

Consultation Feedback on the Draft Park Lands Community Buildings (Sport and Recreation) Policy

Tuesday, 5 March 2024
City Community Services and Culture Committee

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Strategic Alignment - Our Community

Public

EXECUTIVE SUMMARY

This report presents Administration's analysis of community feedback received after public consultation on a Draft Park Lands Community Buildings (Sport and Recreation) Policy (Draft Policy) for five weeks from 20 October to 27 November 2023.

The Draft Policy was developed through workshops Council Committee and Kadaltilla / Adelaide Park Lands Authority related to the proposed upgrade of City of Adelaide-owned community sports buildings that are (or are proposed to be) leased to community organisations through the Adelaide Park Lands Lease and Licensing Policy.

The upgrade of Council-owned community buildings in the Park Lands has been a long term issue. These City of Adelaide assets do not meet contemporary standards, are generally poor in terms of their functionality, no longer appropriately service community user groups and offer limited flexibility to provide for broader usage, for example sport, recreation and community groups.

Community sport is envisaged as a Park Lands use and accounts for 20% of visitation amongst the diverse users of the Park Lands. Demand for this type of activity is predicted to increase in alignment with population projections for the City and North Adelaide and across the Greater Adelaide region. In seeking to increase its population and attract a diverse population including families, along with expected increases in international student numbers, all point to a need to address approaches to the appropriate amenity to support future populations to participate in sport and recreation in the Adelaide Park Lands. In addition, growing community expectations for accessible and inclusive community spaces, including sport infrastructure and pressures on inner ring Councils to seek access to open space, noting limitations of available space across the metropolitan area also need to be considered.

Analysis of the community consultation on the Draft Policy reveals that despite strong support to replace existing sport and recreation community buildings in the Park Lands with new and quality designed, shared facilities through a co-funding investment model, respondents noted conflicting City of Adelaide policy positions. This ambiguity is related to the delivery of community buildings that perform their purpose, to contemporary standards and requirements, while prioritising objectives such as no net loss of Park Lands and historical built form foot print measures.

Kadaltilla / Adelaide Park Lands Authority considered this matter on 22 February 2024 and recommended a workshop to discuss and provide recommendations to address some of the tensions borne out through the consultation.

This report seeks feedback from the City Community Services and Culture Committee regarding these conflicts prior to Administration finalising the Draft Policy.

RECOMMENDATION

The following recommendation will be presented to Council on 12 March 2024 for consideration

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

1. Notes the findings of the community consultation undertaken on the Draft Park Lands Community Buildings (Sport and Recreation) Policy as shown in Attachments A, B and C to Item 7.4 on the Agenda for the meeting of the City Community Services and Culture Committee held on 5 March 2024.

2. Notes that a workshop will be scheduled at Kadaltilla and following that workshop a subsequent report will be brought back to Council.
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IMPLICATIONS AND FINANCIALS

City of Adelaide 2024-2028 Strategic Plan	Strategic Alignment – Our Community ‘Enable community-led services which increase wellbeing, social connections and participation in active lifestyles, leisure, recreation and sport’
Policy	The Adelaide Park Lands Management Strategy recommends to ‘support activation of the Park Lands by upgrading and enhancing buildings and structures responsive to their park setting’. The Adelaide Park Lands Community Land Management Plan contains the target ‘To support upgrades to community sports buildings (where viable) and construction of new community sports buildings that are fit for purpose, and which maximise community participation and diversity of physical activity but to not result in a net increase of built form footprint across the Adelaide Park Lands’.
Consultation	Community consultation on the Draft Policy occurred between 20 October and 27 November 2023 in accordance with Council’s Community Consultation Policy. Community and stakeholder feedback from that consultation process are presented in this report.
Resource	Not as a result of this report
Risk / Legal / Legislative	There are no additional risks identified as a result of this report.
Opportunities	This report provides an opportunity to hear from Council Members regarding the feedback received from the community on the Draft Policy.
23/24 Budget Allocation	Not as a result of this report
Proposed 24/25 Budget Allocation	There is no funding allocation for projects at this time. It should be noted that Administration has identified a priority Park Lands Community Building Co-Investment project as Golden Wattle Park / Mirnu Wirra (Park 21W). This proposal has grant and proponent funding. A capital budget bid has been prepared for consideration through the 2024/25 Business Plan and Budget process and will be subject to Council approval.
Life of Project, Service, Initiative or (Expectancy of) Asset	Not as a result of this report
23/24 Budget Reconsideration (if applicable)	Not as a result of this report
Ongoing Costs (eg maintenance cost)	Not as a result of this report
Other Funding Sources	Not as a result of this report

DISCUSSION

1. Within the 675 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. Several of these assets are community sports buildings that require upgrades to meet evolving community needs (particularly in increasing female and junior participation in sport) and ensure facilities are functional, safe and sustainable.
2. As a requirement of the *Adelaide Park Lands Act 2005* (the Act), the Adelaide Park Lands Management Strategy (APLMS) is the main planning document for the Adelaide Park Lands. It identifies goals, sets priorities, and identifies strategies concerning the management of the Park Lands.
3. The APLMS responds to the Act and its Statutory Principles, and consideration as to how these principles are considered not in conflict with one another but in complement is important in the context of the objectives of the Act and the APLMS and the feedback received through the community consultation. These statutory principles are included below:

4—Statutory principles

(1) The following principles are relevant to the operation of this Act:

(a) the land comprising the Adelaide Park Lands should, as far as is reasonably appropriate, correspond to the general intentions of Colonel William Light in establishing the first Plan of Adelaide in 1837;

(b) the Adelaide Park Lands should be held for the public benefit of the people of South Australia, and should be generally available to them for their use and enjoyment (recognising that certain uses of the Park Lands may restrict or prevent access to particular parts of the Park Lands); Adelaide Park Lands Act 2005—19.3.2021 Part 1—Preliminary 4 Published under the Legislation Revision and Publication Act 2002

(c) the Adelaide Park Lands reflect and support a diverse range of environmental, cultural, recreational and social values and activities that should be protected and enhanced;

(d) the Adelaide Park Lands provide a defining feature to the City of Adelaide and contribute to the economic and social well-being of the City in a manner that should be recognised and enhanced;

(e) the contribution that the Adelaide Park Lands make to the natural heritage of the Adelaide Plains should be recognised, and consideration given to the extent to which initiatives involving the Park Lands can improve the biodiversity and sustainability of the Adelaide Plains;

(f) the State Government, State agencies and authorities, and the Adelaide City Council, should actively seek to co-operate and collaborate with each other in order to protect and enhance the Adelaide Park Lands;

(g) the interests of the South Australian community in ensuring the preservation of the Adelaide Park Lands are to be recognised, and activities that may affect the Park Lands should be consistent with maintaining or enhancing the environmental, cultural, recreational and social heritage status of the Park Lands for the benefit of the State.

4. The APLMS references the two million people from community, sporting groups and schools that use the Adelaide Park Lands annually. It notes the critical role that the Park Lands, and the community sports facilities within them play, in supporting objectives to recognise and enhance such activity in the Park Lands, noting this is enabled at a local, regional, metropolitan, national, and international level.

Council and Kadaltilla Policy Development 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. 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).'*

7. Feedback from workshops held with Council Members on 15 August 2023 and Kadaltilla / Adelaide Park Lands Authority (Kadaltilla) Board Members on 24 August 2023 informed the development of a Draft Park Lands Community Buildings (Sport and Recreation) Policy (Draft Policy).
8. On 10 October 2023, Council resolved:

'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 subject to the following change:*
 - *include an indication in each column on page 4 of the Policy that no minimum will be stated.'*

Community Consultation

9. Community consultation on the draft policy occurred between 20 October and 27 November 2023 per the Community Consultation Policy.
10. To ensure the community was informed and aware of their opportunities to provide feedback, consultation included:
 - 10.1. Public notice in The Advertiser newspaper
 - 10.2. Social media posts
 - 10.3. Information on Your Say Adelaide
 - 10.4. A face to face information drop-in session in Blue Gum Park / Kurungga (Park 20)
 - 10.5. Notification to Park Lands Lessees, Government Departments, community organisations, resident groups and state sporting associations
 - 10.6. Posters with QR Codes on Park Lands community sports buildings
 - 10.7. Notification to Kadaltilla Board Members on 23 November 2023.

Consultation Findings

11. As part of the consultation activities undertaken, Council received:
 - 11.1. 19 written responses
 - 11.2. 82 survey responses
 - 11.3. 125 quick poll responses.
12. From the 82 survey responses, Administration heard:
 - 12.1. 78% of respondents agreed with the performance criteria relating to fit for purpose facilities for local community sport
 - 12.2. 66% of respondents agreed with the performance criteria relating to prioritising no net loss of Park Lands, while suggesting there needed to be some flexibility to enable fit for purpose facilities
 - 12.3. 75% of respondents agreed with the performance criteria relating to sustainable development
 - 12.4. 47% of respondents agreed with the performance criteria relating to welcoming and accessible facilities
 - 12.5. 73% of respondents agreed with the performance criteria relating to equitable co-funding
 - 12.6. 46% disagreed due to concerns about a lack of car parking and/or conflicting criteria regarding low scale built form, fit for purpose facilities and no net loss of Park Lands.
13. From the 125 quick poll responses, Administration heard:
 - 13.1. 89% of respondents ranked 'designed to fulfil its purpose' as the highest priority for community sports buildings
 - 13.2. 88% of respondents ranked 'minimal building size and scale' as the lowest priority.
14. From the 19 written responses, Administration heard:
 - 14.1. Strong support for replacing existing sports buildings with fit for purpose shared facilities
 - 14.2. Support for co-funding with several organisations indicating a desire to partner with the City of Adelaide

- 14.3. Concerns about no additional car parking
- 14.4. Concerns about no loss of trees and no net loss of Park Lands (in the context of providing fit for purpose facilities)
- 14.5. Concerns about the alignment of the Draft Policy in the context of other relevant policies.

15. The primary themes from the feedback received are:

Theme	Context
Fit for Purpose Buildings	There was strong support to replace existing sports buildings in the Park Lands with new community sports buildings that were fit for purpose in relation to the facilities and users they intended to serve.
Quality Design	There was strong support for new community sports buildings to be inclusive, safe, environmentally sustainable and accessible.
Shared Facilities	There was strong support to create shared facilities that serviced multiple sporting groups and non-sporting community use.
Co-funding Essential	There was strong support for co-funding of community sports buildings, with multiple references to quality design buildings being beyond the financial capacity of community organisations.
Greater Flexibility	Multiple respondents did not agree with the policy regarding: <ul style="list-style-type: none"> • no additional car parking, with suggestions that car parking be provided on permeable surfaces • no loss of trees, with suggestions that any loss of trees be replaced with new plantings to achieve an overall net increase • no net loss of Park Lands was deemed unrealistic in the context of replacing existing building footprint with fit for purpose shared facilities, with suggestions for multi-level buildings and an overall reduction in the number of Park Lands buildings.
Competing Objectives	Multiple respondents indicated that the policy objectives of creating fit for purpose shared facilities, no net loss of Park Lands and low scale single level buildings to optimise accessibility, were conflicting.

16. The secondary themes from the feedback received are:

Theme	Context
Spectator Facilities	Some respondents questioned the practicality of spectator facilities being temporary, citing a critical link between spectators and recruiting volunteers and new participants.
Elite Competition	Some respondents sought clarification of what was meant by 'elite' competition and didn't agree that it should be excluded.

- 17. Consultation feedback has been analysed and the consultation summary is provided in **Attachment A** to this report.
- 18. Survey responses, quick poll responses and written responses are provided in **Attachments B** and **C**.

Policy Purpose and Strategic Context

19. The Draft Policy is intended to support:

- 19.1. use of and access to the Park Lands through participation in community sport and recreation
- 19.2. protecting and promoting the Park Lands
- 19.3. mitigating the effects of climate change and ensuring integrated and sustainable development.

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

Document	Context
City of Adelaide Strategic Plan 2024-2028	<ul style="list-style-type: none"> • Sets the vision for the city and guides the allocation of resources and infrastructure over the next four years to underpin this vision
Adelaide Park Lands Management Strategy and Adelaide Park Lands Community Land Management Plan	<ul style="list-style-type: none"> • Identifies the locations of sport and recreation landscapes in the Park Lands
Park Lands Leasing and Licensing Policy	<ul style="list-style-type: none"> • Prescribes the process for selection of lessees • Sets out leasing conditions and permitted activities • Details management of lessees and sub-lessees
Buildings Asset Management Plan	<ul style="list-style-type: none"> • Prescribes the process for the acquisition, maintenance, renewal and disposal of Council's building assets
Adelaide Park Lands Building Design Guidelines	<ul style="list-style-type: none"> • Contains detailed design considerations
Other City of Adelaide plans and strategies	<ul style="list-style-type: none"> • Interdependencies with various strategic documents including: <ul style="list-style-type: none"> ○ Active City Strategy ○ City Plan ○ Climate Strategy ○ Community Wellbeing Plan ○ Disability Access and Inclusion Plan ○ Social Infrastructure Policy

21. The Draft Policy will aid delivery of the City of Adelaide Strategic Plan (2024-2028) and the objectives to:

21.1. support our communities to thrive

21.2. manage assets to meet the needs of our community

21.3. protect, enhance and activate our Park Lands (noting potential tension with the key action to 'advocate for no new development in the Park Lands and returning Park Lands that have been alienated'). Administration notes this action refers to 'significant' or 'incompatible' development.

Kadaltilla / Adelaide Park Lands Authority

22. This matter was considered by Kadaltilla on 22 February 2024. Based on discussion relating to tensions identified in the policy between concepts such as buildings that meet contemporary compliance requirements through requirements such as the *Disability Discrimination Act 1992*, other fit for purpose building requirements and preferences against goals to not increase building footprints, Kadaltilla proposed an amendment to the recommendation to seek an opportunity to progress a workshop to discuss and make recommendations to address these policy intentions.

THAT THE KADALTILLA / ADELAIDE PARK LANDS AUTHORITY ADVISES COUNCIL:

That the Kadaltilla / Adelaide Park Lands Authority:

1. *Receives the findings of the community consultation undertaken on the Draft Park Lands Community Buildings (Sport and Recreation) Policy as shown in Attachments A, B and C to Item 6.2 on the Agenda for the meeting of the Board of Kadaltilla / Adelaide Park Lands Authority held on 22 February 2024.*

2. *Request Administration incorporate consultation feedback from engagement through the APLMS, community forums and CLMPs as additional background information to support a workshop for the progress of the Park Lands Community Buildings (Sport and Recreation) Policy.*

Funding Approach

23. The Draft Policy proposes a co-funding approach to upgrading 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 Park Lands priority locations where existing buildings could be replaced with new fit-for-purpose community buildings. The first two priorities are Golden Wattle Park / Mirnu Wirra (Park 21W) and Mary Lee Park (Park 27B), with both projects confirming external part funding. Proposed City of Adelaide contributions to these projects is outlined below, noting the cost estimates provided are subject to final design and final costings.

Golden Wattle Park / Mirnu Wirra (Park 21W)			
	2024/25	2025/26	Total
Expenditure	\$3,050,000	\$2,200,000	\$5,250,000
External Funding	\$1,550,000	\$1,000,000	\$2,550,000
City of Adelaide – New & Upgrade	\$1,500,000 (proposed as part of 2024/25 BP&B)	-	\$1,500,000
City of Adelaide – Renewal	-	\$1,200,000 (proposed as part of 2025/26 BP&B)	\$1,200,000

Mary Lee Park (Park 27B)				
	2023/24	2024/25	2025/26	Total
Expenditure	\$800,000	\$1,200,000	\$3,500,000	\$5,500,000
External Funding	\$800,000	\$1,200,000		\$2,000,000
City of Adelaide – New & Upgrade	-	-	\$3,000,000 (proposed as part of 2025/26 BP&B)	\$3,000,000
City of Adelaide – Renewal	-	-	\$500,000 (proposed as part of 2025/26 BP&B)	\$500,000

26. The third priority site is Veale Park / Walyu Yarta (Park 21), with two existing buildings in poor condition and not fit for purpose.

Next Steps

27. Advice from Kadaltilla (from 22 February 2024), including the proposed workshop for Thursday 28 March, recommended as a result of the presentation of the consultation findings and feedback from Committee will inform a revised Draft Policy for consideration by Council in May 2024.
28. As per the Council Decision from 27 June 2023, Administration is working with the Adelaide Community Sport and Recreation Association to develop a revised building design for Park 21W that will be presented to Kadaltilla and Council for feedback.

ATTACHMENTS

Attachment A – Consultation Summary – Draft Park Lands Community Buildings Policy

Attachment B – Survey Responses – Draft Park Lands Community Buildings Policy

Attachment C – Written Responses – Draft Park Lands Community Buildings Policy

- END OF REPORT -