

Park Lands Community Buildings Investment Plan

Tuesday, 7 May 2024
City Community Services and Culture Committee

Strategic Alignment - Our Community

Program Contact:
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Public

Approving Officer:
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Shaping

EXECUTIVE SUMMARY

On 23 April 2024, as part of approving the Draft 2024/25 Business Plan and Budget for public consultation, Council resolved (in part):

'That Council:...

6. *Notes an allocation of 1.5% of rates revenue to upgrade Park Lands Buildings. This amount of \$2.027m for 2024/25 is to be funded through a minor increase in rates revenue of \$0.164m and operating savings of \$1.863m to be identified during the consultation period. Council requests the Administration to fund the design of the initiatives identified for Park 27B and Park 21W pending the presentation to Council of a strategy by which Council is able to:*
 - 6.1 *prioritise the funding for the upgrade of buildings to deliver fit for purpose toilet, shower and change facilities, with an emphasis on supporting inclusive community based lease holders offering sport and recreation.*
 - 6.2 *devise an equitable means of providing support for the same facilities for community based lease holders contributing their own funding to upgrade Park Lands buildings.'*

This report provides an update on the proposed approach that Administration will progress to develop a prioritisation tool that will form the basis for Council to determine its investment plan for the funding and delivery of improved community sport and recreation buildings in the Adelaide Park Lands that service the needs of sporting and non-sporting community members.

RECOMMENDATION

The following recommendation will be presented to Council on 14 May 2024 for consideration

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

1. Notes the next steps involved in addressing the provision and management of leased community sport and recreation buildings in the Adelaide Park Lands, including:
 - 1.1. A revised Draft Park Lands Community Buildings (Sport and Recreation) Policy presented to the City Community Services and Culture Committee seeking approval for public consultation.
 - 1.2. A revised Draft Park Lands Lease and Licence Policy presented to the City Community Services and Culture Committee seeking approval for public consultation.
 - 1.3. A Draft Park Lands Community Buildings Investment Plan for the purposes of funding prioritisation is presented to the City Community Services and Culture Committee for adoption.

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	Not as a result of this report
Consultation	Not as a result of this report
Resource	Additional resources, funded through existing budgets, will be engaged to develop the Park Lands Community Buildings Investment Plan.
Risk / Legal / Legislative	Not as a result of this report
Opportunities	Not as a result of this report
23/24 Budget Allocation	Not as a result of this report
Proposed 24/25 Budget Allocation	Not as a result of this report
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

Park Lands Community Buildings Investment Plan

1. On 23 April 2024, as part of adopting the Draft 2024/25 Business Plan and Budget for public consultation, Council resolved (in part):
'That Council:...
 6. *Notes an allocation of 1.5% of rates revenue to upgrade Park Lands Buildings. This amount of \$2.027m for 2024/25 is to be funded through a minor increase in rates revenue of \$0.164m and operating savings of \$1.863m to be identified during the consultation period. Council requests the Administration to fund the design of the initiatives identified for Park 27B and Park 21W pending the presentation to Council of a strategy by which Council is able to:*
 - 6.1 *prioritise the funding for the upgrade of buildings to deliver fit for purpose toilet, shower and change facilities, with an emphasis on supporting inclusive community based lease holders offering sport and recreation.*
 - 6.2 *devise an equitable means of providing support for the same facilities for community based lease holders contributing their own funding to upgrade Park Lands buildings.'*
2. The planning, provision and management of Adelaide Park Lands community buildings will be informed by:
 - 2.1. Park Lands Community Buildings (Sport and Recreation) Policy
 - 2.2. Park Lands Lease and Licence Policy
 - 2.3. Adelaide Park Lands Management Strategy.
3. The development of a Park Lands Community Buildings Investment Plan ('Investment Plan') will provide a prioritised schedule of investment in leased (or proposed to be leased) community buildings in the Park Lands over a ten-year period.
4. Administration will provide a report to seek Council approval on the criteria that will be used to guide investment prioritisation of the community buildings. The types of criteria for the Investment Plan will include:
 - 4.1. Alignment with the Adelaide Park Lands Management Strategy and Community Land Management Plan
 - 4.2. Age and state of the asset
 - 4.3. Impact to the Park lands
 - 4.4. Performance of the Head Lessee against their Lease
 - 4.5. The benefit of the proposal to the community
 - 4.6. Whether the proposal sustains and increases participation of girls, boys, men and women.
5. The intention is to provide an agreed mechanism and criteria for Council to make equitable decisions on the application of its capital investment toward the redevelopment of community buildings in the Park Lands.
6. This investment will focus on the significant renewal or replacement of existing community sports and recreation buildings to achieve consolidated high-performing buildings that service the needs of sporting and non-sporting community members and will be informed by the City of Adelaide Park Lands Community Buildings (Sport and Recreation) Policy.
7. Due to the estimated construction costs of these projects, the Investment Plan will ultimately confirm the City of Adelaide's funding and will require partnering to achieve co-funding through government grants and co-contributions from lessees for projects to be funded to the required level.
8. Complementing this investment, the City of Adelaide's Buildings Asset Management Plan will support major repairs or reworking of community leased buildings and supporting infrastructure to maintain the expected useful asset life of these buildings. This is separate from any initial capital investment for the purpose of redeveloping or significantly improving community buildings in the Adelaide Park Lands.
9. It is proposed that once adopted, Council Members can re-confirm the investment priorities for each financial year through the Annual Business Plan and Budget process.
10. Administration will present a draft ten-year Investment Plan to Kadaltilla / Adelaide Park Lands Authority (Kadaltilla) by September and Council by October 2024 to support planning and the Annual Business Plan and Budget process.

Community Buildings Identified for Prioritisation

11. For reference, on 2 May 2023 and 3 October 2023 at the City Community Services and Culture Committee, the Administration presented to Council Members seven Park Lands sites with Community Buildings for investment consideration, based primarily on the age and state of the building. These are described at [Link 1](#).
12. These locations, along with any other community buildings that should be considered, will be assessed against the Council's criteria and then recommendations provided by Administration for Council.

Draft Park Lands Community Buildings (Sport and Recreation) Policy

13. The Draft Park Lands Community Buildings (Sport and Recreation) Policy guides the regeneration of community buildings and associated infrastructure in the Park Lands and informs the City of Adelaide's approach to investing in City of Adelaide owned community buildings that are (or proposed to be) leased to external community organisations.
14. Public consultation on the Draft Policy occurred over a five-week period between 20 October and 27 November 2023. Reports on the Administration's analysis of community feedback received through public consultation were presented to Kadaltilla and Council on 22 February and 5 March 2024.
15. On 28 March 2024, a workshop was held with Kadaltilla to discuss some of the tensions highlighted through the public consultation. Advice from Kadaltilla included:
 - 15.1. include a design review process consistent with the Office for Design and Architecture and City of Adelaide design guidelines
 - 15.2. the design review process ought to include a requirement for a visual impact assessment
 - 15.3. draft Policy should provide high-level principles that crystallise the standards of building design in the Park Lands and signalling to proponents that it is a privilege to develop assets in the Park Lands
 - 15.4. a deliberate investment in a strong design process would allow the City of Adelaide to review each building design on a case by case basis and heighten its role as a custodian of good design.
16. On 2 April 2024, a workshop was held with Council Members to discuss some of the tensions borne out through the public consultation. Advice from Committee included:
 - 16.1. Clearly define the term 'no net loss of Park Lands'
 - 16.2. footprint and hardstand are not necessarily interchangeable
 - 16.3. define fit for purpose
 - 16.4. introducing common rooms in new community buildings may create more car parking demand
 - 16.5. minimise footprint by excluding common areas and kitchens
 - 16.6. common areas enable important social interactions
 - 16.7. allow for bicycle infrastructure to encourage active travel by Park Lands visitors
 - 16.8. building designs need to be flexible and site-responsive
 - 16.9. building design and funding are separate issues
 - 16.10. the City of Adelaide should not be solely financially responsible for sports buildings in the Park Lands
 - 16.11. clarify the City of Adelaide's role as a landlord.
17. Incorporating feedback received through community consultation and the workshops, a revised version of the Draft Park Lands Community Buildings (Sport and Recreation) Policy will be presented to Council on 4 June 2024.
18. The revised version will substantially differ from the version consulted on in 2023 and will therefore require another round of community consultation.

Park Lands Lease and Licence Policy

19. The Park Lands Lease and Licence Policy guides the City of Adelaide's approach to managing its leasing and licensing arrangements on Community Land under its care and control within the Adelaide Park Lands for the benefit of the community. Administration is presently reviewing the existing policy adopted by Council in January 2016.

20. Community consultation on a Draft Park Lands Lease and Licence Policy occurred between 24 May and 14 June 2022. A revised Draft Park Lands Lease and Licence Policy was presented to the City Community Services and Culture Committee on 2 April 2024. The matter was deferred, with feedback to the Administration from Council Members at this meeting, including:
 - 20.1. Concerns about individuals being eligible to hold a lease/licence for up to 12 months
 - 20.2. Concerns about lessees raising money through fundraising activities
 - 20.3. Apply more rigour to the subletting process
 - 20.4. Seeking clarity on the application of fees to educational institutions and community organisations
 - 20.5. seeking details on total number of leases, with whom, and for how much
 - 20.6. Increase the transparency of the Expression of Interest process and provide meaningful feedback to groups who are unsuccessful
 - 20.7. Apply the new policy to all lessees (ie do not wait until existing leases expire)
 - 20.8. Apply indexation to lease and licence fees
 - 20.9. Seeking an explanation of an independent market valuation.
21. Incorporating feedback received through community consultation and outlined above, and in the context of developing the Draft Park Lands Community Buildings (Sport and Recreation) Policy, a revised version of the Draft Park Lands Lease and Licence Policy will be presented to Council on 4 June 2024.
22. The revised version will substantially differ from the version consulted on in 2022 and will therefore require another round of community consultation.

Adelaide Park Lands Management Strategy

23. In the context of community sport and recreation buildings, the Adelaide Park Lands Management Strategy (APLMS) informs the location of sport and recreation landscapes and, therefore, the location of community buildings in the Park Lands.
24. The Draft Park Lands Community Buildings (Sport and Recreation) Policy and Draft Park Lands Lease and Licence Policy need to be considered in the context of the APLMS to ensure consistency with this overarching Park Lands strategic document.
25. Kadaltilla is reviewing the APLMS, and a draft will be presented to Kadaltilla in May 2024.

Next Steps

26. A revised Draft Park Lands Community Buildings (Sport and Recreation) Policy to be presented to the City Community Services and Culture Committee by June 2024, seeking approval to undertake public consultation.
27. A revised Draft Park Lands Lease and Licence Policy to be presented to the City Community Services and Culture Committee by June 2024, seeking approval to undertake public consultation.
28. A Draft Park Lands Community Buildings Investment Plan to be presented to the City Community Services and Culture Committee by October 2024 for adoption.

DATA AND SUPPORTING INFORMATION

Link 1 – Park Lands Community Buildings Identified for Prioritisation (Summary)

Link 2 – [Park Lands Community Buildings Identified for Prioritisation \(Financial Estimates\)](#)

ATTACHMENTS

Nil

- END OF REPORT -