate.
3. The cultural and social values of the park.
4. Remnant native plant and animal habitat and original vegetation.
5. Many informal and formal uses of the park.
6. The desire for an inspiring and sustainable landscape.

### Project Scope

The project involved a review of background documents, site inspections to confirm existing conditions and a number of workshops with council staff and key external stakeholders to understand key issues and opportunities to be addressed in the Master Plan.

Through an iterative design process, ASPECT Studios developed a series of draft Master Plan recommendations for engagement with both internal and external stakeholders.

This draft Master Plan has been prepared on the basis of the following assumptions:

- That greening initiatives have been selected recognising that open spaces are limited to areas that will not impact on sports and recreational activities.
- That motor sports events will continue to be programmed on the site.



Fig 1: Location and Extent of Study



Victoria Park/Pakapakanthi (Park 16)  
City of Adelaide

# 1.2 Strategic Context

## 1.2.1 Role of Victoria Park

The park plays an important role as a major events and recreation space for the city with numerous heavily utilised sports fields and open space. It also contains key biodiversity areas and wetlands located in the south of the site which reinforce its ecological function and habitat values.

The park has a rich history of land use as a cultural event place, firstly as a venue for horse racing, established in the 1840s and since the early 1990s, for motor sports. In addition the park is renowned for its use as a sporting venue. The park is also of environmental significance, being the site of the inaugural Arbor Day plantings in 1887 and 1888 and having numerous natural features including Park Lands Creek, Botanic Creek and remnant grasslands and woodlands that form part of a key biodiversity area which is a protected vegetation and butterfly conservation zone.

The 'People's Park', as it has been termed by the City of Adelaide, must balance the needs of multiple stakeholders on a cultural, social, recreational and environmental level.

It is home to the State Government's Adelaide 500 motor racing event which is held annually and which occupies a significant portion of the site. Uninterrupted views to the city and the Adelaide Hills are a key feature of the park due to its relatively open landscape character and slight elevation.

## 1.2.2 Alignment with Adelaide Park Lands Management Strategy 2015-2025

The Adelaide Park Lands Management Strategy (APLMS) establishes a framework for the ongoing care and development of the Park Lands to ensure a balanced approach to a diverse range of environmental, cultural, recreational and social values and activities. In the context of an increasingly diverse and populous inner urban community in the city's south-east as well as in Unley, Eastwood and Dulwich, the APLMS aims to grow the diversity of activities on offer within Victoria Park while improving the condition of landscapes within the park and improving amenity and accessibility. Key directions identified include:

- Create a formal park to frame the Glen Osmond Road and Hutt Street gateways providing views into the parks and a more appealing streetscape with improved amenity including sealed paths.
- Create an attractive urban address along the southern and eastern boundary that is appealing to use for short-term visits and as an east-west movement option. Provide good amenity and legible connections enticing visitation deeper into the parks. Provide micro and small hubs at regular intervals throughout the zone.
- Develop significant wetlands with associated interpretation, boardwalks and other recreation opportunities, as part of a greater stormwater management plan. Restore the creek line immediately upstream and downstream as part of the works (completed 2022).
- Extend the urban park along East Terrace to provide improved facilities, lighting and amenity.
- Enhance and support the adaptive re-use of buildings in the State Heritage precinct, including uses such as a cafe, kiosk and restaurant.
- Maximise opportunities for activity in and around the State Heritage precinct, including provision of an all-abilities playspace and community courts and develop an ongoing program of activities and events.
- Maintain the woodland and continue to support the initiatives of the community in maintaining and enhancing this area. Provide facilities and amenities to create an appealing place of escape and respite for staff, patients and visitors to St Andrew's Hospital.
- Protect and enhance areas of remnant vegetation and biodiversity significance and provide opportunities for interpretation and limited informal recreation and contemplation.
- Provide additional facilities to enable activation of the southern sports fields.

This Master Plan builds on these key initiatives in the context of the more recent strategic directions of the city.



Fig 2: Strategic context and key linkages



**FORMAL PARK**

- Icons for formal park facilities: playground, sports field, picnic table, bench, dog park, etc.

**SPORTS + REC**

- Icons for sports and recreation: tennis court, basketball court, soccer field, etc.

**WOODLAND**

- Icons for woodland features: tree, bush, etc.

**URBAN ADDRESS**

- Icons for urban address: cafe, kiosk, restaurant, etc.

**RIPARIAN**

- Icons for riparian features: water, wetland, etc.

**MOVEMENT TYPES**

- access road/car park
- promenade
- park lands trail
- edge paths
- walking + running trails
- shared paths

Fig 3: Victoria Park Precinct Plan (APLMS 2015-2025)

# 1.2 Strategic Context

## 1.2.3 Alignment with other Strategic Plans

Key objectives from other strategic plans that have implications for the Master Plan include:

### 30 Year Plan for Greater Adelaide

- A Green Livable City Urban Green Cover is increased by 20% in metropolitan Adelaide by 2045.
- Reinforce the role of the Park Lands as a major recreational, sporting, tourism, natural and open asset destination for the city and metropolitan Adelaide that connects the city to the suburbs.

### City of Adelaide Strategic Plan 2020-2024

- Thriving communities: increase community use of and access to the Park Lands.
- Dynamic City Culture: Protection, preservation and promotion of our unique built, natural and cultural heritage.
- Environmental Leadership: Enhanced greening and biodiversity.

### The Park Lands Community Land Management Plan

- Create a vibrant, flexible and sustainable recreational open space within the iconic Adelaide Park Lands to serve all South Australians, supporting a variety of community activities whilst preserving the unique landscape and heritage qualities of the place. Retain the open expansive nature of the park together with the associated vistas across the park to the hills and city and define open spaces with mature tree planting to the edges of the park.

### City of Adelaide Integrated Biodiversity Management Plan 2018-2023

- To enhance the city's biodiversity.
- To connect people with nature.
- To incorporate Kaurna knowledge into the management of the city's biodiversity.

### City of Adelaide Active City Strategy 2013-2023

Outcome 1: Great spaces to be physically active

- The city contains a range of spaces that are safe and attractive, with shared facilities that promote community led social interactions.

Outcome 2: Financially sustainable facilities

- Facilities are multipurpose and designed and operated to maximise community use and minimise costs.

Outcome 3: People choose to be physically active in the city

- People have a range of choices for being physically active in the city.
- People of all ages, cultures, means and abilities can actively participate in recreation and sport in the city.

Outcome 4: Community led sports opportunities

- The city hosts regular community sporting events.

### City of Burnside Draft City Master Plan

- Retain and extend the current zoning for high density mixed use development along Fullarton Road and the Glenside / Eastwood precinct to provide greater housing choice and diversity within proximity of the Adelaide Park Lands.

## 1.2.4 Heritage Status

The entirety of the Adelaide Park Lands and city layout is listed National Heritage significance as a masterwork of early colonial planning and urban design. Victoria Park is a prime example of the significant social value that the Park Lands provide to all South Australians and the excellent views and vistas to both the city and the Adelaide Hills.

The Grandstand and associated buildings (kiosk and entrance buildings) located in the north-eastern corner of the park, are listed on the State Heritage Register for their significant associations with the early use of the Park Lands for recreation and with the development of horse racing in South Australia.

## 1.2.5 Green Infrastructure Planning

In line with the 30 Year Plan for Greater Adelaide's policy to increase urban canopy cover as well as the CoA's strategic objectives and materials framework, there are opportunities to improve Green Infrastructure within the park.

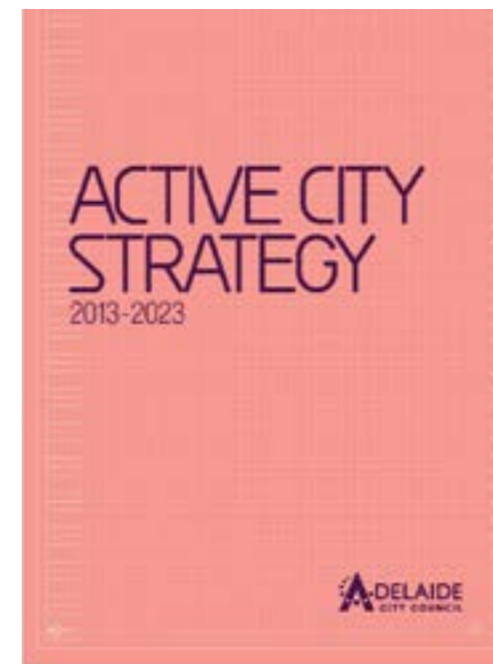


Fig 4: Key State and City of Adelaide Strategic Documents

# 1.3 Background Overview

## Future Urban Growth

In line with Council and State Government strategic planning strategies, increased urban density will see higher resident populations within the vicinity of the park.

Population growth in the CoA area alone is projected to increase by more than 75% over the next 20 years (Adelaide City Council Identification of Development opportunities, URPS, 2022).

As urban population increases, demand for recreational facilities, high quality public spaces and efficient and safe movement corridors will also increase. Victoria Park plays an important role in providing a valuable public space asset to the city and surrounds and as such, future planning should consider improvements to access.

## Links to the City

Victoria Park is a part of a key pedestrian and cycle route from the City of Burnside to the city. Options to improve safe crossing points on Fullarton Road (north and south) as well as along Greenhill Road (from the new Glenside Development) should be considered and respond to the anticipated future urban growth envisioned in the City of Burnside draft City Master Plan as well as to complement planned and future cycle networks across the south-eastern part of the city.

## The Park Lands Trail

The Park Lands Trail connects at the south of the site through Carriageway Park 17/Tuthangga and continues along the east of Victoria Park where it crosses over Wakefield Road. An opportunity exists to improve the safety and amenity of both of these as major pedestrian entry/exit points to the park.

## Parking

The car park located along Fullarton Road to the east of the park is owned and managed by the City of Burnside. An option to expand, upgrade and green this car park should be considered to improve access to the recreation areas of open space within the park. Considerations for the upgrade of all carparks around the park include:

- Provision for Electric Vehicles and charging stations.
- Micromobility and Electric Bike parking and charging stations.
- Emerging vehicle sharing trends (collection/drop off points).
- Smart and intelligent information systems.

## Environmental Conditions

Prior to European settlement Victoria Park was open Grey Box/ Blue Gum woodland that included creeks which meandered from the hills across what is now an open flat plain to meet with Botanic Creek. The south of the site is a Key Biodiversity Area, which contains the Wetlands, remnant vegetation and the butterfly conservation zone. Within this Master Plan opportunities exist to expand the extent of native planting, with consideration to the protection of the environmentally sensitive Protected Conservation Zone.

Landfill has been placed throughout the park to create the racecourse and open fields across the site. Known areas of site contamination exist, particularly through the middle of the park and should be a consideration for any future works.

The park contains two creek lines that continue into adjacent parks: Botanic Creek to the north and Park Lands Creek to the south. Opportunities exist to restore these creek lines and enhance the connection people have with water in Victoria Park.

The Wetlands also act as an important stormwater management system for many adjacent suburbs.

## Social and Cultural History

It is known that the land on which Victoria Park sits would have traditionally been used as a camping and gathering place for the Kurna people prior to colonisation. The park also plays an important role to South Australian Aboriginal history post colonial settlement. In February 1980, members of the Pitjantjatjara, Yankunytjatjara, and other Aboriginal Elders from the north-west of the State converged here to confront the State Government and protest for Aboriginal land rights.

Horse racing was the major social activity Victoria Park was used for beginning around 1840 and continuing until 2007. All that remains today are the Heritage listed features including the Grandstand, Racecourse Gardens, Main Gates, Entry Turnstiles and Bookmakers League Buildings.

Today, one of the key uses of the park is motor sports, including the State Government's Adelaide 500 which is proposed to continue annually for the next 5 years. Prior to this the Australian Grand Prix ran from 1985-1995 followed by V8 supercar racing.

There is an opportunity within the park to further celebrate and recognise these social and cultural references, through education/signage/interpretative material and multi-media technology.



All reference images via <https://www.experienceadelaide.com.au/visit/history-of-adelaide/on-this-spot/>

01\_Kurna Paltu Dance

02\_Crowds of race goers, circa 1920

03\_Race Meeting, 1845 by ST Gill

04\_Arbor Day; Tree Planting, State Library of South Australia, circa 1889

05\_Original layout of Victoria Park Racecourse

# 1.3 Background Overview

## Heat Mapping and the Urban Heat Island Effect

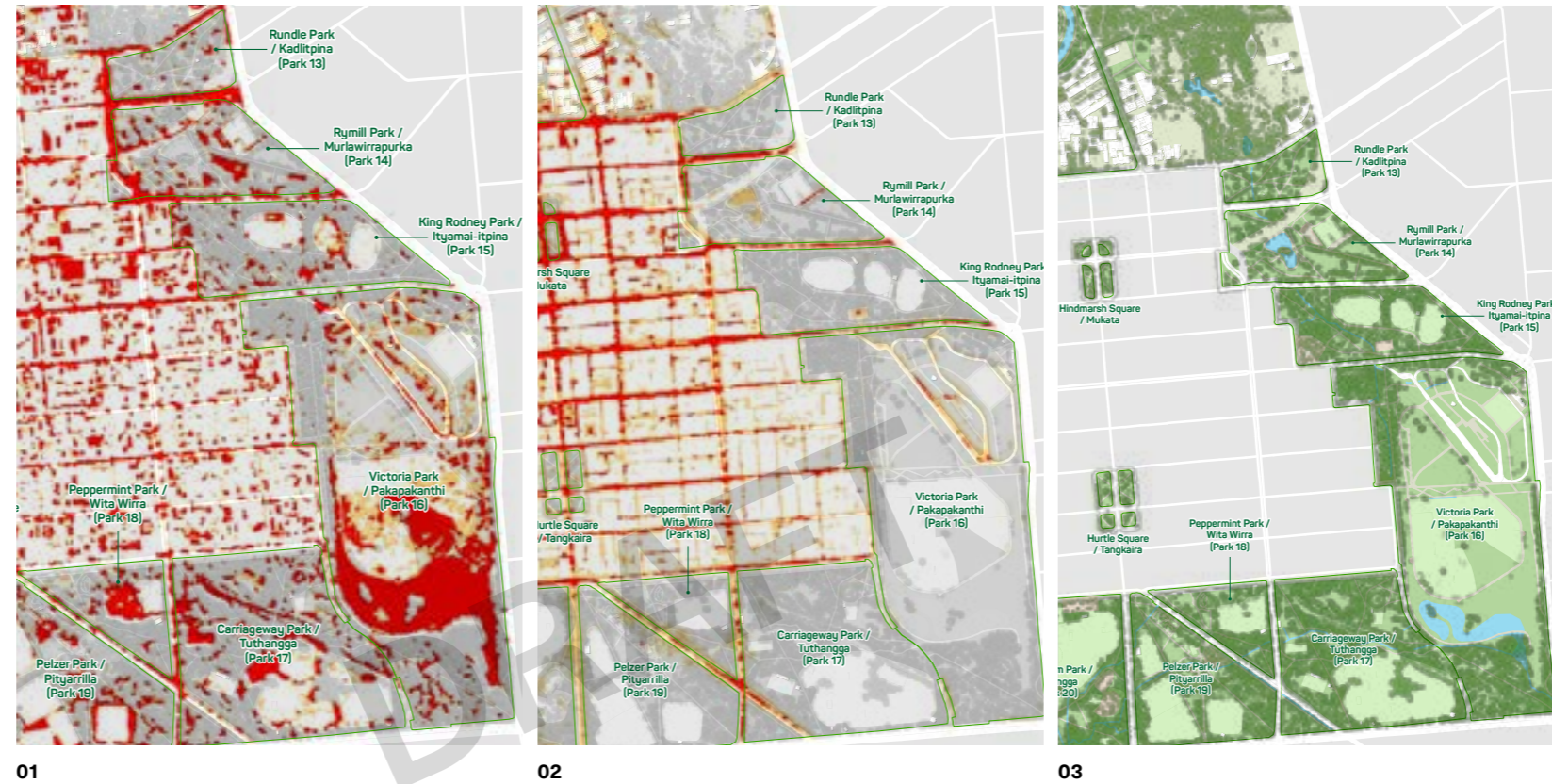
“The urban heat island effect is an extensively documented climate phenomenon and is prevalent in many Australian cities. The City of Adelaide is working to understand and reduce heat islands.”<sup>01</sup>

There is a strong correlation between urban heat and lack of greening. Urban heat in the city has proven to impact on peoples’ health and well-being as well as activity levels.

To increase greening across the Adelaide CBD the Council is actively pursuing the following approaches:

- Tree Planting
- Green Streets and
- Water Sensitive Urban Design (WSUD)

Within the Victoria Park Master Plan there is an opportunity for additional tree planting and WSUD elements to be incorporated to further reduce the peak hot spots during the day, acknowledging that due to the park’s many uses, that space to plant large trees is limited.



All pdf reference data provided by the City of Adelaide

- 01\_Day time Hot Spots
- 02\_Night time Hot Spots
- 03\_Tree Canopy cover

Note: Data provided pre-dates the wetlands development.

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## Adjacent Council Interfaces

Victoria Park plays an important role in providing a key recreation and open space asset for those living and working in adjacent suburbs in both the City of Burnside and the City of Unley. It is important that the interface between Victoria Park and the suburbs in particular to the east is attractive and provides a strong connection to those suburbs.

Tree data collected from the City of Burnside shows that many of the street trees in these suburbs are exotic species which include; Lagerstroemia, Pistacia chinensis, Ulmus parvifolia, Cupaniopsis anacardioides, Jacaranda mimosifolia, Lophostemon confertus and Platanus x acerifolia.

There are opportunities to extend the character of green corridors from the adjacent streets, increasing user comfort and creating a greener identity for Fullarton Road and the Victoria Park frontage.



04



05

Adjacent Street Trees:

- 04\_Street view Fullarton Road
- 05\_Street view Fullarton Road carpark

01 'Study Findings & Background' for 'Cool Road Adelaide', City of Adelaide

## 1.4 Consultation

A number of key stakeholders were engaged in the early stages of the project, to help shape the Master Plan and gain valuable insights into how the park is being used and managed, and to highlight key issues to be addressed in the Master Plan. These stakeholders included:

- Green Adelaide
- City of Burnside
- Brown Hill Keswick Creek Project Team
- City of Adelaide

In addition, the following community stakeholders, commercial operators, lease and license holders were also given the opportunity to provide input into the park's strengths and weaknesses:

- South East City Residents Association (SECRA) and adjacent residents
- AusCycling
- Pakapakanthi Parkrun
- East Adelaide Football Club
- South Australian Cricket Association (SACA)
- Victoria Park Social Club (VPSC)



# Site Assessment



Section 2 – Site Assessment

# 2.1 Existing Conditions

Victoria Park / Pakapakanthi (Park 16) is one of the largest parks of the Adelaide Park Lands and occupies an area of 72 hectares. It is located adjacent to Fullarton Road, Wakefield Street and the residential neighbourhood east of Hutt Street.

The topography of the park can be described as being a shallow bowl with a high point to the south-east that affords excellent views back towards the city. Two creeks traverse the site being Park Lands Creek to the south and Botanic Creek which runs from south to north on the western edge of the park.

The central portion of the park is a highly modified flood plain, and the perimeter of the park is heavily wooded creating a sense of enclosure. It currently provides a diverse range of landscape types and opportunities for activities as shown below.



EXISTING CONDITIONS

- 01 Heritage listed grandstand and surrounds
- 02 Sporting fields
- 03 Criterium track
- 04 Sweat track
- 05 Carpark (owned and managed by City of Burnside)
- 06 Unpaved walking/running track
- 07 Fitness stations
- 08 Botanic Creek
- 09 Brown Hill Keswick Creek Wetland
- 10 The stables and Velo Cafes
- 11 Major event host including Adelaide 500, pedal prix, international 3 day event (horses), motor racing, polo in the city
- 12 Remnant vegetation
- 13 Historic Olive Grove
- 14 Central Gardens

KEY

- Designated fly area for model aircraft
- Protected conservation zone
- Revegetation conservation
- Butterfly conservation zone
- Botanic Creek upgrade
- Popular running track
- Motor Sport Track (Adelaide 500)
- Criterium track
- Park Lands Trail
- DIT Strategic Cycling Network
- Other pathways
- Sporting fields
- Council boundaries

SCALE 1:4000@A3 0 10 50 100M



## 2.2 Site Analysis: Pedestrian and Cycle Network and Materiality

Victoria Park is bordered primarily by residential and commercial properties to the East, South and West.

The site is identified as a critical provider of pedestrian and cycle links into the city from the adjacent suburbs.

A series of shared use paths, gravel and asphalt tracks currently exist, traversing the site in many directions. These paths currently serve multiple functions including running tracks, cycling and general recreational use.

Bus stops are situated on the adjacent arterial routes to the north, east and south of the Park.

The Park Lands Trail is located along the western edge of the site and links through to adjacent parklands.



KEY	
	Shared use path (gravel or asphalt)
	On-road cycle path
	Asphalt path
	Brick path (adjacent to car park)
	Criterium track (asphalt)
	Gravel path
	Park Run (gravel)
	Running track (gravel)
	Park Lands Trail (Shared-use path)
	Central Gardens East-West Connector
	Bridge
	Bike Parking
	Pedestrian/Cyclist entry point
	Signalised or safe road crossing
	Vehicle entry points
	Bus stop

## 2.2 Site Analysis: Pedestrian and Cycle Network and Materiality

The existing path network is diverse in its' character with numerous changes in materiality, width and function, providing important connections within the site.

Given the site's relatively flat topography, accessibility into and within the park for all users is considered to be of an acceptable standard.

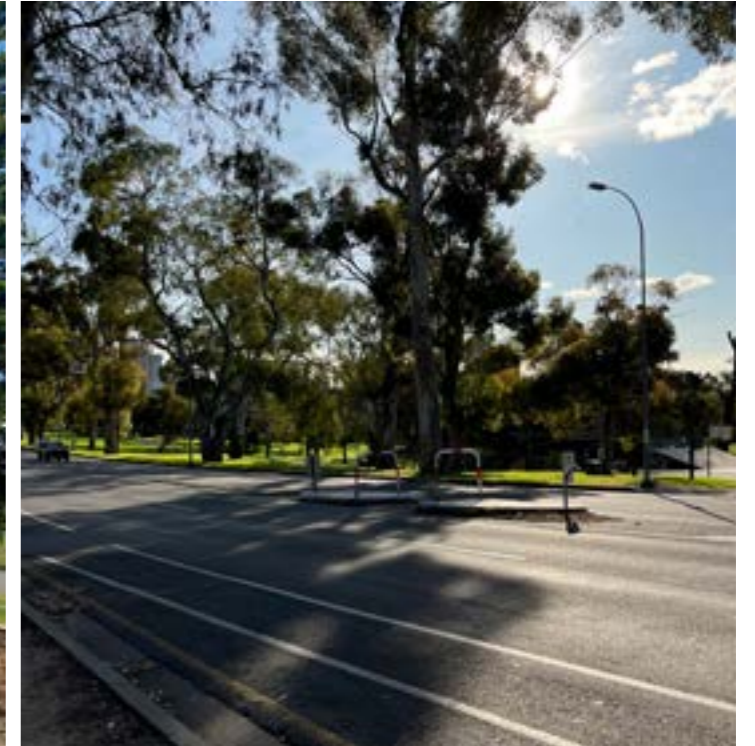
Any proposed new pathways should be designed to meet current universal access standards.



**1** Example of a bitumen path adjacent to grandstand. The path is an important universal access route to the grandstand area from the Fullarton Road carpark.



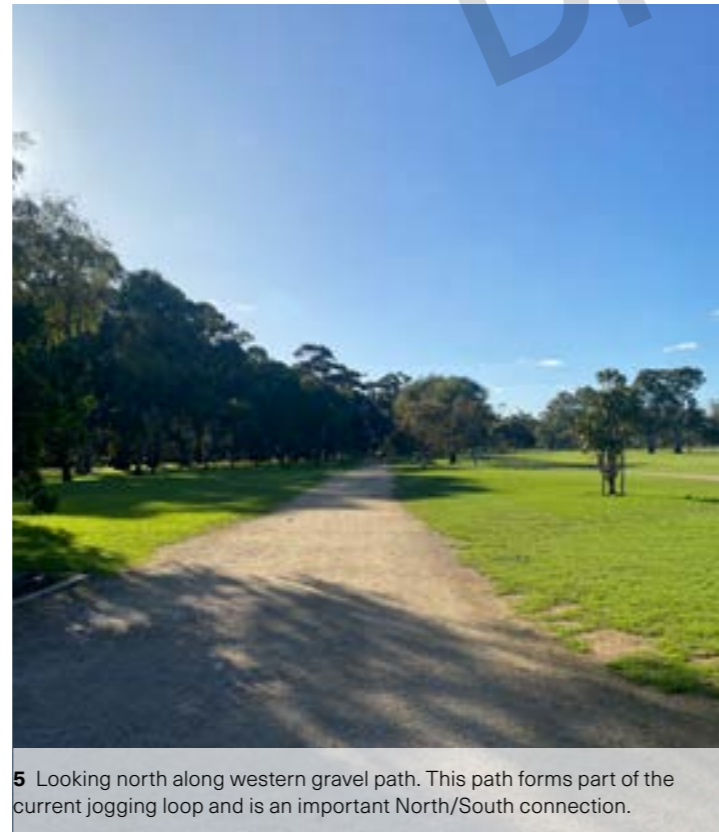
**2** Block paving footpath along Fullarton Road Carparking. This path sits within the City of Burnside Council property.



**3** Existing pedestrian crossing along Wakefield Road. Connection to Park 15. User feedback reveals it feels "unsafe".



**4** Meandering path network through Central Gardens. This area includes exposed aggregate paths with resting places, complimented with tree shade and grass.



**5** Looking north along western gravel path. This path forms part of the current jogging loop and is an important North/South connection.



**6** Criterium Track in front of Grandstand. This 8m asphalt path is used by cyclists and pedestrians. It is exposed to extreme heat in summer due to lack of shade and has minimal night lighting.



**7** Current pedestrian and cycle link through the southern vegetated portion of the park. This is an important link for commuters through to Unley and Parkside.

## 2.3 Site Analysis: Vehicle Movement and Car Parking

Victoria Park is bordered by Fullarton, Greenhill and Wakefield Roads, all heavy traffic transport links into and around the Adelaide CBD.

Onsite car parking exists adjacent to Fullarton Road, however this car park sits within and is managed by the City of Burnside.

All day on-road parking is available on Wakefield Street and 3 hour parking is situated on East Terrace.

To the south of the site 4 hour parking is provided on Beaumont Road, accessed via East and South Terrace. 5 hour parking is available in the southern car parks along Beaumont Road, which is accessed via Greenhill Road. In addition, all day parallel on-street parking is available on Greenhill Road.

A number of unsealed maintenance tracks are located throughout the site which double as pedestrian and cycle paths.

There are bus stops located on both sides of Fullarton Road, Dequetteville Terrace and Greenhill Road.



## 2.3 Site Analysis: Vehicle Movement and Car Parking

The park is well provided for in terms of parking and vehicle access. The existing car parking and vehicle networks perform important connections within and around the site.

The following issues in relation to vehicle movement and parking have been raised;

- Safety concerns at intersection of vehicle access points on Wakefield Road for pedestrians, and
- Ongoing management and safety for all park users at the Fullarton Road car park due to its heavy usage.



1 Existing on-road car parking along Wakefield Road



2 Fullarton Road car parking (owned and managed by the City of Burnside)



4 Beaumont Rd car park in Victoria Park This area doubles as a bicycle access route from the new asphalt path on South Terrace through to Greenhill Road



5 Looking south to service route entry along Wakefield Rd



6 Car parking is well provided for along East Terrace

## 2.4 Site Analysis: Sports, Recreation and Commercial Operations

There are numerous sports and recreation users, with generally well serviced facilities throughout the park.

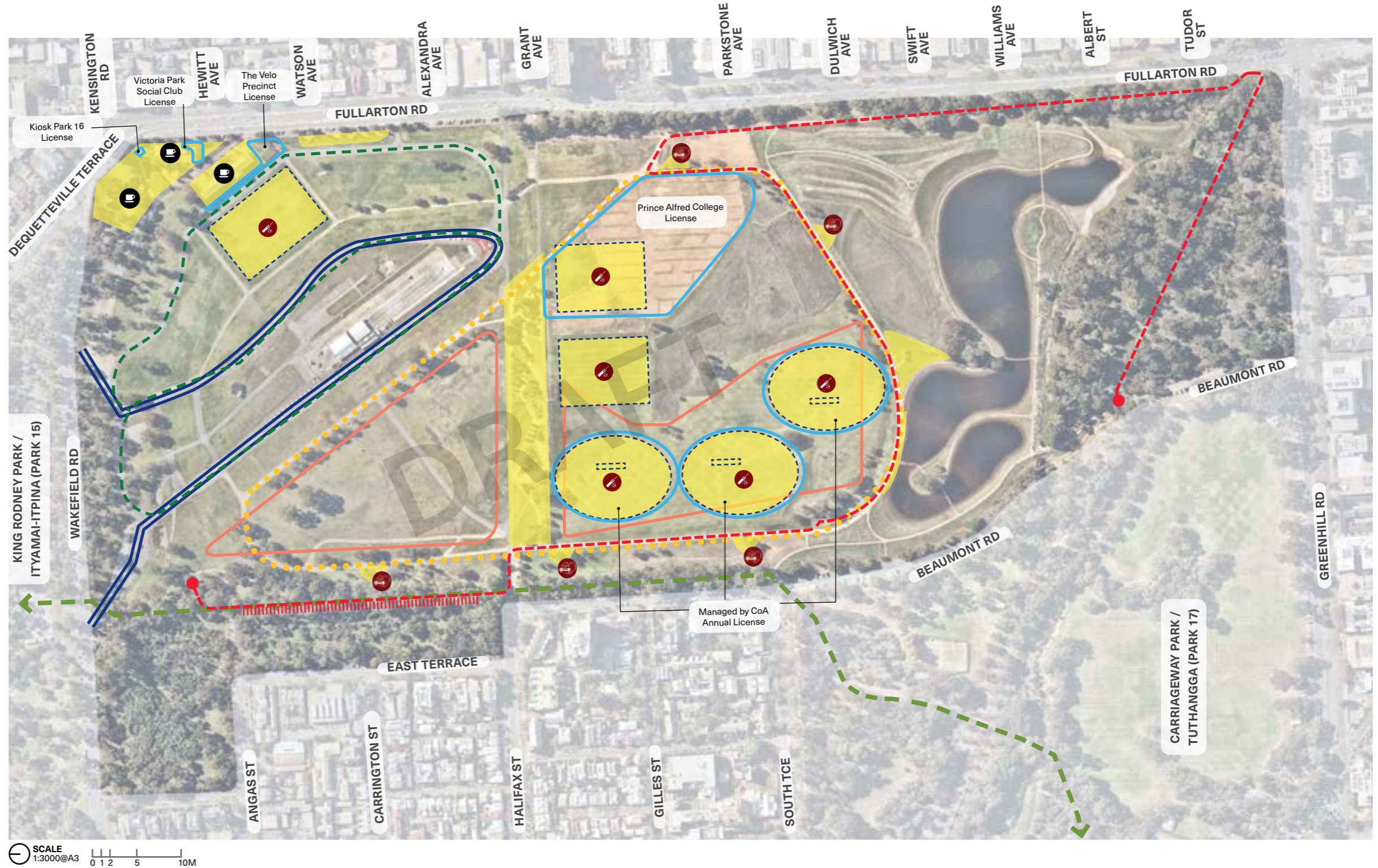
Programmed team sports include both winter and summer cricket as well as soccer. The fields are used under a lease arrangement with Council.

The criterium track is heavily used by recreational and club based cyclists and is also used as a Pedal Prix fixture.

The park is a popular family park for learning to ride and using the large open turf areas for games and other informal activities.

The jogging track and sweat track are also very well used.

There are a number of food and beverage outlets along Fullarton Road, including the Britannia Hotel and Commissary. Victoria Park Social Club (in the Park) is a successful new business, offering an event and function space.



KEY	
	Recreation zone with amenities
	Kiosk/Cafe
	Fitness station
	Sporting fields
	Motor sport track (Adelaide 500) in site
	Park Lands Trail
	Running track
	Park Run track
	Criterium track
	Sweat track (with multiple Fitness opportunities)
	License areas
	Designated fly area for model aircraft

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\* Other walking tracks not shown for clarity

## 2.4 Site Analysis: Sports and Recreation and Commercial Operations

Ancillary commercial activities are limited to the cluster of State Heritage listed buildings in the north-east of the park, including the Grandstand, former Turnstile building and Racing Club building. They offer food and beverages at various times throughout the week. The Victoria Park Social Club also runs as a licensed venue. Stakeholder feedback suggests a location in the southern section of the park for food and beverage to complement increased recreational usage in this area.

The criterium track is well used, for both cyclists in race and training mode as well as commuters who use sections of the track as a link into the Adelaide CBD. The Adelaide 500 motor racing event also uses part of the circuit for the event, which restricts use during those times when the track is closed to public use. Families use sections of the track teaching children to ride. Anecdotally, the opportunity to provide some separation between these user groups could provide safety benefits.

Lighting of the sports fields (adjacent to the Grandstand) and upgrades of the field surfaces (due to poor drainage) has been commented on numerous times in the community’s feedback and is a key consideration for the Master Plan.



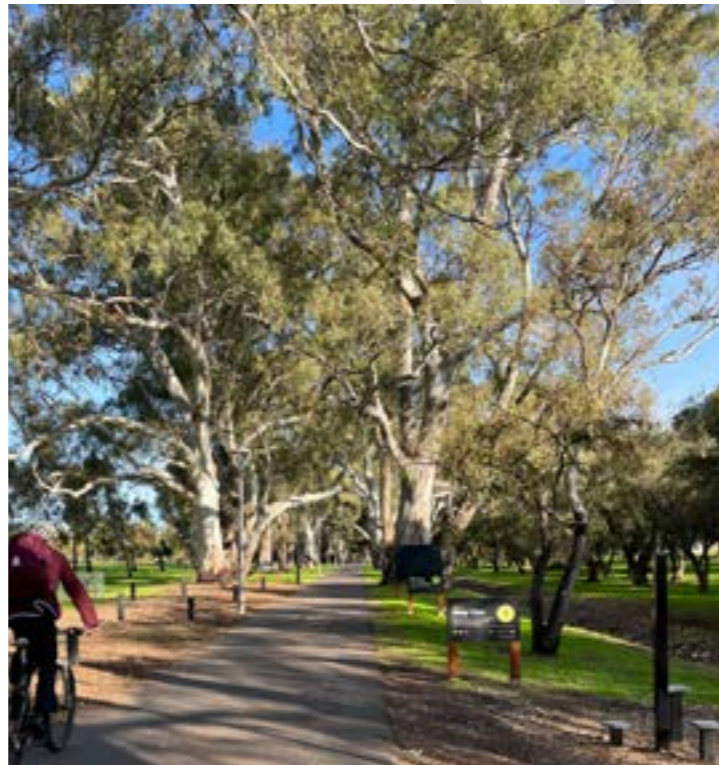
1 Fitness station along the western edge of the park. This is a good example of the recreation circuit offered. Well placed adjacent to trees for shade.



2 The oval facilities in the southern half of the Park are used throughout the year.



3 Victoria Park Social Club. A good example of re-purposed infrastructure. The Club is used as a function venue.



4 A portion of the highly used Sweat Track, where a number of physical exercise opportunities exist which are highly used.



5 Criterium Track in race mode. The alignment of the track currently uses the Adelaide 500 Track. This results in the cyclists not being able to use the track when part of the park is closed down during the set up period and 4 day event. Image credit The Advertiser

## 2.5 Site Analysis: Events Programming

A large number of events are programmed in Victoria Park throughout the year.

Some events and typical dates include:

- Adelaide 500 (Nov-Dec)
- Polo in the City (Early Dec)
- Australian International 3 Day Event-Equestrian Australia (Late Apr)
- Pedal Prix (Middle June)
- Park Run (Weekly)

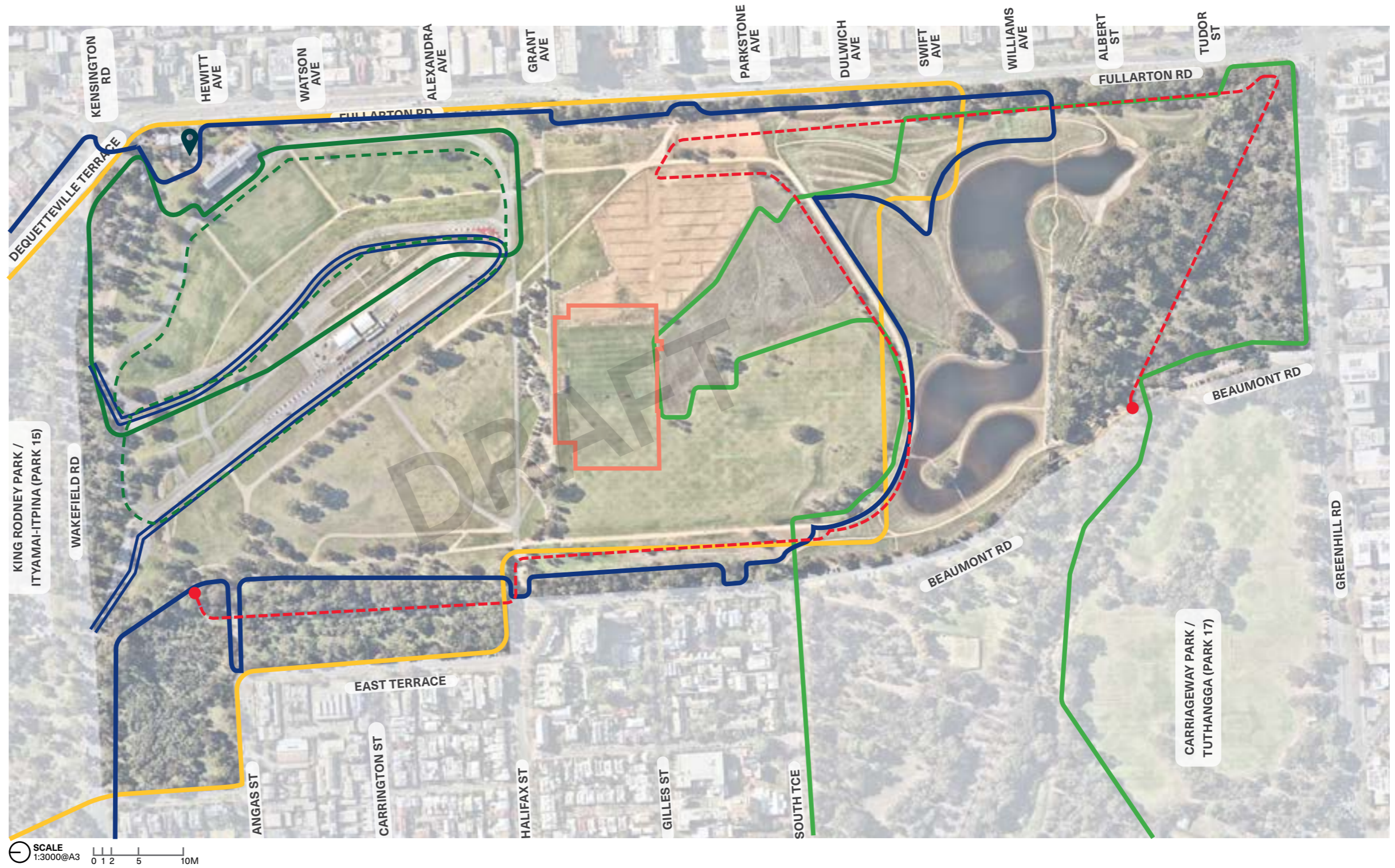
The State Government has indicated that the park may host or facilitate a range of other motor sport events in the near future, such as the Motor Sports Festival (March), World Solar Challenge (spring) and potentially Formula E (spring/summer).

The Heritage Grandstand has been refurbished and can hold events for large groups of people.

The Victoria Park Social Club has been established as another popular Park Lands venue for parties and gatherings.

There is an opportunity for a new outdoor classroom near the Wetland to become a programmable space over summer.

Most of the park can be booked for event use, other than the key biodiversity areas and areas south of the Wetland.

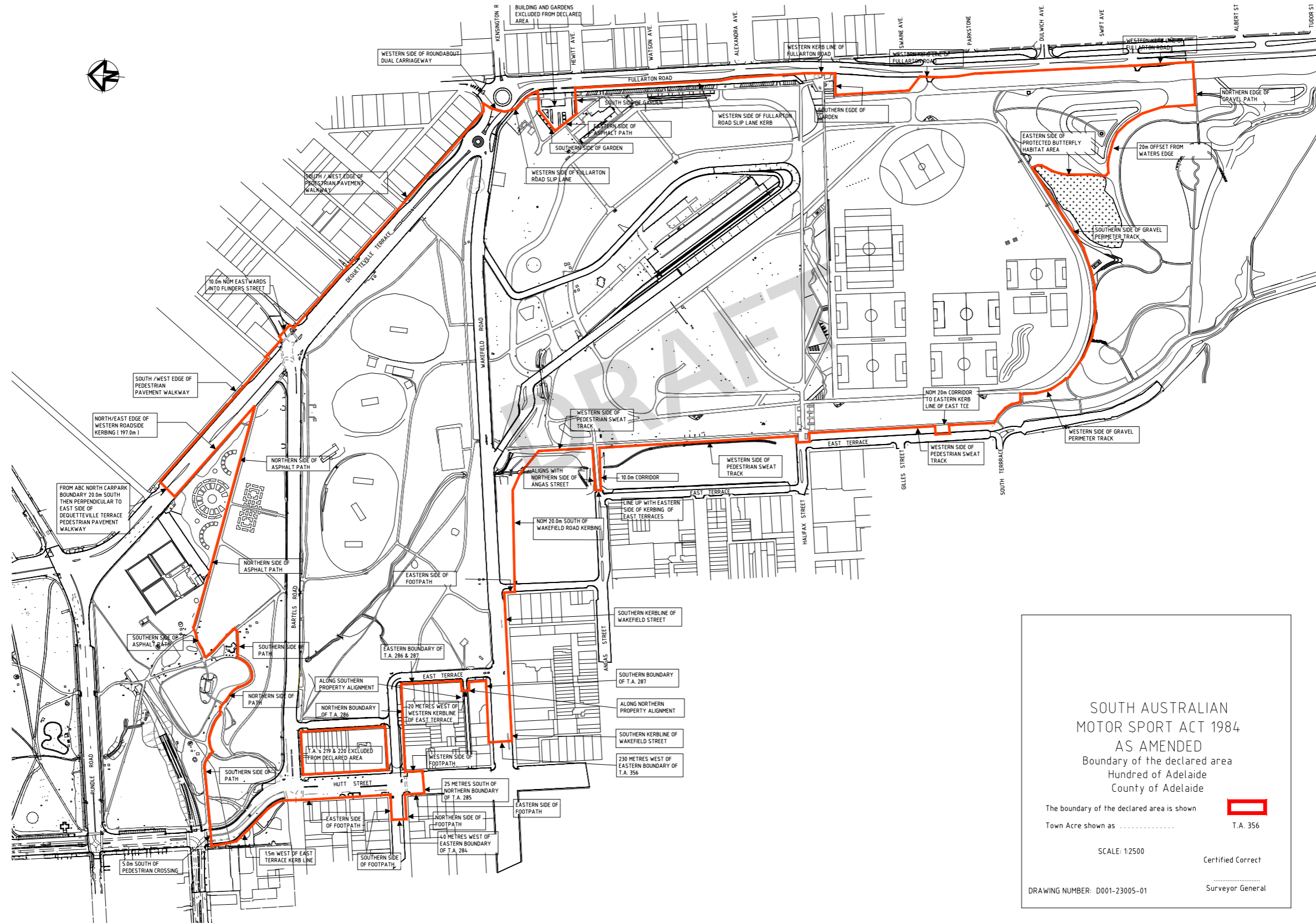


KEY	
	Adelaide 500 area
	Motor sport track (adelaide 500) in site
	Australian International 3 Day Event-Equestrian Australia area
	Pedal Prix Event area
	Criterium track
	Park Run route
	Polo in the City area
	Key Biodiversity Area
	The Victoria Park Social Club

# 2.5 Site Analysis: Events Programming

## Declared Area Under the South Australian Motor Sport Act 1984 (1 August 2022 -12 February, 2023)

The South Australian Motor Sport Act 1984 warrants use of Victoria Park and adjacent land as identified in the Declared Area Plan for the purposes of motor sport and other activities as defined in the Act. Council is actively working to reduce the extent of the declared area and reduce the time community access is restricted.



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## 2.5 Site Analysis: Events Programming

With the high number of programmed events held in the park throughout the year, an equally high maintenance and management regime is required by the City of Adelaide.

In this regard, it is important that all finishes and fixtures within the park are robust and durable, and that any new facilities and plantings do not adversely impact the functioning of events.

Boundaries for motor sports events including the Adelaide 500 should minimise impacts on the park, and where possible, exclude sensitive areas, especially in the vicinity of the key biodiversity area.



1 Motor Sports  
Image credit Supercars Championship



2 Polo in the Park  
Image credit Glam Adelaide



3 Pedal Prix  
Image credit Australian International Pedal Prix



4 Criterium Track  
Image credit The Velo Precinct

## 2.6 Site Analysis: Built Form and Heritage

The original horse racing Grandstand and associated facilities in the north east corner of the site are of State Heritage significance.

The Olive Grove in the north-western corner has historical origins in the 1860's established by City Gardener William Pengilly.

The Arbor Day plantations to the south of the park are linked to the City of Adelaide's inaugural Arbor Day in 1887.

There are a number of notable trees in the Grandstand Heritage Precinct, including Dragons Blood Trees, Norfolk Island Pines and Canary Island Pines.



## 2.6 Site Analysis: Built Form and Heritage

The following images illustrate the character and diversity of the heritage listed buildings, structures and landscape features that reinforce the park's iconic image as a significant cultural and recreational destination.

The Master Plan must reinforce the presentation and function of these important park assets.



1 The grandstand is a heritage listed building and important reference in South Australian horse racing history



2 Heritage Listed Victoria Park Gates. View through to the very busy Fullarton Road. Gates take visitors to the back of the Grandstand.



3 Former stables (refurbished Social Club). A good example of re-purposing existing infrastructure for commercial use.

Image credit Victoria Park Social Club



5 White concrete planter bowl, a piece of Horse Racing History. Previously the centrepiece of a rectangular garden, which was at the centre of the former stables



4 Recent, high quality toilet block amenity, installed in the southern half of the park.

## 2.7 Site Analysis: Environmental Features

The site is known for its expansive open Park Lands character. A combination of large open grassed areas for recreation sit alongside a more natural bush-land setting. There are groups of large existing trees, predominately *Eucalyptus sp.*

All remnant vegetation and conservation areas fall under a 'Key Biodiversity Area' and are managed according to the City of Adelaide's *Integrated Biodiversity Management Plan*.

The eastern and southern edges of the park are well vegetated with native low shrubs and stands of tall *Eucalyptus camaldulensis* (River Red Gums).

In the middle of the park is a protected conservation zone with remnant vegetation. Similar planting has been used in the new wetlands to re-establish a butterfly habitat.

The south of the site is the protected conservation vegetation, which is predominately *Eucalyptus camaldulensis* (River Red Gum Woodlands).

The Victoria Park / Pakapakanthi (Park 16) Wetland (the Wetland) is part of the Brown Hill Keswick Creek Catchment.

**KEY**

- Protected conservation zone
- Revegetation conservation
- Butterfly conservation zone
- Buffer Conservation Zone
- Olive grove
- Major stands of River Red Gums
- Queensland Bottle Trees
- Feature exotic planting including Dragon Tree and Palm trees
- Central Gardens
- Water body / creek line
- High point
- Key Biodiversity Area
- Grass swale / stormwater channel / rain garden
- General area of known site contamination (fill)



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## 2.7 Site Analysis: Environmental Features

A range of natural vegetation types define the park's character. The diversity and quality of plantings should be retained, protected and enhanced within the Park.



1 High quality remnant vegetation and grassland conservation area



2 Western edge of Victoria Park, showing a good example of dense Gum tree planting



3 Planted garden beds 'Central Gardens' showing a mix of native and exotic species defining paths and offering some shade.



4 South Park Lands Creek in the newly developed Wetlands



5 Recently established Wetland

## 2.8 Site Analysis: Amenities, Lighting and Interpretive Features

General park amenities including seats and bins with dog tidy bags are located throughout the site, generally at key entry/exit points.

There is only one picnic shelter located within the Wetlands site.

The park has 2 toilet blocks, one with change rooms in Victoria Park. Public toilets are also located within the Grandstand.

Post-top lights are located along the shared use-path traversing east/west across the site and adjacent to the Grandstand.

Interpretive elements and signage is limited throughout the park with a focus on the values of remnant vegetation for habitat and historic features.



## 2.8 Site Analysis: Amenities, Lighting and Interpretive Features

The following images depict some examples of the furniture, signage and interpretive features found in the park.



1 Ayrton Senna memorial plaque



2 New shade structures and picnic settings installed at the Wetland



3 Shelters with no built fixed seating beneath



4 Interpretive signage provides insights to the park's history



5 Bench seat by Allan Sumner, provides a reference to Kaurua culture



6 Interactive seating



7 Drink fountain at entry point with dog water bowl (provided by park users) shown behind



8 Entry area with amenities, including seating, signage, wayfinding, bins and dog tidy bags

## 2.9 Consultation Findings

The following qualities of the park, along with associated opportunities have been identified based on consultation with key stakeholders.

### **GENERAL QUALITIES**

#### **Good things about the park:**

- The park is valued by community
- The park's beauty, greenery, trees, gardens, nature and fresh air
- Great views to the hills
- The large open spaces
- The park's location
- The Wetland
- The bike loop
- Running loop and sweat track
- Heritage features
- Opportunities for fitness – running, walking, cycling
- Great for dogs
- The existing butterfly conservation area
- Value of the diversity of species found within remnant vegetation (Grey Box Woodland and Derived Native Grasslands)
- Significant trees
- Playing a valuable role in conservation in CBD

#### **Areas that can be improved:**

- General upgrade needed in park amenities, especially toilets
- Places to cross the adjacent roads safely
- Lack of clarity/hierarchy of path networks
- Bitumen roads in a Park Land setting
- Fast cyclists clashing with pedestrians, dogs off leash and other users
- Lack of access to food and beverage offerings in the south and limited options for hardstand food trucks
- Some dissatisfaction around car parking

- Quality of turf on playing fields, especially the Premium Field which has drainage issues
- Lack of shade along paths
- Lack of lighting throughout - feels unsafe
- Carparking along Fullarton Road- the use of materials and layout
- Dogs running through the wetland
- Access to the park during major events
- Not enough shelter along secondary path network
- Public facilities and storage for sporting groups
- Sporting teams' heavy use of the oval space creating too much noise
- The clash between cyclists racing and kids riding their bikes in front of the Grandstand
- The pedestrian crossing on Wakefield Street is sub-optimal, the island in the middle is too small, especially at peak times.

### **OPPORTUNITIES**

#### **Greening:**

- Climate proof the park by increasing the tree canopy/ greening site wide and remove or shade bitumen
- A unified landscape and park identity
- To integrate the State Government's Adelaide 500 into a 'greener Park Land setting'
- More shade trees
- Rain gardens
- Conservation of locally native plants and animals
- Emphasise and enhance biodiversity, and expand the extent of native planting
- An option to expand, upgrade and green Fullarton Road car park should be considered
- Develop existing creeklines and the experience people have with water - look to revegetate and re-wild

#### **Sports, Recreation and Events:**

- More recreational activities and sporting facilities
  - Formula E Racing and setting the standard for sustainable car racing
  - Unstructured sports (e.g., disc golf)
  - Focus on balancing biodiversity and community recreation
  - Look at options to separate casual bike riding and dog walking
  - Improve the playing surface of the premium oval
  - Have the ability to lease the park for more than one season
  - Consider vehicle access for sporting teams to be able to drop off equipment to playing ovals (as it's a long walk from any carparking)
  - Return all pitches that were out of use during the Wetland construction to east-west orientation
  - Minimise the impacts that the Adelaide 500 and other major events have in terms of access to the park
  - Improve protection for cyclists in the area in front of the Grandstand straight
  - Protection for people using the shared-use path from cyclists using the criterium track
  - Explore alternative locations for a criterium track in other areas of the Park Lands or invest in a purpose-built regional facility outside of the CBD
  - Potential for dedicated cross country running course located through the olive grove
  - Increase access for recreation and appreciation of nature, with a focus on families
- #### **Social Enterprise/Community/Infrastructure:**
- Better pedestrian connection to surrounding neighbourhoods
  - Lighting/smart lighting in appropriate areas
  - General upgrade needed in park amenities, including toilets, shade structures, bins, drink fountains and seating

- Better access to food and beverage outlets (more coffee!)
- Install a permanent playground
- Micro-mobility and EV Parking
- Nature based learning programs on site
- Permeable paving/cool material use
- More education/understanding around conservation area and other vegetated areas
- Link Master Plan into future Adelaide projects, including Hutt Street Entry Statement precinct and Elm Carriageway
- Increase urban park furniture
- Additional carparking within the park
- Permanent art sculptures with acknowledgment of Kurna history
- Encourage community participation in maintaining and managing Victoria Park as a People's Park
- Consider a zebra crossing or pedestrian lights at the Wakefield Street crossing
- Reinforce and celebrate Wakefield Road pedestrian entry/exit points
- Population growth; more people will be reliant upon the park as their 'backyard' and this needs to be considered in the Master Plan activation/program of space
- Recognise the great social and cultural references within the park through education/signage/ interpretative material and multi-media technology
- Develop an enclosed viewing/storage area as well as the means to sell canteen food for sporting teams
- Add more shelter/shade to the current change rooms
- Look at reducing the speed of vehicles along East Terrace
- Improve the signage on the main pathway north-south and consider widening it





# Comparable Assessment



### 3.1 Park Comparison

The following table provides a summary of key features of Victoria Park alongside other parks that have been selected as exemplars with a similar scale and diversity of use to Victoria Park. The following page provides a summary of the findings from this comparative analysis.

#### VICTORIA PARK/ PAKAPAKANTHI (PARK 16)

Adelaide, SA

Open Turf
Sporting Fields
Dog exercising (on/off leash)
Pedestrian walking trails
Running circuit
Cycling circuit
Fitness stations
Cafe Dining
Major event host
Wetland
Heritage architecture/facilities
Hosts annual Motor Race
Ecology / nature based experiences

#### ALBERT PARK

Melbourne, Victoria

Open Turf
Sporting Fields
Dog exercising (on/off leash)
Pedestrian walking trails
Running circuit
Cycling circuit
Fitness stations
Cafe Dining
Major event host
Playground
Water body and associated water sports
Hosts annual Motor Race
Other feature: Golf course
Ecology / nature based experiences

#### CENTENNIAL PARK

Sydney, NSW

Open Turf
Sporting Fields
Dog exercising (on/off leash)
Pedestrian walking trails
Running circuit
Cycling circuit
Fitness stations
Cafe Dining
Major event host
Playground
Water body and associated water sports
Heritage architecture/facilities
Ecology / nature based experiences

#### HYDE PARK

London, UK

Open Turf
Sporting Fields
Dog exercising (on/off leash)
Pedestrian walking trails
Running circuit
Cycling circuit
Fitness stations
Cafe Dining
Major event host
Playground
Water body and associated water sports
Heritage architecture/facilities
Ecology / nature based experiences



## 3.3 Summary of Findings

The following summary highlights key features of the parks captured in the comparable assessment which can be drawn on to influence the Master Plan directions.

- All parks feature numerous recreational functions. Those with a higher diversity of recreation spaces appear to be more heavily utilised year round.
- The park that integrates a motor sports track, does so successfully when coupled with higher quality public realm offerings in adjacent areas.
- All are well maintained parks with excellent quality grassed areas that can tolerate heavy usage all year round.
- All parks display an excellent balance between mature tree settings and open areas that are distributed throughout the park creating 'pockets' of gathering and events spaces.
- There is a diversity in the scale of events and gathering areas that create interest and choices for different activities/uses.
- Topographic change is used to provide points of interest and destinations (eg. lookouts and event lawns that capture views to key landmarks).
- Each park has a strong identity and is well known by the broader community for the range of uses and environmental qualities they possess. They have a cohesive brand which has been established over many years.





# Vision and Design Principles



## 4.1 Vision Statements

**Victoria Park will:**



**Be greener, cooler and more climate resilient.**



**Celebrate cultural and social values.**



**Continue to provide space for unprogrammed community use and connection to nature.**



**Be biodiverse and improve Adelaide's open grassy woodland landscape character.**

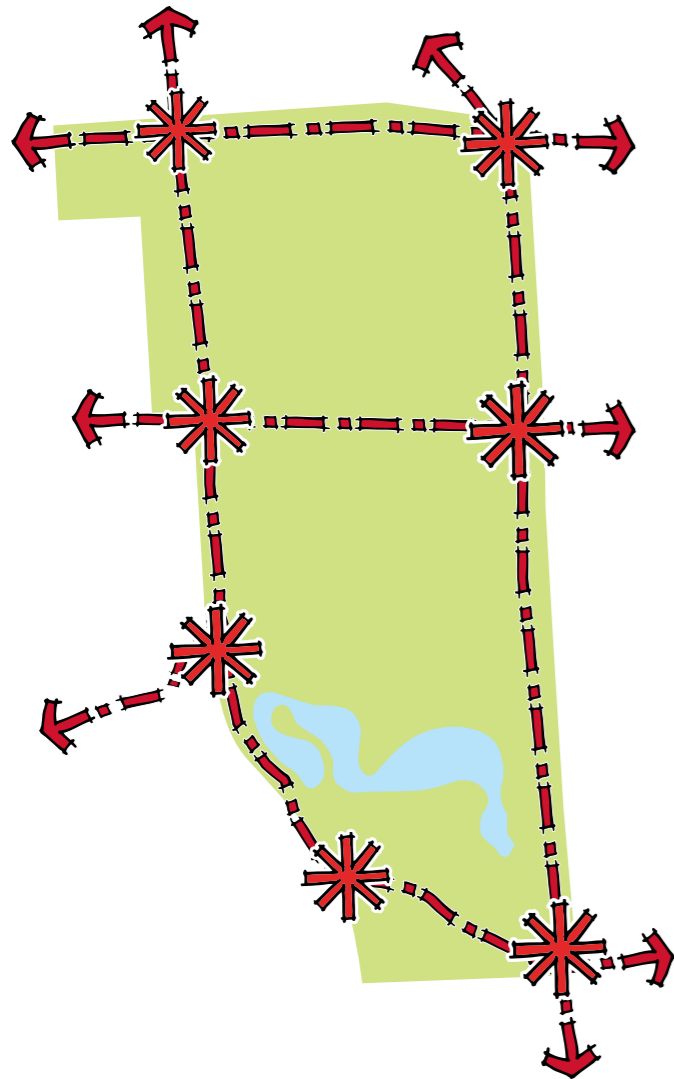


**Provide consistent quality community sports and recreation.**



**A park that attracts and supports a diverse range of events and activities.**

## 4.2 Master Plan Principles



### Consolidate, complete and strengthen path hierarchy

The path network will be clear and logical, enhancing connectivity, legibility and safety for all users



### Strengthen the neighbourhood connections

Upgraded park edges, entry points and activity nodes to improve connections to the surrounding neighbourhoods and promote increased year round activation.



### Reveal the narrative of pre and post-Colonial history

Acknowledge and celebrate the importance of the Park Lands River Red Gum and Grassy Woodland environment and celebrate the creek lines as a valuable resource to First Nations People. The park's long standing use for racing and other post-colonial events will also be interpreted

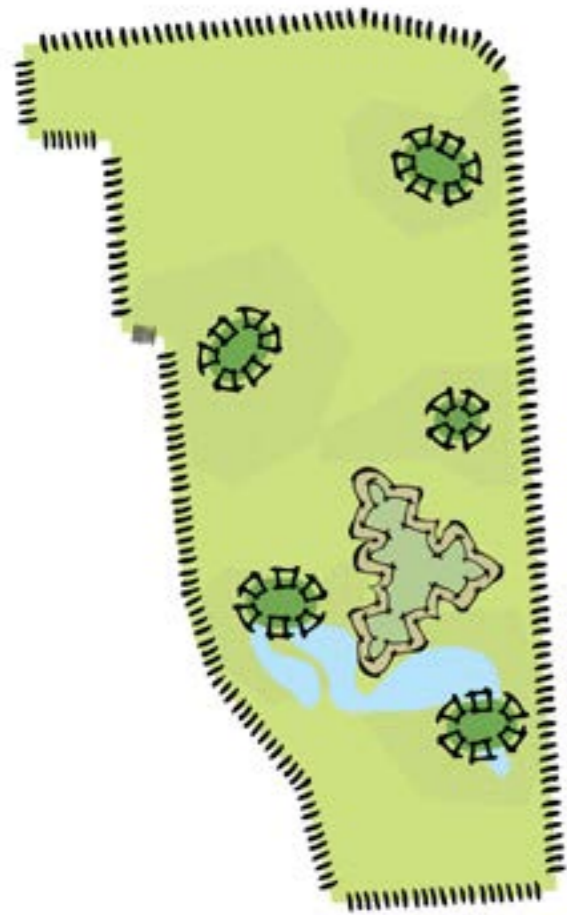


### Reconnect the Grandstand

Rethink the alignment of the criterium track, sports fields and existing amenities to create a strong connection between the grandstand and the park and improve pedestrian safety.

NOTE: Images are artists impressions

## 4.2 Master Plan Principles



### Celebrate the Park Lands character

Additional greening will be clustered and open tree studded grassed areas enhanced.

Preserve the native vegetation and extend the butterfly grassland habitat.



### Revealing and reconnecting with water

Reveal drainage lines and improve water quality through scaled micro-wetlands. Establish an interpretive hub at the Wetlands for education purposes.



### A park for year round activation

Consider the future use of the park and increased numbers of local residents using the park as their 'backyard'. Increase the diversity of recreational offerings within the park to maximise offerings, including:

- All ages play
- Picnic and BBQ facilities
- Pop up infrastructure
- Children bike/trike trail



### A Smart Park

Showcase Adelaide's green energy credentials through provision of vehicle charging stations, smart technology and potential solar arrays incorporated into new structures.

NOTE: Images are artist's impressions



Section 5

# Master Plan





# 5.1 Master Plan

## Master Plan Overview

The Master Plan sets a framework for a series of site responsive interventions with particular emphasis on preserving and enhancing the park's much-loved structured and un-structured recreational activities and tree studded landscape character, while ensuring universal access to the park is improved and maintained into the future.

The Master Plan initiatives are grouped into 8 key moves as follows.

**01 CONSOLIDATE, COMPLETE AND STRENGTHEN PATH HIERARCHY**

Reinforce the path network to reduce conflicts between pedestrians, cyclists and joggers through new and improved path connections around the park.

**02 STRENGTHEN NEIGHBOURHOOD CONNECTIONS**

Create new and enhance the existing nodes along key pedestrian access points and strengthen connectivity into the city from neighbouring suburbs.

Strengthen identity and Park address through enhanced perimeter landscape treatments.

**03 REVEAL THE NARRATIVE OF PRE AND POST-COLONIAL HISTORY**

Provide additional signage and interpretive material to further highlight the rich Indigenous cultural history and the racing/events that define Victoria Park. A celebration of conservation and culture.

**04 RECONNECT THE GRANDSTAND**

Create a stronger physical and visual connection between the Grandstand and the adjacent Park Lands spaces by creating a new Community- Hub with a playspace and plaza, realigned criterium track, expanding the adjacent turf area to create an additional community oval/ pitch and upgrading the Grandstand and surrounding landscape.

**05 CELEBRATE THE PARK LANDS CHARACTER**

Reinforce the distinct landscape of the park through additional tree planting to new pedestrian pathways, pocket/ biodiversity planting along western edge, new trees in open turf areas (at strategic locations) and extend in the Butterfly Conservation Zone.

**06 REVEAL AND RECONNECT THE WATER**

Reveal existing stormwater drains where possible and increase opportunities for interaction with the existing Botanic and Park Lands Creek to the south.

**07 A PARK FOR YEAR ROUND ACTIVATION**

Embrace the park's scale and diverse landscape types for enhanced activation including education based programs that celebrate and support the diverse landscape setting particularly in the southern portion of the site (i.e. school sleep-outs/biodiversity trail /water trail walks). Develop new sporting fields in the northern precinct for enhanced year round activation.

**08 A SMART PARK**

The park will be a best-practice example of sustainable materiality and technology, creating opportunities for Electric Vehicles charging stations, micromobility and electric bike parking and charging stations, collection/drop off points for emerging vehicle sharing trends and 'cool road' technologies. Incorporate temporary greening (i.e. pop up planting and solar powered furniture) during the State Government's Adelaide 500 event.



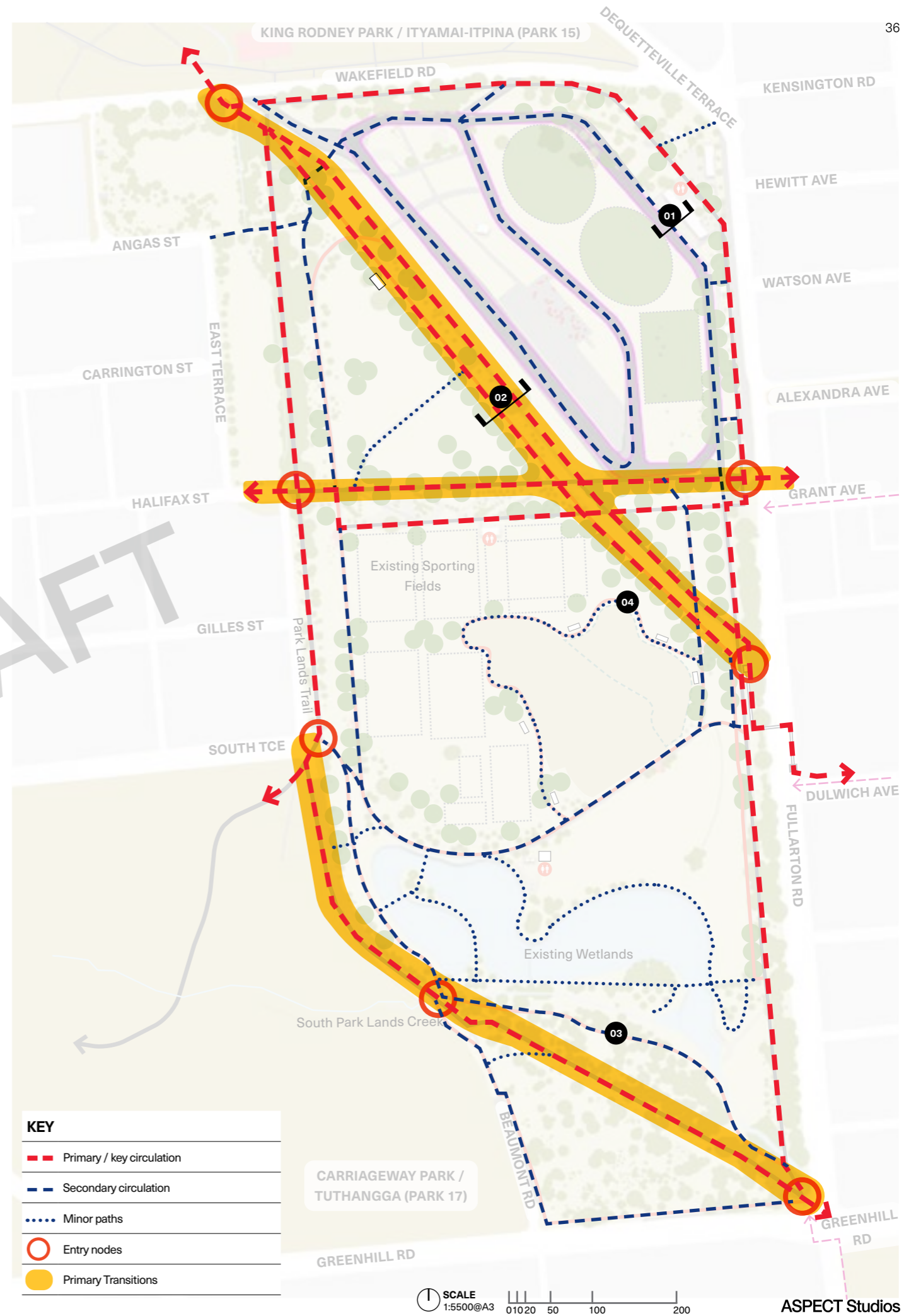
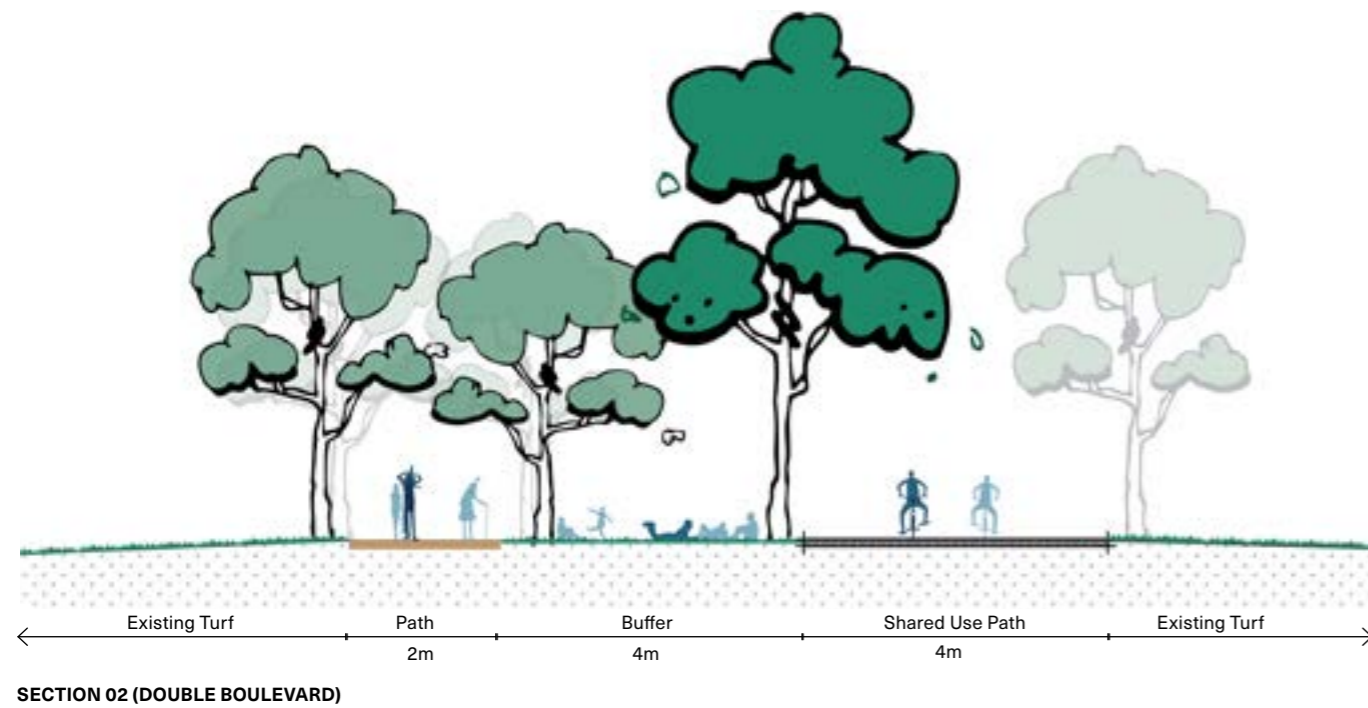
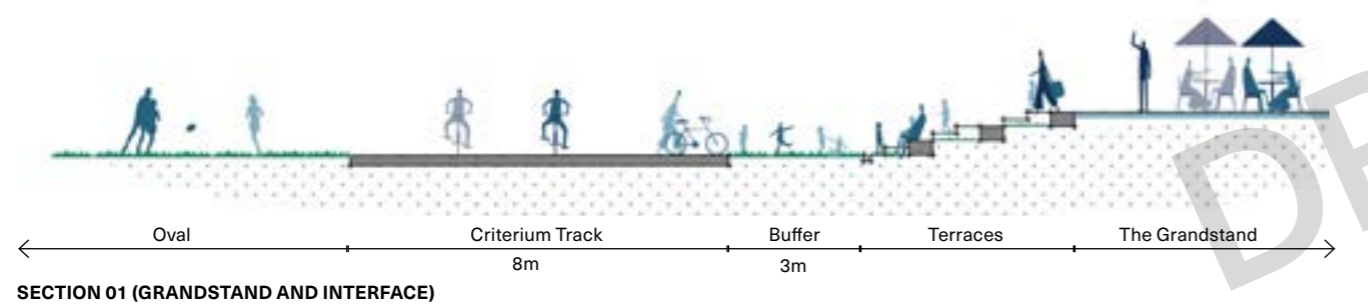
# 5.2 Consolidate, Complete and Strengthen the Path Hierarchy

## Path Hierarchy

The existing path network will be enhanced by:

- Completing a continuous perimeter pedestrian and cycle path with uniform materiality and path width.
- Realigning the criterium track to avoid clashes with Grandstand and younger bike users.
- Creating a new diagonal dual pathway to Wakefield Road that caters for separated pedestrians and cyclists.
- Extending the running track loop through the southern woodlands for enhanced activation.
- Developing a new gravel track around Conservation Zone to tie into existing path network.
- Offering a better connection to the Eastern suburbs, through an additional road crossing on Fullarton Road which links into a proposed City of Burnside bicycle network.

### PROPOSED SECTIONS



# 5.2 Consolidate, Complete and Strengthen the Path Hierarchy

## Path Materiality

The legibility of the path network will be reinforced through a refinement of path materials and widths to maximise the universal accessibility of the path network as follows:

Type	Colour	Width
Park Lands Trail	Plain or Coloured Asphalt (reinforced by trail markers)	4m
City Path Links	Exposed Aggregate Concrete	4m
Major Internal Shared Use Paths	Sealed Hard Surface	3m
Criterion Track	Sealed Hard Surface	6m
Walking and Running Trails	Compacted Rubble	2-3m
Events Space \ Motorsports Hardstands	Hard Surface with/without surface paint	Varies
Entry Nodes	Coloured Exposed Aggregate Concrete	Varies

The preference from the majority of stakeholders is to minimise hard surfaces and hard infrastructure in the Park Lands to reduce the urban heat island effect and to reinforce the park's primary function as a flexible-use and biodiverse greenspace. To reduce the temperature of asphalt surfaces, it is proposed that a cooling spray be applied. Evidence suggests that products such as CoolSeal can reduce the temperature of asphalt surfaces by as much as "10-30 degrees Fahrenheit". <sup>1. <https://guardtop.com/coolseal/></sup>

Where exposed aggregate concrete is proposed the finish will as per the City of Adelaide Construction Standards & Guidelines for shared-use paths in the Park Lands.



Asphalt cooling spray application



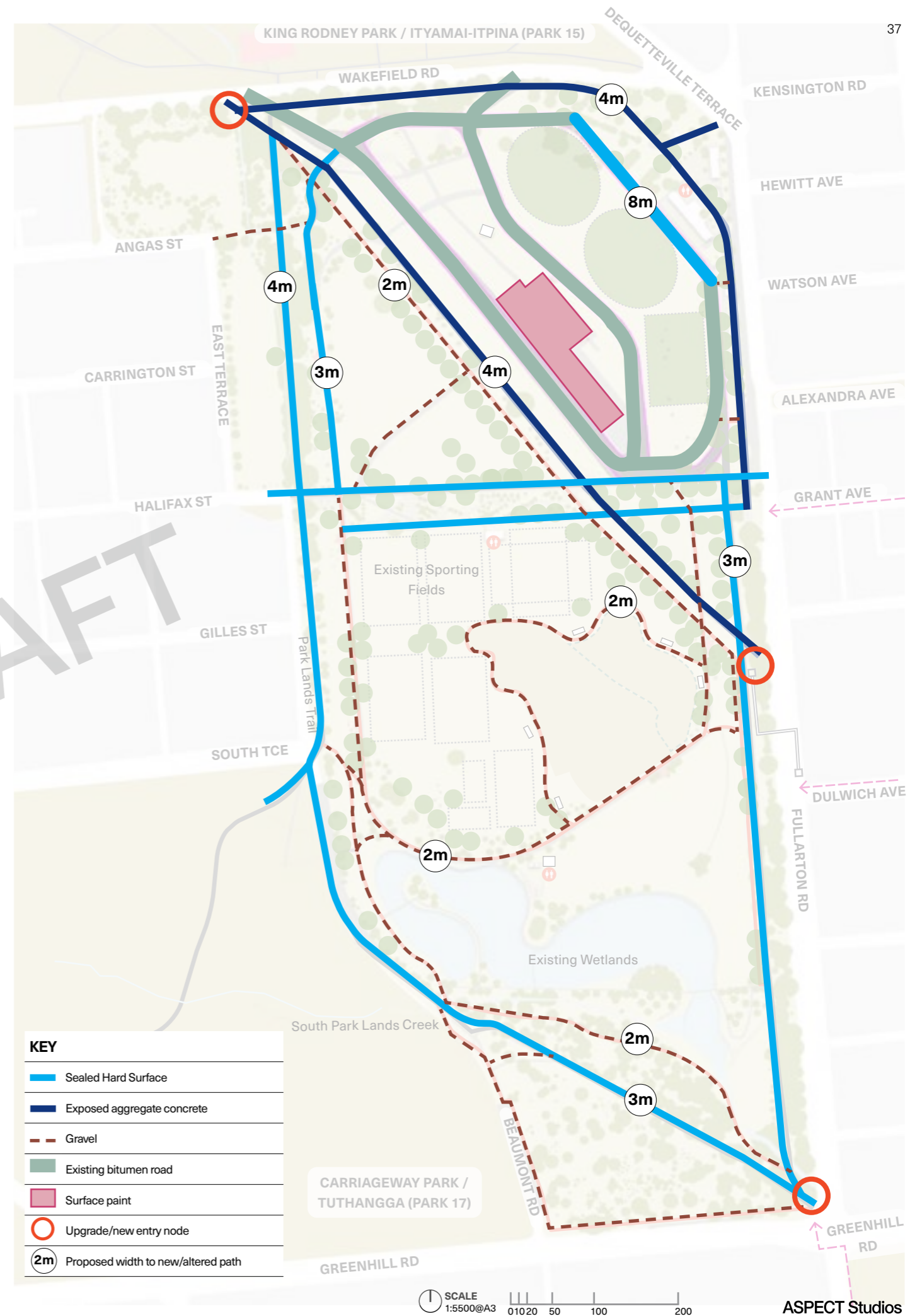
Compacted Gravel



Surface paint



Exposed Aggregate Concrete



# 5.2 Consolidate, Complete and Strengthen the Path Hierarchy

## Active Loops

Many visitors come to the park to walk, run or cycle as part of their commitment to a healthy lifestyle. Others come to relax in the park and to enjoy the positive stress reduction benefits offered by the environmentally diverse Park Lands setting connection to nature.

The following major recreational track and trail loops catering for current and future needs are proposed:

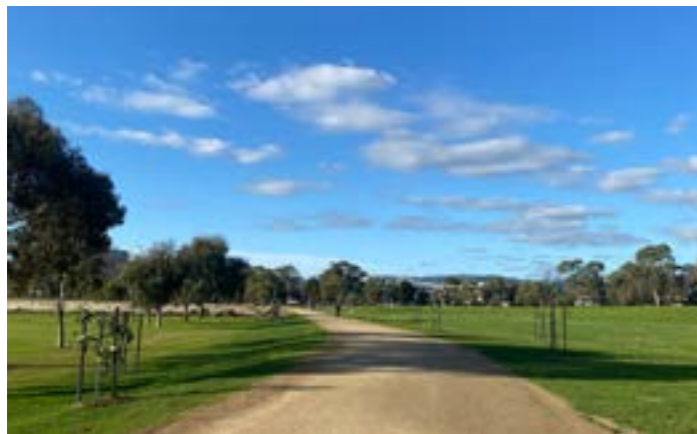
- 01 Main running track 1.9km - Compacted rubble
- 02 Extended running track 850m - Compacted rubble and sealed hard surface
- 03 Criterium track 1.9km - Sealed hard surface
- 04 Park Run loop 5km - Sealed hard surface and Compacted rubble



View along Park Lands trail



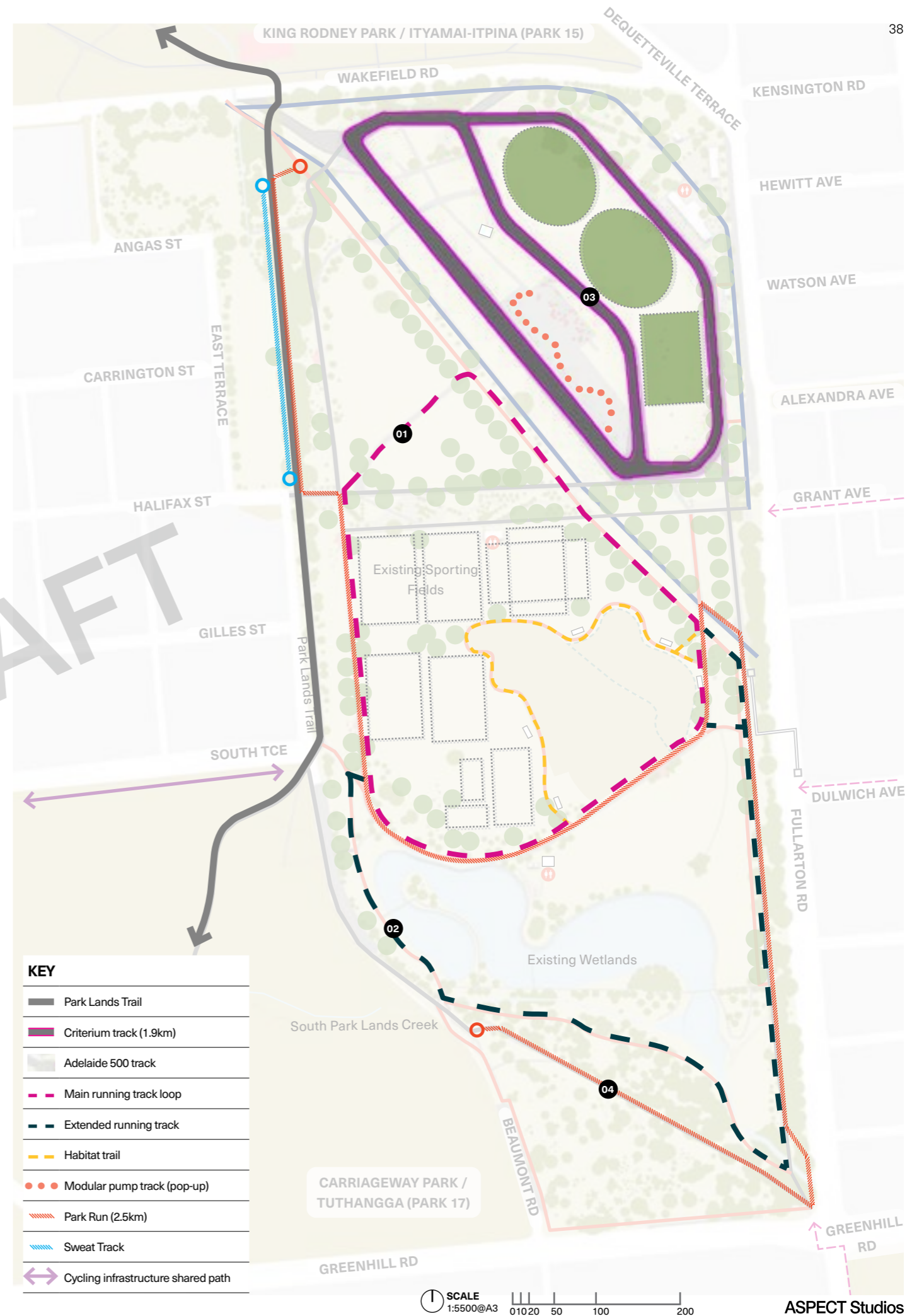
View along Criterium track



View along Main Running Track



Proposed Extended Running Track



# 5.3 Strengthen Neighbourhood Connections

## A Welcoming Address

Create new and enhance the existing nodes along key pedestrian access points and complete pedestrian access routes into the city from neighbouring suburbs including the following;

- 01 Relocate Wakefield Street pedestrian crossing**  
Improve safety and legibility of this important connection to the city and Park Lands Trail through relocating the Wakefield Street pedestrian crossing further west and create a retractable traffic island. This will also resolve pedestrian and cyclist conflicts with the motor sports track.
- 02 Provide additional Fullarton Road pedestrian bridge crossing**  
In response to the projected future urban growth along Fullarton Road and within the City of Burnside (City of Burnside Victoria Park Research Base) a pedestrian bridge is proposed to provide safer and easier access for pedestrians and cyclists connecting to the city.
- 03 Greening Fullarton Road**  
The master plan proposes to continue the line of established River Red Gums along Fullarton Road to enhance the parks visual amenity and increase tree canopy shade without impacting on key views to the Adelaide Hills.
- 04 Improving entry nodes/Urban Address**  
Improving visual appeal and amenity at nodes to draw in visitors and provide better connections to adjacent parks/links e.g.,
  - South Park Lands creek linkage to Greenhill Road/Glenside
  - South Terrace connection and Park Lands Trail
  - Dulwich Avenue potential bikeway link
- 05 South Terrace Shared Path**

### PROPOSED CONNECTION CHARACTER



01 Node Treatment (Pelzer Park / Pityarilla (Park 19))



02 Footbridge (Rainbow bridge, USA)



## 5.3 Strengthen Neighbourhood Connections

Wakefield Street Entry View: A Welcoming Address



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# 5.4 Celebrate Cultural Connections

## Storytelling Through Interpretation

Build on the already established interpretive signage to enhance public awareness of the rich natural and cultural history of this important Park Lands setting. Stories will be shared through interpretive features, signage and the bespoke design of play experiences and other park amenities. This interpretive trail will assist with unifying the park's identity.

The Master Plan proposes three themes around which the interpretive experience might be generated:

- Environmental Change - from Woodland to Park Lands including the role of the wetlands and natural areas for education.
- Our First Nations stories including truth-telling with a focus towards kids on country as well as healing landscapes such as the inclusion of productive planting, and
- City celebration; from horse racing to motor sports and major events.

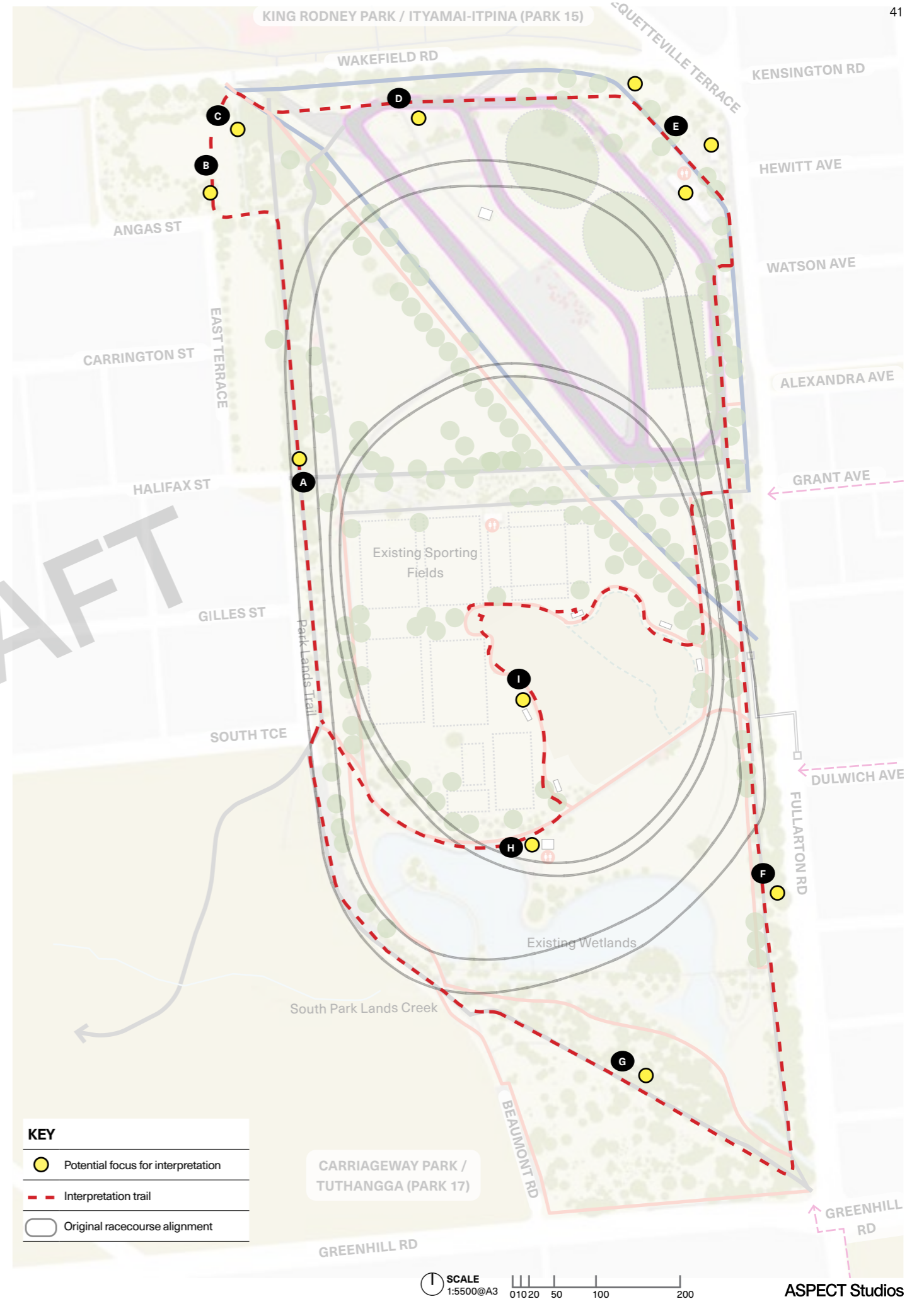
The Master Plan proposes that new interpretation be both physical (eg. public art, integrated design and signage elements) as well as digital/interactive, so that visitors can experience history in real-time and information can be updated regularly. An interpretive trail highlighting key sites of significance and events of historic importance can be an effective method of storytelling.

### PROPOSED SIGNAGE/INTERPRETATIVE CHARACTER



### INTERPRETIVE TRAIL OPPORTUNITIES

- A** Original Racecourse alignment
- B** The north-west corner of the park was the site of a native police camp watching Aboriginal camps / meetings (19th century)
- C** Historic Olive Grove established circa 1872
- D** Relocated and enhanced Ayrton Senna monument with narrative highlighting Adelaide's controversial motor racing history
- E** Horse Racing History - The Stables, Grandstand and associated facilities dating back to as early as 1882
- F** River Red Gums and Olives, dating back to the early 1800s
- G** The urban woodland and site of Arbor Day established in 1889
- H** Brownhill Keswick Creek Wetland educational interpretation
- I** Public Art installation referencing conservation and butterfly site



# 5.5 Reconnect the Grandstand

## The Pakapakanthi/Victoria Park (Park 16) Activity Hub

Building on the successful activation of the old stables as an events venue, there are further opportunities to enhance the connectivity and function of the Grandstand and associated outbuildings with the park, supporting the creation of a new Pakapakanthi/Victoria Park (Park 16) Activity Hub. The following initiatives are proposed;

- Create a plaza/pedestrian hub around the Grandstand
- Improve pedestrian and cycle connections from the existing Fullarton Road Car Park
- Realign the criterium track to allow for further expansion of the sports fields to the north. Address access and conflicts between cyclists and other recreation activities through the use of controlled access around sports fields, eg. low picket fencing
- Realign the criterium track to create a safer route for cyclists and create a 3m turf buffer zone from the edge of the Grandstand bleachers
- Upgrade the Grandstand and surrounding landscape treatment
- Develop a new urban adventure playspace
- Redevelop the existing toilet block into a multipurpose facility including; upgraded toilets, storage facility and shaded viewing pavilion accessible to all
- Increase the temporary activation opportunities on the hardstand area inside the criterium track to include a removable pump track
- Create dedicated path links and safe crossing points from central park areas to Grandstand area
- Extend the length of the existing tiered concrete seating along the Fullarton Road edge
- Collaborate with City of Burnside to upgrade existing carpark (to maximise number of spaces) including: parking configuration, pedestrian access points into park, tree planting and smart technologies i.e. parking sensors etc



Plaza/pedestrian seating



Community sport



Urban adventure playspace



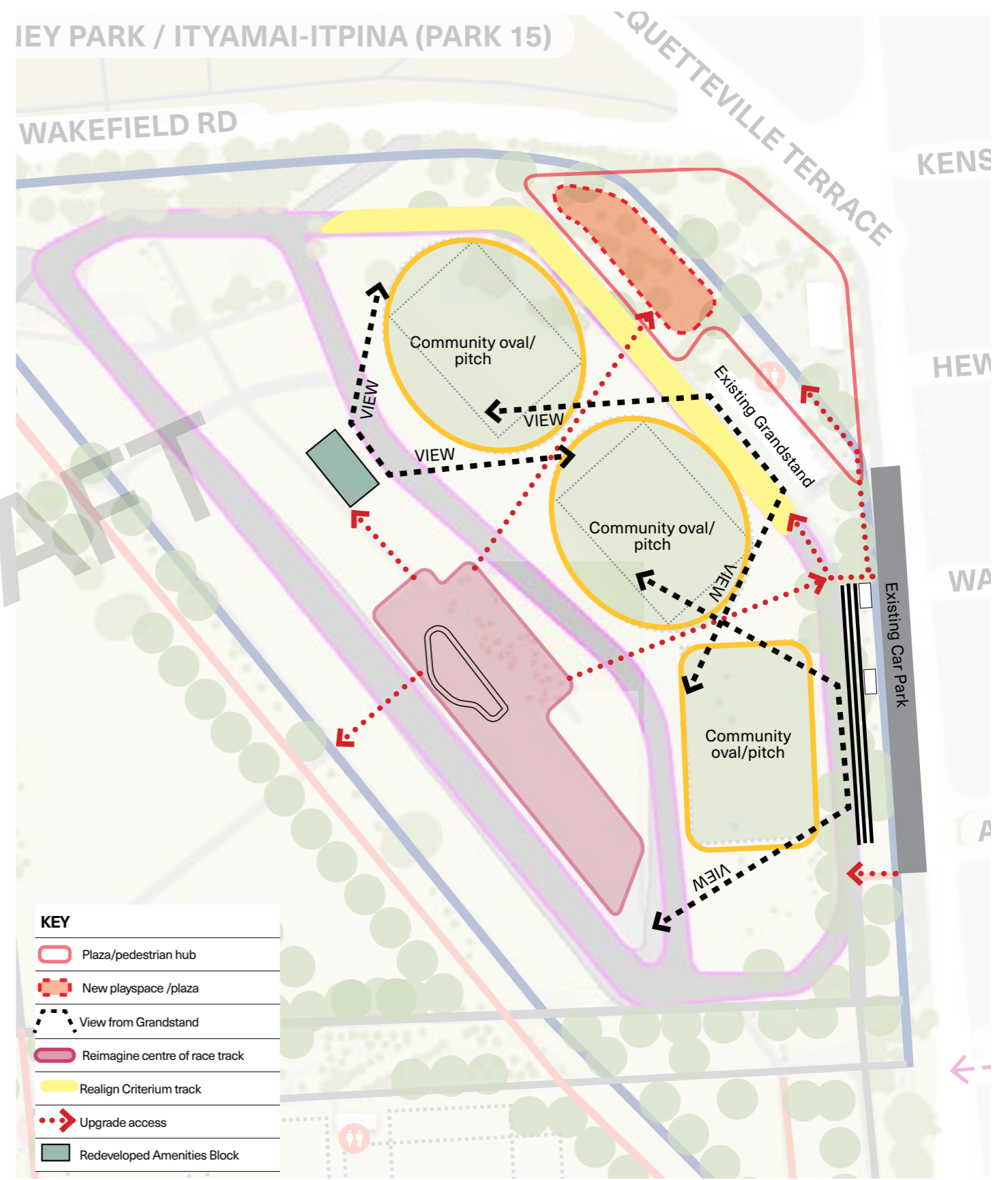
Kids trike linemarking



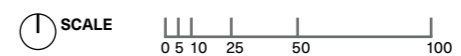
Toilets and shaded viewing pavilion



Temporary pump track



KEY	
	Plaza/pedestrian hub
	New playspace /plaza
	View from Grandstand
	Reimagine centre of race track
	Realign Criterium track
	Upgrade access
	Redeveloped Amenities Block





## 5.5 Reconnect the Grandstand

Proposed Pakapakanthi Victoria Park (Park 16) Activity Hub



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# 5.6 Celebrate the Park Lands' Character

## Enhanced Park Lands Greening

Increase to the parks' current biodiversity and improve sport and recreation opportunities for the community. Key initiatives include:

- 01 Additional tree planting to new pedestrian pathways
- 02 Pocket/biodiversity planting along western edge
- 03 New trees in open turf areas (at strategic locations)
- 04 Extend the Conservation Zone to the east of the current Protected Conservation Zone
- 05 Temporary Greening opportunities during event mode
- 06 Expanding tree canopy planting opportunity at the existing mound
- 07 Understorey planting on Fullarton Road edge

The Master Plan identifies opportunities for the Council to pursue partnerships with schools and universities to encourage education and on-going learning around the significant biodiversity that can be found in the Victoria Park Precinct.

### Green Infrastructure Targets

Greening targets to be developed.



Additional tree planting to new pathways



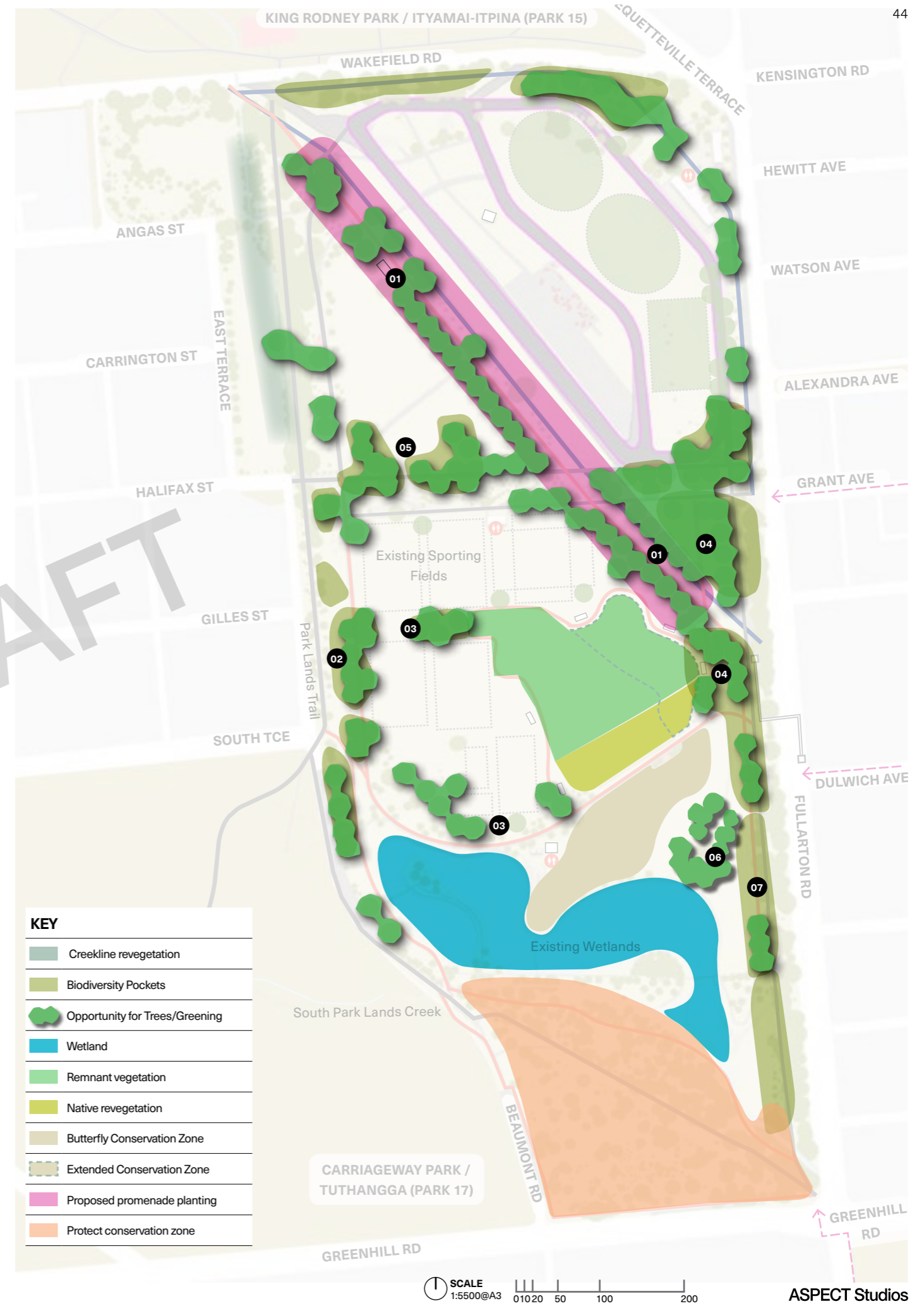
Temporary greening



Area identified as opportunity for additional pocket planting



Expansion of current Conservation Zone



# 5.7 Reveal and Reconnect the Water

## Creekline and Wetland

Building on the Wetlands development, there are a number of locations throughout the park where stormwater that traverses the site can be better managed to improve water quality and slow flows for passive irrigation and biodiversity improvements. Key initiatives include;

- Reveal existing stormwater drains where possible for water quality improvements and to increase opportunities for public interaction with the existing Botanic Creek line and Park Lands creek (to the south).
- The existing Botanic Creek (in the north of the site) presents as a rock/lined channel. There is an opportunity to rehabilitate to improve water quality, provide a better connection to nature and increase biodiversity in the park.
- Address deep erosion along creek banks and establish areas where people can engage with a network of micro-wetlands.
- Establish an interpretive hub at the Wetlands for education purposes.



Lay back banks to create a 'creek experience' with integrated nature play



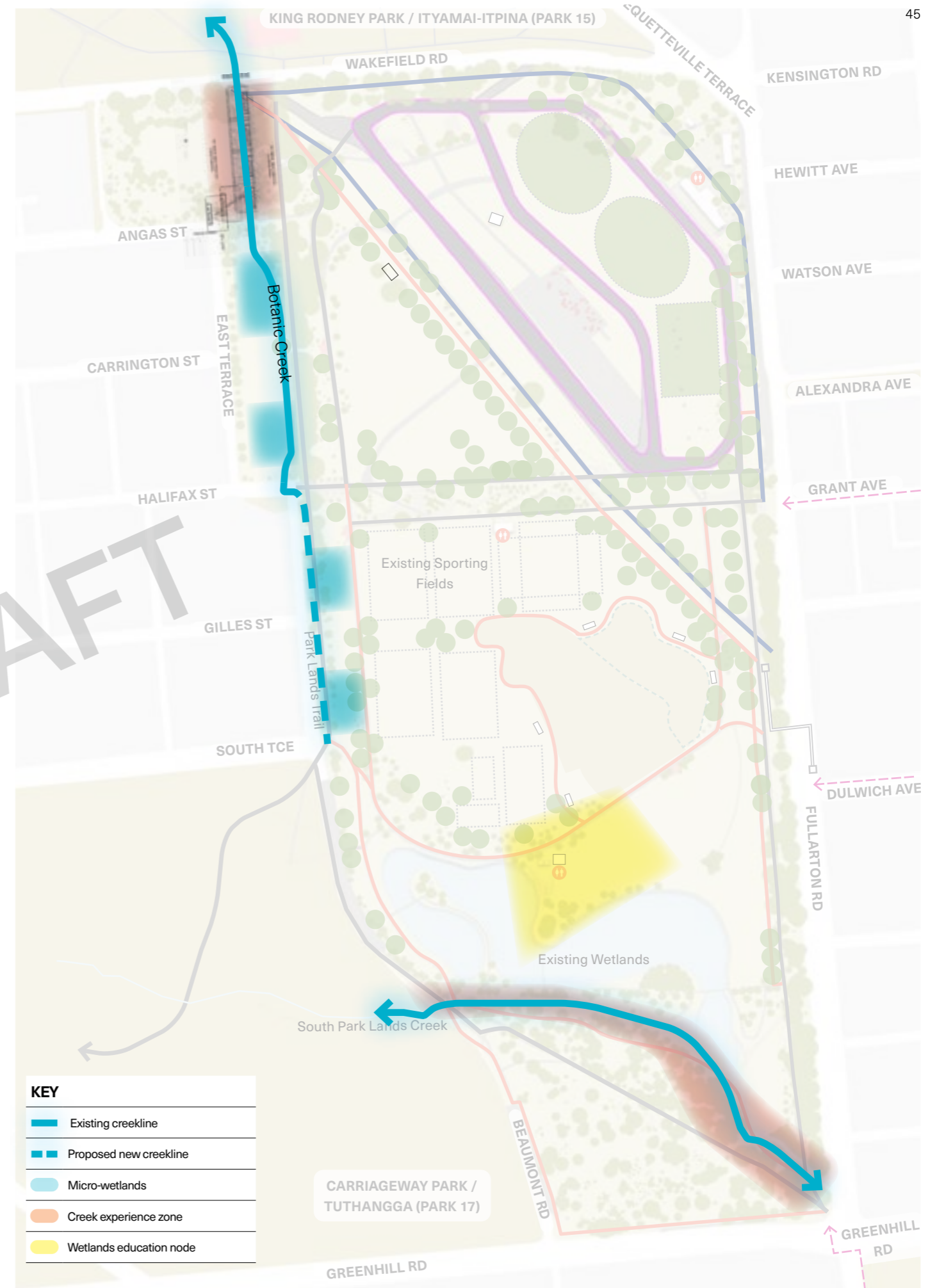
Increase opportunities for public interaction with creekline



Provide creekside linkages to allow opportunities to observe nature



Increase planting to improve creek biodiversity and create informal creek crossing points

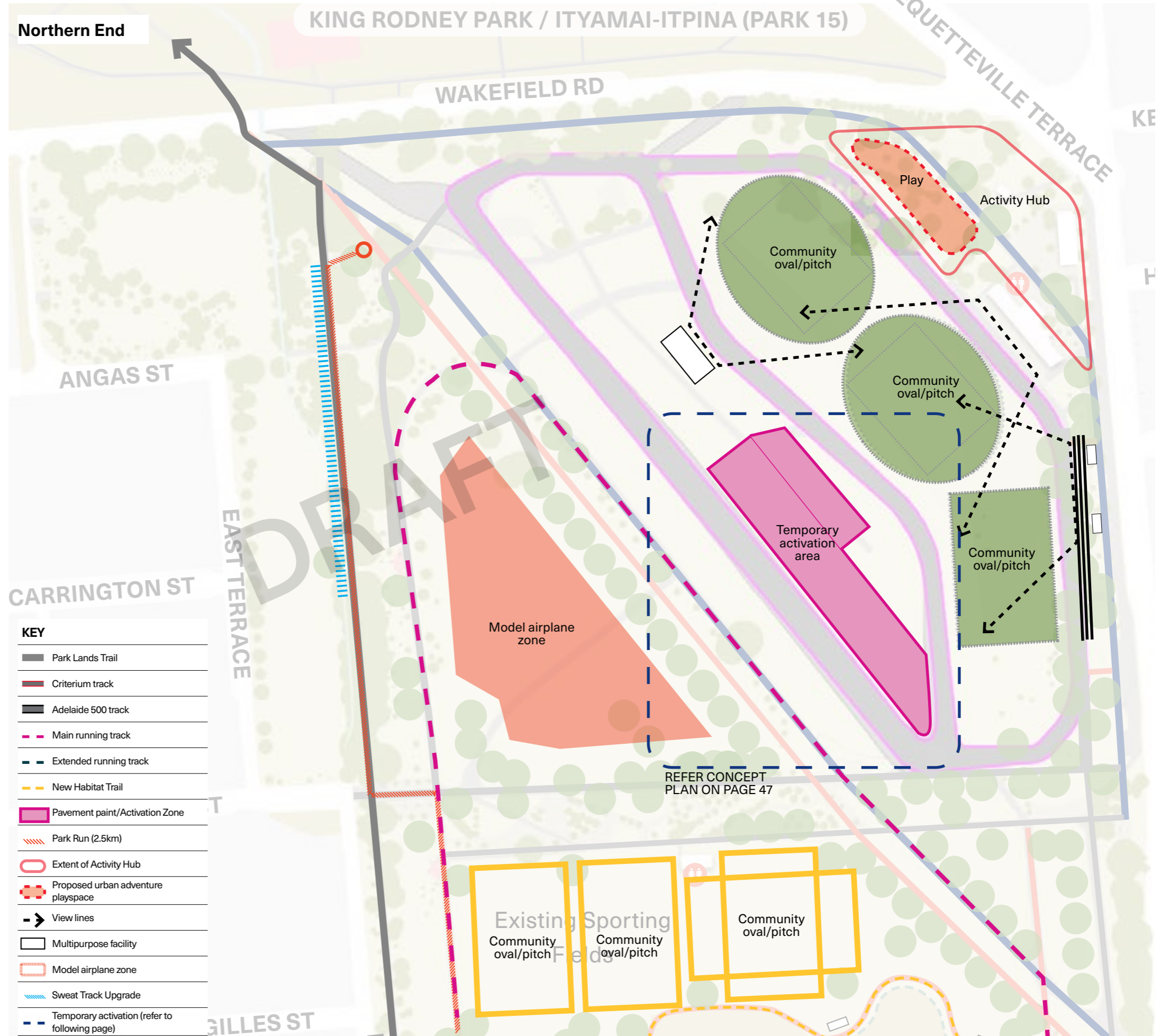


# 5.8 A Park for Year Round Activation

## Maximising Opportunities for Everyday Use

The park's recreational facilities will come under increasing demand as neighboring populations increase. To cater for this demand and to maximise the potential for the park to meet the community's vision of 'The People's Park', the following site activation initiatives are proposed:

- Increase the number of sporting fields within the northern precinct.
- Establish the Pakapakanthi/Victoria Park (Park 16) Activity Hub - a major upgrade to the area surrounding the Grandstand, with the inclusion of a new urban 'adventure style' playspace and potential permanent skate space.
- Enhance the criterium track in front of the Grandstand as a functional space for younger children to learn to ride/fun area.
- Provide additional running/walking loops and expand to the south of the South Park Lands Creek, including potential for cross country running courses.
- Upgrade sweat track and outdoor activity equipment to cater for all abilities and ages.
- Provide additional shade around model aircraft and other non-programmed recreation areas for improved micro-climate and year round use.
- Temporary activation opportunities for the central track and hardstand area (eg. pump track, painted linemarking and evening cinema).
- Temporary activation in future plaza area (eg. night markets and bands/small concerts).
- Upgrade of existing amenities block to provide additional universally accessible storage for community/cycling event use.



# 5.8 A Park for Year Round Activation

## Maximising Opportunities for Event Mode

The centre of the Motor Sport track includes a large expanse of hard paved surface which holds potential to develop events and recreational activation (both permanent and temporary) throughout the year. The following initiatives are proposed;

- 01 Redevelop amenities block; including public toilets, viewing platforms to sporting fields and criterium track as well as a storage facility.
- 02 Outdoor gathering space; temporary raised planters with opportunity for catenary lighting and shade sails, urban furniture, pop-up cafes/food trucks, infrastructure for bands/live performances, art installations/sculptures.
- 03 The Pavilion; similar to the Serpentine Pavilion in Hyde Park, London the site can be used for an annual architectural structure to be constructed.
- 04 Activity Zone; temporary bike pump track, activity based pavement line marking (basketball and trike track shown), tiered seating.



Shade structure with toilet facilities and storage



Temporary outdoor gathering



Serpentine Pavilion 2019



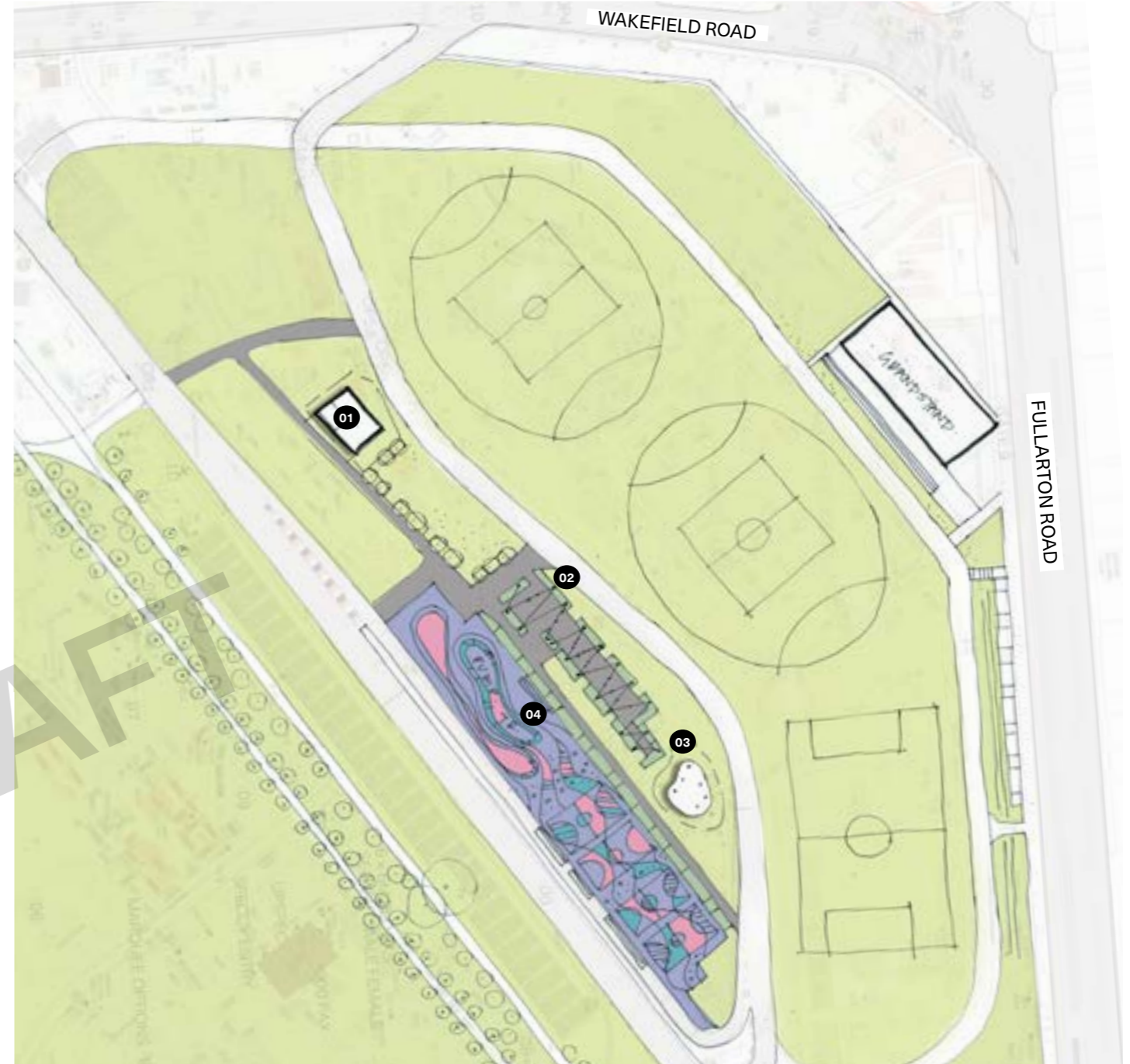
Pop-up bike pump track



Greening and gathering



Temporary Public Art/Sculptures



Temporary activation area concept illustration



Sculpture and Activity



Linemarked Event Mode



Linemarked Activity Zone

# 5.8 A Park for Year Round Activation

## Enhanced Events and Passive Recreation

Expand the diversity of offerings through developing site infrastructure that supports a range of events of various scales and a diverse range of passive recreational opportunities. Key initiatives include;

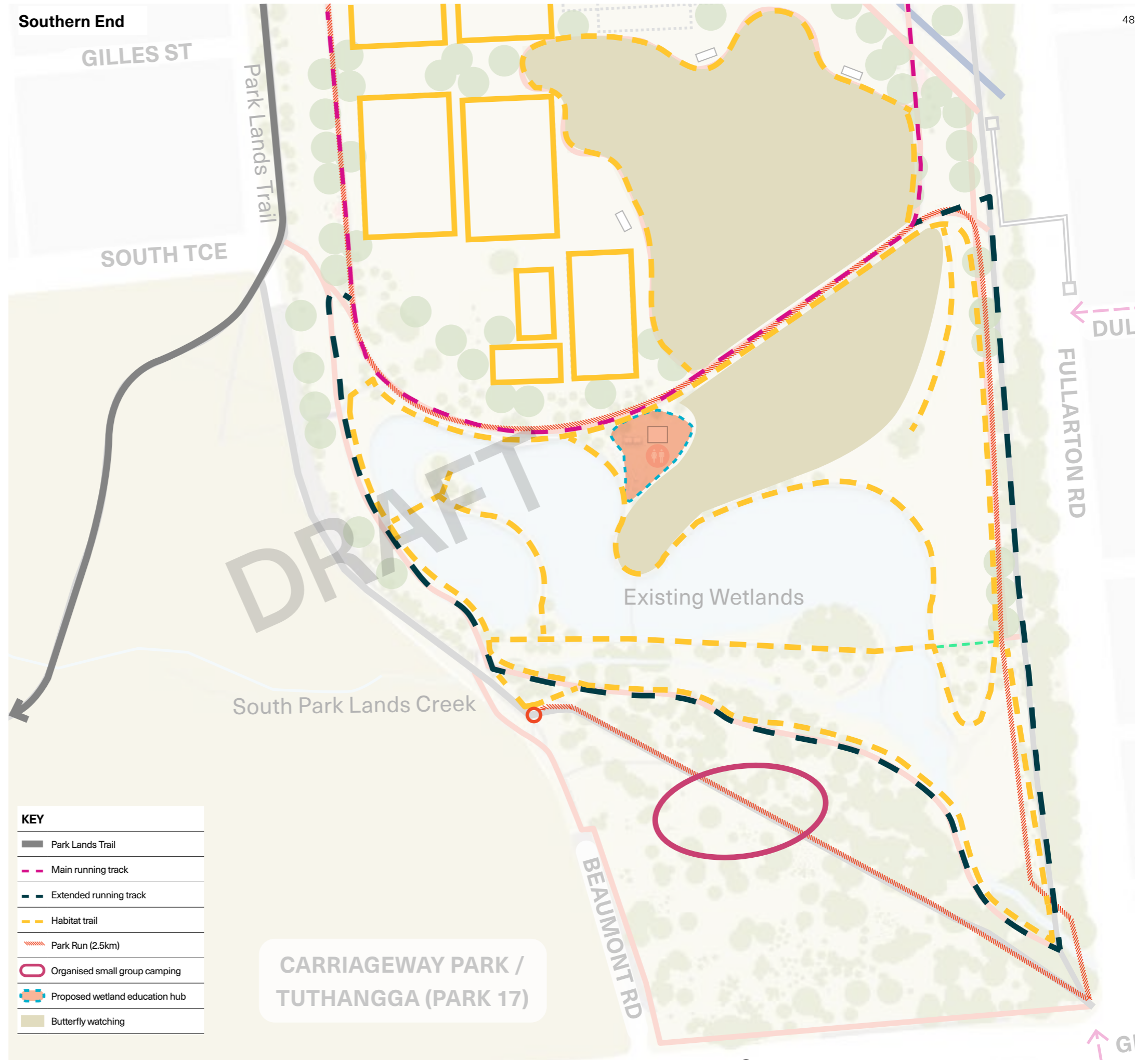
**Nature based activity;** Build on the educational potential within the southern portion of the park by providing group camping facilities, additional infrastructure to support school groups/tours, walking groups, biodiversity trails, butterfly watching, habitat studies, conservation education, technology to support environmental education, creek activation.



**Active recreation;** increase sporting fields, temporary pump track, road safety line marking, public art path/pop up art trails.



**Evening activation;** concerts in the park, drive-in cinema, open air cinema, guided evening night-walks for school groups, lighting to support evening sports activities, Grandstand and plaza lighting to increase activation to heritage precinct.



# 5.9 A Smart Park

## Balancing Environmental Integrity with High Demand

The park will be an example of best-use materiality and technology, creating opportunities for;

- Electric Vehicles and charging stations
- Micromobility and Electric Bike parking and charging stations
- Collection/drop off points for emerging vehicle sharing trends
- Consider using 'cool road' technology for any new bitumen surfaces and upgrading existing
- Incorporate temporary greening (i.e., pop up planting and solar powered furniture) during and outside of Adelaide 500 event
- Incorporate smart technologies across the park including; irrigation systems, car parking sensors, play usage, lighting, waste sensors, environmental and climate sensors
- Sustainable design to all new and refurbished buildings
- Drone monitoring using high-res imaging and remote sensing abilities to monitor ground coverage of native vegetation in the key biodiversity areas

### INTEGRATED DESIGN AND PLACEMAKING OPPORTUNITIES



01



02



03



04



DRAFT



# Kadaltilla

## Standing Item: Update on the World Heritage Listing for the Adelaide Park Lands and Rural Settlement Landscapes

**Thursday, 25 May 2023  
Board Meeting**

**Author:**  
Sarah Gilmour, Associate  
Director Park Lands, Policy &  
Sustainability

Public

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### Purpose

The purpose of this report is to provide an update on progress of the Joint World Heritage Bid for Adelaide and its Rural Settlement Landscapes.

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### Recommendation

That Kadaltilla / Park Lands Authority:

1. Receives the report contained within Item 7.1 on the Agenda for the meeting of the Board of Kadaltilla held on 25 May 2023.
-

# Implications

<p>Adelaide Park Lands Management Strategy 2015-2025</p>	<p><a href="#">Adelaide Park Lands Management Strategy 2015-2025</a></p> <p><b>Outcome</b> - The Park Lands are valued as a National Heritage site worthy of World Heritage Listing.</p> <p><b>Action 1</b> - Secure a commitment to pursue World Heritage listing.</p> <p><b>Action 2</b> - Develop the case for World Heritage listing.</p>
<p>2020-2025 Strategic Plan</p>	<p><a href="#">Adelaide Park Lands Authority 2020-2025 Strategic Plan</a></p> <p>Strategic Plan Alignment – Environment</p> <p>2.1 - Design, protect and enhance landscape values and design qualities.</p>
<p>Policy</p>	<p>The World Heritage listing of Adelaide and its rural settlement landscapes seeks to landmark the site and protect the area for future generations to enjoy and appreciate.</p>
<p>Consultation</p>	<p>Not as a result of this report.</p>
<p>Resource</p>	<p>Not as a result of this report.</p>
<p>Risk / Legal / Legislative</p>	<p>Not as a result of this report.</p>
<p>Opportunities</p>	<p>Opportunities created through World Heritage listing include:</p> <ul style="list-style-type: none"> <li>• Improved understanding and recognition of the significance of Adelaide and its rural settlement landscapes</li> <li>• Global profile and cultural tourism business and international investment attraction</li> <li>• Creating a shared narrative about First Nations culture and history that aligns with colonial settlement</li> <li>• Greater levels of protection.</li> </ul>
<p>City of Adelaide Budget Allocation</p>	<p>The expected cost of the World Heritage bid process is in the order of \$500,000 (financial year 2023/2024 to 2026/2027, subject to outcomes of Council’s budgeting process). A budget of \$150,000 has been proposed for 2023/2024 to undertake First Nations engagement and development of the tentative list submission.</p>
<p>Life of Project, Service, Initiative or (Expectancy of) Asset</p>	<p>Not as a result of this report.</p>
<p>Ongoing Costs (eg maintenance cost)</p>	<p>Not as a result of this report.</p>
<p>Other Funding Sources</p>	<p>There are no external funding sources currently committed or allocated to the project. Funding opportunities will be identified in the process and sought from partners.</p>

# Discussion

## Background

1. City of Adelaide is partnering with the State Government and local councils of the Mount Lofty Ranges to progress a World Heritage nomination that encompasses the Adelaide Park Lands and City Layout and the rural settlement landscapes of the Mt Lofty Ranges.
2. The joint nomination recognises the colonial settlement model and the settlement system that enables a story to be told that includes the impact of colonisation on Aboriginal people. Truth-telling about the impact of colonisation on Aboriginal people is an important and necessary part of progressing the nomination.
3. Dr Duncan Marshall AM who is a renowned global expert in Cultural World Heritage nominations has been engaged to advance the World Heritage nomination.
4. Dr Marshall has advised that the nomination could meet the World Heritage requirement for Outstanding Universal Value and satisfy up to three World Heritage criteria.
5. The proposed rationale for World Heritage listing, which will be refined through the process, is:  
*The nineteenth century property comprising Adelaide and its Rural Settlement Landscapes, including the early Adelaide plan, is of Outstanding Universal Value as exceptional evidence of the Wakefield systematic colonisation model, an important and influential model in the history of European free migration and colonial settlement. It is the most complete realisation of British colonial settlement planning in the world, and/or a major achievement of such colonial planning.*
6. The State Government wrote in support of the nomination in February 2023 as an important milestone to enable the nomination to progress.
7. Council replied reinforcing the importance of a strong bi-partisan commitment and financial support from State and Local Government and raising concerns that major development in the Park Lands severely compromise the values of the National Heritage Listing and will have a significant and unacceptable impact on the Park Lands.
8. The Kadaltilla members portal provides links to relevant documents.

## Current Status

9. The 21st triennial General Assembly (GA2023) and International Council on Monuments and Sites (ICOMOS) 2023 Scientific Symposium will be hosted by Australia ICOMOS in Sydney from 31 August to 09 September 2023.
  - 9.1. An abstract on the 'Settlement Landscapes in South Australia', submitted by Duncan Marshall, has been accepted for presentation at the Scientific Symposium.
  - 9.2. The World Heritage Committee is expected to attend the General Assembly and is an opportunity to showcase and promote the potential future World Heritage listing of the Adelaide Park Lands and City Layout and the Mt Lofty Ranges.
  - 9.3. City of Adelaide allocated one of its heritage architects Simon Carter, who has experience working with the Burra Charter, to the World Heritage project. Simon will be attending the GA2023 Scientific Symposium on the City of Adelaide's behalf.
10. City of Adelaide has sent correspondence to the Adelaide Hills Council, as the lead for the councils of the Mount Lofty Ranges, advising of City of Adelaide's 2023/2024 budget proposal for the World Heritage Bid and seeking commitment from the bid partners to progress at pace on 2023/2024.
11. City of Adelaide has sent correspondence to the State Commission Assessment Panel, State Planning Commission, Office of Design and Architecture and the relevant Ministers to advise that the State Government has supported the development of a World Heritage Tentative list submission and that the impact on the National Heritage Values should be a consideration in the assessment of all future applications within the City of Adelaide.
12. Administration is in discussion with the Commonwealth Heritage Branch in the Department of Climate Change, Energy, the Environment and Water (DCEEW) regarding strengthening protections for the National Heritage values of the Adelaide Park Lands and City Layout through a [Conservation Agreement](#) between the National Government, State Government and City of Adelaide.

## Next Steps

13. A meeting with the Working Group has been scheduled for 29 May 2023 to finalise the governance structure for approval by the respective bid partners. This includes ensuring senior membership to drive timely decision making and seek to improve the proposed timelines where possible.

## Attachments

Nil

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- END OF REPORT -