

# Community Buildings in the Park Lands

Strategic Alignment - Thriving Communities

Public

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City Community Services and  
Culture Committee

**Program Contact:**

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Shaping

## EXECUTIVE SUMMARY

The purpose of this report is to seek Council's approval to undertake community consultation on a Draft Park Lands Community Buildings (Sport and Recreation) Policy. The objective of the draft policy is to facilitate the regeneration of a targeted pipeline of community sports infrastructure on the Adelaide Park Lands.

The draft policy is underpinned by five guiding principles and related performance criteria, derived from a series of Council workshops and reports between May and August 2023, and relate to City of Adelaide owned community sports buildings that are (or proposed to be) leased to external community organisations.

As the Adelaide Park Lands Management Strategy (APLMS) states, the Park Lands are for all South Australians, including city users who utilise the Park Lands as Adelaide's hub for sport and recreation. Community sports accounts for 20% of visitation amongst the diverse uses of the Park Lands. This usage is predicted to increase in alignment with population projections across the Greater Adelaide region, community expectations for accessible and inclusive community sport infrastructure, and pressures on inner ring Councils to seek access to open space.

Administration has identified seven Park Lands priority locations where 15 existing buildings could be replaced with seven new fit-for-purpose community sports buildings. In identifying this opportunity, Administration has defined 'fit-for-purpose' to mean 'fit-for-Park Lands-purpose'. The targeted regeneration of a selection of community sports orientated built form on the Park Lands should predominantly complement its Park Land setting and objectives, whilst also creating a functional space that meets the needs and expectations of users.

This policy proposes that the CoA co-design the project design briefs for the seven fit-for-purpose community sports buildings that have been identified as priority projects. These co-designed project briefs would be presented to Kadaltilla / Adelaide Park Lands Authority (Kadaltilla) and Council for approval before progression to a proposed co-investment agreement with co-contributions sought from State and Federal Governments, and lessees where appropriate.

The management of leasing and licensing arrangements of community land within the Park Lands for the benefit of the community is outlined in the Draft Park Lands Lease and Licence Policy.

Subject to Council's approval, community and stakeholder consultation on the draft policy will be undertaken for a five week period. As part of the stakeholder consultation process, feedback will be sought from Kadaltilla at its meeting on 23 November 2023. A revised policy will be presented to Kadaltilla in February 2024 and Council in March 2024 for adoption.

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## RECOMMENDATION

The following recommendation will be presented to Council on 10 October 2023 for consideration

THAT THE CITY COMMUNITY SERVICES AND CULTURE COMMITTEE RECOMMENDS TO COUNCIL  
THAT COUNCIL

1. Approves the Draft Park Lands Community Buildings (Sport and Recreation) Policy, Attachment A to Item 7.4 on the Agenda for the City Community Services and Culture Committee held on 3 October 2023, for public consultation, commencing 9:00am 20 October to 5:00pm 27 November 2023.

## IMPLICATIONS AND FINANCIALS

City of Adelaide 2020-2024 Strategic Plan	<b>Strategic Alignment – Thriving Communities</b> The development of this policy will contribute to the Council objective of leveraging the Adelaide Park Lands to promote health, wellbeing and lifestyle experiences.
Policy	This policy is to be read in conjunction with the Adelaide Park Lands Management Strategy and Adelaide Park Lands Community Land Management Plan, the (Draft) Park Lands Lease and Licence Policy, Buildings Asset Management Plan and the Adelaide Park Lands Building Design Guidelines.
Consultation	Consultation on the draft policy will be open from 20 October to 27 November 2023, including stakeholder engagement with Kadaltilla / Adelaide Park Lands Authority. The results of the consultation feedback and analysis will be reported to Kadaltilla in February 2024 and Council in March 2024.
Resource	Consultation will be conducted using existing resources. There are no additional resources required as a result of this report.
Risk / Legal / Legislative	There are no additional risks identified as a result of this report.
Opportunities	This policy will enable the City of Adelaide to have a transparent decision-making process in co-funding the regeneration of leased and licensed facilities in the Park Lands and capitalise on external funding opportunities to enhance Council community assets.
23/24 Budget Allocation	Not as a result of this report
Proposed 24/25 Budget Allocation	As part of considering the draft policy for adoption in March 2024, following community consultation, Administration will seek Council's support for a budget allocation in the 2024/25 Business Plan and Budget to commence implementation of the policy over seven financial years.
Life of Project, Service, Initiative or (Expectancy of) Asset	Not as a result of this report
23/24 Budget Reconsideration (if applicable)	A budget reconsideration as part of QF3 will be requested for detailed design to enable delivery of the highest priority project in 2024/25.
Ongoing Costs (eg maintenance cost)	Not as a result of this report
Other Funding Sources	The draft policy proposes a co-funding approach to the upgrade of community assets through financial contributions from the City of Adelaide, State and Federal Governments, and community organisations (Lessees).

## DISCUSSION

1. Within the 685 hectares of Park Lands under the care and control of the City of Adelaide (CoA), there are 118 buildings. 55 of these structures are owned by CoA and appear on the Asset Register. A number of these assets are community sports buildings that require upgrades to meet evolving community needs (particularly in relation to increasing female and junior participation in sport) and ensure facilities are functional, safe and sustainable.
2. The current Adelaide Park Lands Management Strategy references that 2 million people from community, sporting groups and schools use the Adelaide Park Lands annually. It notes the critical role that the Park Lands, and the community sports facilities that they contain, play in supporting sport at regional, metropolitan, national, and international levels.
3. In the latter half of 2022, Administration developed an 'Investing in Community Sports Infrastructure: Discussion Paper' following identification of the opportunity to strengthen the Park Lands community use asset base to meet functional, accessibility, safety, amenity and environmental objectives, standards and expectations set by the City of Adelaide (CoA). A summary report of the discussion paper is provided at Link 1 view [here](#).
4. The paper recommended a robust approach to improving community sports infrastructure on the Park Lands through a co-investment funding policy.

### Council and Kadaltilla Feedback

5. On 2 May 2023, a workshop was held with Council Members to obtain feedback on a proposed co-investment strategy to improve Park Lands sites, which included budget estimates for multiple Park Lands enhancement projects.
6. The development of this policy is a result of a Council Decision on 27 June 2023, where Council requested a report from Administration by September 2023 providing policy options for Park Lands buildings for the provision of fit-for-purpose facilities including toilets, changerooms and storage.
7. Feedback from workshops held with Council Members on 15 August 2023 and Kadaltilla / Adelaide Park Lands Authority Board Members on 24 August 2023 has informed the draft policy. A summary of the feedback received and how Administration has responded is at Link 2 view [here](#).
8. On 2 May 2023, a workshop was held with Council Members to obtain feedback on a proposed co-investment strategy to improve Park Lands sites containing community recreation and sport infrastructure. The workshop provided Council Members with several key messages including:
  - 8.1. half of all city residents were aged between 20-39 (49.8%) compared to only a quarter of South Australians 26%
  - 8.2. population growth in the city and surrounding residential areas along with urban infill is placing increased demand on the Park Lands
  - 8.3. of the approximately nine million annual Park Lands visits, organised sport made up 20% of these visits
  - 8.4. the extent of formal sporting areas in the Park Lands has reduced by approximately 28 hectares or 19% over the last 30 to 40 years
  - 8.5. spatially, organised sports facilities represent around 14% of the Park Lands, with only 2.5% of these facilities currently restricting access outside their usage times
  - 8.6. Park Lands community lessees are responsible for all maintenance and operational costs
  - 8.7. relative to local government in Australia, CoA charges relatively high community lease and licence fees and provides low levels of financial support
  - 8.8. CoA does not presently budget for the renewal of community leased and licensed infrastructure in the Park Lands
  - 8.9. the current leased asset renewal process is triggered, led and funded by lessees, resulting in Park Lands sport facilities and buildings that:
    - 8.9.1. are unsightly, dated and not fit-for-purpose
    - 8.9.2. service a single user group and/or purpose
    - 8.9.3. are disconnected with other Park Lands facilities and landscapes
    - 8.9.4. do not meet community facility standards.

9. On 27 June 2023, Council resolved:

*That Council:*

1. *Seeks a report from the Administration by September 2023 providing policy options for Park Lands buildings for the provision of fit for purpose facilities including toilets, changerooms and storage.*
  2. *Requests Administration works with ACSARA to submit a revised proposal.*
  3. *Notes that there are no existing approvals by Council to fund or build the ACSARA project proposal to redevelop an existing change room facility on Golden Wattle / Mirnu Wirra (Park 21W).'*
10. In July 2023, Administration commissioned research to inform the development of policy options associated with Park Lands sports buildings. This research has been used to inform the development of draft policy principles detailed in this report. The commissioned reports are provided at Link 3 view [here](#) and Link 4 view [here](#)).

### **Demand for Sport and Recreation Facilities**

11. Greater Adelaide's population is projected to increase by 46% over the next 30 years and the Adelaide Park Lands will play a significant role in servicing demand for open space (current and future) within this region.
12. The South Australian legislative requirement of 12.5% of land for open space relates to around four hectares per 1,000 people in lower density developments.
13. The table below shows a comparison of open space provision for hectares of open space per 1,000 population for the City of Adelaide and the seven adjoining council areas. The majority of adjoining councils are below this standard, while population growth is anticipated across all adjoining councils.

<b>Council</b>	<b>Open Space (Hectares)</b>	<b>Hectares of Open Space per 1,000 Population</b>	<b>Projected Population Growth by 2031</b>
City of Unley	30	0.76	3%
City of Charles Sturt	403	3.39	11%
City of Prospect	23	1.15	9%
City of West Torrens	173	2.84	11%
City of Burnside	190	4.18	4%
City of Norwood, Payneham & St Peters	180	4.85	8%
Town of Walkerville	33	4.32	8%
City of Adelaide	760	29.1	43%

14. Demand for public open space will remain high as population increases occur across metropolitan Adelaide. With increased in-fill development, inner rim councils are more likely to further develop pocket parks and functional open spaces rather than open playing fields. This will place more emphasis on the balanced use of the Park Lands, including for organised sport.

### **Policy Purpose and Strategic Context**

15. The Draft Park Lands Community Buildings (Sport and Recreation) Policy (**Attachment A**) has been developed to support:
  - 15.1. use of and access to the Park Lands through participation in community sport and recreation
  - 15.2. protecting and promoting the Park Lands
  - 15.3. mitigating the effects of climate change and ensuring integrated and sustainable development

16. In applying this policy, Council will need to consider the following strategic documents:

Document	Context
Adelaide Park Lands Management Strategy and Adelaide Park Lands Community Land Management Plan	<ul style="list-style-type: none"> <li>Identifies the locations of sport and recreation landscapes in the Park Lands</li> </ul>
Park Lands Lease and Licence Policy	<ul style="list-style-type: none"> <li>Prescribes the process for selection of lessees</li> <li>Sets out leasing conditions and permitted activities</li> <li>Details management of lessees and sub-lessees</li> </ul>
Buildings Asset Management Plan	<ul style="list-style-type: none"> <li>Prescribes the process for the acquisition, maintenance, renewal and disposal of Council's building assets</li> </ul>
Adelaide Park Lands Building Design Guidelines	<ul style="list-style-type: none"> <li>Contains detailed design considerations</li> </ul>

17. The hierarchical relationship of these documents is shown at Link 5 view [here](#).

### Policy Principles and Performance Criteria

18. The draft policy contains a series of principles and related performance criteria to inform decision making with regards to the regeneration of leased community buildings and associated infrastructure in the Park Lands.
19. The draft policy focuses on five guiding principles:
- 19.1. Balance a minimal infrastructure footprint and scale with fit for purpose facilities required to support local community sports.
  - 19.2. Deliver community buildings that perform their purpose while prioritising no net loss of Park Lands.
  - 19.3. Maximise sustainable development and environmental performance of community sports facilities.
  - 19.4. Create high quality welcoming and accessible facilities to maximise community use.
  - 19.5. Support diverse participation through equitable co-funding.
20. For a project to be considered compliant with the policy, it will need address each performance criteria.
21. The draft policy identifies core elements of a local community sports building. These have been identified through reviewing community sports facility guidelines developed for local community sport in South Australia and/or interstate.
22. The draft policy proposes that the CoA co-design the project design briefs for each proposed fit-for-purpose community sports building. These co-designed project briefs would be presented to Kadaltilla and Council for approval before progression to a proposed co-investment agreement with co-contributions sought from State and Federal Governments, and lessees where appropriate.

### Funding Approach

23. The draft policy proposes a co-funding approach to the upgrading of community sports facilities, with an expectation that significant co-funding will come from the State Government in acknowledgement of the critical role the Park Lands play in servicing demand for community sports and recreation facilities in Greater Adelaide.
24. The draft policy scope extends to associated community sporting infrastructure including playing fields and sports lighting. Upgrading these elements will support climate adaptation initiatives and improve the carrying capacity of existing sporting areas to service increased demand, without expanding the footprint of sporting areas in the Park Lands.
25. Administration has identified seven Park Lands priority sports locations where 15 existing buildings could be replaced with seven new fit-for-purpose community buildings. Aligning with co-funding levels proposed in the draft policy, it is estimated that Council would contribute \$13.3M over seven financial years. This is summarised below with details provided at Link 6 view [here](#).

Timing of City of Adelaide Co-Investment								
Total Estimated Investment	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31
\$34.1M	\$250,000	\$2.55M	\$2.0M	\$2.5M	\$1.25M	\$1.25M	\$1.25M	\$2.5M
Total Estimated CoA Co-Investment	To commence detailed design	One site \$2.55M already committed	One site \$2.0M already committed	One site	One site	One site	One site	One site
\$13.3M								

Park No.	Lessee (current)	Lessee Category	CoA Co-funding Ratio	Proposed Renewal Funding Allocation (Asset Mgt Plan)	Proposed Upgrade Funding Allocation
21W	Adelaide Community Sport and Recreation Association	Community Club or Association	Up to 50%	\$1,300,000	\$1,250,000
27B	West Adelaide FC	Community Club or Association	Up to 50%	\$500,000	\$1,500,000
21	Football SA	State Sporting Association	Up to 50%	\$450,000	\$2,050,000
20	Pulteney Grammar School	Educational Institution	Up to 25%	\$1,650,000	(\$400,000)
	Adelaide Harriers Athletics Club	Community Club or Association			
6	Wilderness School	Educational Institution	Up to 25%	\$700,000	\$550,000
17	Pembroke School	Educational Institution	Up to 25%	\$1,200,000	\$50,000
22	SA United Church Netball Association	Community Club or Association	Up to 50%	\$700,000	\$1,800,000
<b>Totals</b>				<b>\$6,500,000</b>	<b>\$6,800,000</b>

26. The current operating model for the City of Adelaide is that Community Park Lands Lessees are responsible for all costs associated with leasing/licensing their facilities, including all facility and grounds maintenance (minus turf mowing where applicable) and all outgoings.
27. This model means that most Community Park Lands Lessees rely almost solely on government grants to enable any upgrades to their facilities. Existing income sources and income generating activity in alignment with the Park Lands Lease and Licence Policy including fund raising and canteen sales narrowly cover their annual operating costs, noting that these facilities are managed predominantly by volunteers.
28. Administration has examined a cross section of community clubs and sports associations, and has found that in the 2021/22 financial year:
  - 28.1. The average annual income was \$259,835. Membership fees made up 58% of this income.
  - 28.2. The average annual expenditure of \$259,593. The average utilities expenditure was \$24,577 (9.5%).
  - 28.3. This equates to an average annual operating surplus of \$243.

#### Next Steps

29. Subject to Council approval, Administration will undertake public consultation on the Draft Park Lands Community Buildings (Sport and Recreation) Policy, commencing 9.00am 20 October to 5.00pm 27 November 2023.
30. As part of the consultation process, feedback on the draft policy will be directly sought from:
  - 30.1. City resident groups
  - 30.2. Park Lands users

- 30.3. Park Lands lessees and licensees
  - 30.4. Adelaide Park Lands Association
  - 30.5. Adjoining councils
  - 30.6. Office for Recreation, Sport and Racing
  - 30.7. Department for Environment and Water
  - 30.8. Green Adelaide
  - 30.9. State Sporting Associations
  - 30.10. Sport SA
  - 30.11. Australian Institute of Architects
  - 30.12. Australian Institute of Landscape Architects
  - 30.13. Kadaltilla at its meeting on 23 November 2023
31. Consultation findings along with a revised policy will be presented to Kadaltilla in February 2024 and Council in March 2024 for adoption. As part of considering the policy for adoption, Administration will seek Council support for a budget allocation in the 2024/25 Business Plan and Budget to commence implementation of the policy over seven financial years (2024/25 to 2030/31).
  32. A budget reconsideration as part of QF3 will be requested for detailed design to enable delivery of the highest priority project in 2024/25.
  33. As per the Council Decision from 27 June 2023, Administration will work with the Adelaide Community Sport and Recreation Association to develop a revised building design for Golden Wattle Park / Mirnu Wirra (Park 21W) that aligns with the draft policy, for consideration by Kadaltilla and Council in February and March 2024 respectively.
  34. Administration will review the Adelaide Park Lands Building Design Guidelines in 2023/24 Financial Year to ensure alignment with the Draft Park Lands Community Buildings (Sport and Recreation) Policy.

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## DATA AND SUPPORTING INFORMATION

**Link 1** – Investing in Community Sports Infrastructure: Summary Report of Discussion Paper

**Link 2** – Summary - Council and Kadaltilla Workshops - Community Buildings in the Park Lands

**Link 3** – Park Lands Building Design Principles – July 2023

**Link 4** – Community Sports Infrastructure Research – July 2023

**Link 5** – Hierarchy of Strategic Documents

**Link 6** – Co-funding timing of community buildings as at September 2023

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## ATTACHMENTS

**Attachment A** – Draft Park Lands Community Buildings (Sport and Recreation) Policy

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- END OF REPORT -