

Kadaltilla

Adelaide Park Lands Authority

Adelaide Park Lands Community Buildings (Sport and Recreation) Policy

**Thursday, 26 September 2024
Board Meeting**

Author:
Jennifer Kalionis,
Associate Director City Culture

Public

Purpose

This report seeks feedback from Kadaltilla / Adelaide Park Lands Authority (Kadaltilla) on a Draft Adelaide Park Lands Community Buildings (Sport and Recreation) Policy (Draft Policy), which was approved by Council on 10 September 2024 for public consultation.

The City of Adelaide (CoA) has committed investment across the Long Term Financial Plan (LTFP) for the upgrade and redevelopment of Community Buildings in the Adelaide Park Lands. These community venues are an envisaged use in the Adelaide Park Lands and support active lifestyles and enable diverse participation in sport and recreation.

This investment in Community Buildings realises CoA's vision to protect, enhance and activate our open space and will be delivered in line with the Adelaide Park Lands Management Strategy (APLMS), intending to meet the needs of our community into the future.

Consistent with the APLMS and the Adelaide Park Lands Community Management Plans (CLMPs), the Draft Policy considers asset condition, functionality, and community benefit to prioritise the upgrade and redevelopment of our Community Buildings, along with the capacity of the existing or proposed lessee to co-fund the works.

On 28 March 2024, Kadaltilla considered a series of Park Lands outcomes that were in tension with one another relating to Park Lands uses and community buildings that facilitate use of the Park Lands for their intended purpose. These tensions are detailed in the presentation to Kadaltilla ([Link 1](#)) and were borne out through numerous consultations that took place between 2021 and 2023, including consultation on the Draft Community Buildings Policy (2023), Kadaltilla Annual Community Forum (2023), the Draft Adelaide Park Lands CLMP (2023), the CoA Draft Strategic Plan 2024-2028 (2023), the Adelaide Park Lands Management Strategy Review (2022) and the CoA Resident Survey (2021/22).

The Draft Policy presented in this report substantially differs from the version consulted on in 2023.

Revisions to the Policy take into account feedback provided by the community, Kadaltilla and Council Members, particularly relating to key elements of Park Lands Community Buildings, shared and consolidated Community Buildings, rationalising and demolishing underutilised assets, optimising broader community use and access, Community Buildings that meet the needs of the number of users and fields serviced by each building, and using the design process to respond to each Community Building and park setting on a case by case basis to achieve the best outcome for that Park.

Recommendation

THAT THE KADALTILLA / ADELAIDE PARK LANDS AUTHORITY ADVISES COUNCIL:

That the Kadaltilla / Adelaide Park Lands Authority:

1. Notes the summary presentation of the Draft Adelaide Park Lands Community Buildings (Sport and Recreation) Policy as contained in Attachment B to Item 6.2 on the Agenda for the meeting of the Board of Kadaltilla / Adelaide Park Lands Authority held on 26 September 2024.
 2. Provides the Administration with feedback on the Draft Adelaide Park Lands Community Buildings (Sport and Recreation) Policy as contained in Attachment A to Item 6.2 on the Agenda for the meeting of the Board of Kadaltilla / Adelaide Park Lands Authority held on 26 September 2024, as part of the public consultation process.
 3. Authorises Administration to finalise the Board's submission to the public consultation on the Draft Adelaide Park Lands Community Buildings (Sport and Recreation) Policy outside of session.
 4. Notes that the Board's submission will be shared with the Board via the portal and included in the public consultation summary presented to the City Community Services and Culture Committee on 5 November 2024.
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Implications

<p>Adelaide Park Lands Management Strategy 2015-2025</p>	<p>Adelaide Park Lands Management Strategy 2015-2025</p> <p>Strategy 1.4: Support activation of the Park Lands by upgrading and enhancing buildings and structures responsive to their park setting.</p> <p>Strategy 1.6: Strengthen the role of the Park Lands as a regional destination for competitive sport and a variety of active and passive forms of recreation.</p>
<p>2023-2028 Strategic Plan</p>	<p>Kadaltilla / Adelaide Park Lands Authority 2023-2028 Strategic Plan Strategic Plan Alignment – Expert Advice</p> <p>Key Action 4.1 - Provide advice on plans, projects, and policies for the Adelaide Park Lands.</p>
<p>City of Adelaide Strategies</p>	<p>Integrated Climate Strategy: The Draft Policy aims to achieve a 5-star Green Star (or equivalent) certification for all new and upgraded Community Buildings.</p>
<p>Policy</p>	<p>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 do not result in a net increase of built form footprint across the Adelaide Park Lands’.</p>
<p>Consultation</p>	<p>Community consultation on a Draft Policy occurred between 20 October and 27 November 2023 in accordance with Council’s Community Consultation Policy. Subsequent workshops were held with Kadaltilla and Council Members on 28 March and 2 April 2024 to discuss the consultation findings.</p> <p>The Draft Policy presented in this report substantially differs from the version consulted on in 2023. Public consultation on this Draft Policy will occur in September and October 2024.</p>
<p>Resource</p>	<p>Consultation on the Draft Policy will be undertaken utilising existing resources.</p>
<p>Risk / Legal / Legislative</p>	<p>No additional risks were identified as a result of this report.</p>
<p>Design</p>	<p>The Draft Policy references the Office for Design and Architecture South Australia (ODASA) Principles of Good Design.</p>
<p>Opportunities</p>	<p>Consultation on the Draft Policy will enable the City of Adelaide to validate the changes requested by the community.</p>
<p>City of Adelaide Budget Allocation</p>	<p>The City of Adelaide (CoA) 2024/25 Business Plan and Budget includes:</p> <ul style="list-style-type: none"> • \$2.027 million in capital • \$100,000 - Golden Wattle Park / Mirnu Wirra (Park 21) – Community Sports Building (detailed design) • \$100,000 - Bonython Park / Tulya Wardli (Park 27B) – Community Sports Building (detailed design) <p>COA’s Buildings AMP has forecast renewal funding for a number of Park Lands Buildings.</p>
<p>Capital Infrastructure Projects</p>	<p>The Draft Policy applies to the upgrade and redevelopment of Community Buildings that can be leased to eligible community, sport and recreation groups, and educational organisations.</p>

Life of Project, Service, Initiative or (Expectancy of) Asset	The upgrades and redevelopment of Park Lands Community Buildings will be reflected in the Buildings Asset Management Plans.
Ongoing Costs (eg maintenance cost)	The Draft Policy relates to assets leased to community organisations. The Adelaide Park Lands Leasing and Licensing Policy (2016) informs maintenance responsibilities.
Other Funding Sources	Council's investment in Community Buildings will need to be augmented with partner funding. This includes State and Federal government investment and funds generated by the groups utilising the facilities.

Discussion

Adelaide Park Lands Community Buildings (Sport and Recreation) Policy

1. The Draft Policy as contained in **Attachment A** to this report incorporates feedback received through past community consultations and workshops. A summary of the Draft Policy is contained in **Attachment B**.
2. The Draft Policy applies to the upgrade and redevelopment of Community Buildings that can be leased to eligible community sport and recreation groups and educational organisations. The Draft Policy is consistent with the Adelaide Park Lands Management Strategy and Adelaide Park Lands Community Land Management Plans.
3. An investment will be allocated annually to the upgrade and replacement of Community Buildings located in the Park Lands. This will complement any renewal funding allocated annually through the City of Adelaide's (CoA) Buildings Asset Management Plan, including re-timings to align with priority Community Building projects. This approach will be managed through the Annual Business Plan and Budget process.
4. Council's investment will be applied to building features that service the intended community purpose including:
 - 4.1. Facilities not exceeding the minimum standards required for community sport and recreation training and competition.
 - 4.2. Building design that ensures shelter and shade, seating, handwashing facilities, drinking fountains, and public toilets are accessible to service all Park Lands visitors.
 - 4.3. Landscaping and access improvements, including bicycle parking, pathways and lighting.
 - 4.4. Legislative, performance, safety and compliance infrastructure, including disability access.
 - 4.5. Initiatives to support environmental health, conserve resources, and create a sustainable future for communities and ecosystems.
5. Delivered in partnership the upgrade and redevelopment of Community Buildings will meet the following objectives:
 - 5.1. Maximise investment and community benefits by consolidating buildings and creating shared-use facilities and amenities accessible to the public.
 - 5.2. Enable the provision of Community Buildings that fulfil their intended purpose while minimising their footprint, scale, and impact on the Park Lands.
 - 5.3. Create quality, welcoming and inclusive facilities to maximise their benefit to the community.
 - 5.4. Foster diverse participation in sports and recreation by investing in facilities that meet the needs of users and the public.
 - 5.5. Optimise the sustainable development, efficient use and environmental performance of Community Buildings.
 - 5.6. Ensure a consistent approach to designing and developing upgrades and redevelopments of Community Buildings.
6. To deliver on Community Building projects, Council's investment will need to be augmented with partner funding. This includes State and Federal government investment (direct commitments or through grant programs) and funds generated by the groups utilising the venues. Partner investment will be integral to projects being prioritised and delivered.
7. To ensure the above principles and goals are achieved it is proposed through the Draft Policy that the City of Adelaide (CoA) lead the Community Building design development process, irrespective of how the construction of Community Building projects are funded.
8. Council will implement the Policy through a Park Lands Community Buildings (Sport and Recreation) Investment Plan.
9. CoA's Buildings Asset Management Plan (AMP) has forecast renewal funding over the 10-year planning period for a number of Park Lands Buildings. The AMP and Investment Plan will be reviewed on an annual basis through the annual business plan and budget process, to maintain strategic alignment with consideration of any emerging priorities or opportunities.
10. Leasing eligibility and use of these facilities is governed by the Adelaide Park Lands Leasing and Licensing Policy (2016).

Background

- On 24 August 2023, feedback from a workshop held with Kadaltilla / Adelaide Park Lands Authority (Kadaltilla) Board Members informed the development of a Draft Adelaide Park Lands Community Buildings (Sport and Recreation) Policy (Draft Policy).
- Public consultation on the Draft Policy took place between 20 October and 27 November 2023.

Previous Draft Policy Consultation Findings

- Consultation feedback was analysed, and the summary is provided at [Link 2](#). In its analysis of the feedback, strategic tensions in relation to delivery of Community Buildings that perform their purpose to contemporary standards and requirements which will likely require a greater building footprint, while prioritising objectives such as no loss of Park Lands and historical built-form footprint measures, were revealed and have been addressed in the current Draft Policy.
- The primary themes from the feedback received were:

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 for creating 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 surfacesno loss of trees, with suggestions that any loss of trees be replaced with new plantings to achieve an overall net increaseno 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.

- On 22 February 2024, Administration presented a report analysing community feedback received through public consultation to Kadaltilla.

Kadaltilla / Adelaide Park Lands Authority Workshop

- On 28 March 2024, a workshop was held with Kadaltilla to discuss some of the strategic tensions identified through the public consultation on the Draft Policy. Advice from Kadaltilla included:

Kadaltilla Advice	Administration Comment
Include a design review process consistent with the Office for Design and Architecture and City of Adelaide design guidelines	The Draft Policy has been amended to include a design review process (under Objective 6).
The design review process ought to include a requirement for a visual impact assessment	The Draft Policy has been amended to require a visual impact assessment (under Objective 6).

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	The Draft Policy has been amended to demonstrate alignment with the Office for Design and Architecture's 'Principles of Good Design' (under Objective 2).
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	Noted

City Community Services and Culture Committee Workshop

17. On 2 April 2024, a workshop was held with Council Members to discuss some of the strategic tensions identified through the public consultation on the Draft Policy. Advice from Committee included:

Committee Advice	Administration Comment
Not supportive of the term 'no net loss of Park Lands'	This terminology is used in the CoA Strategic Plan under Our Environment, with a measure/target being 'no loss of Park Lands and seek to reclaim Park Lands green space in line with the Kadaltilla Strategic Plan'. The Draft Policy has been amended, with a focus on minimising footprint and scale, and building consolidation.
Footprint and hardstand are not interchangeable	The Draft Policy has been amended, with a focus on minimising footprint and scale, and building consolidation.
Define fit for purpose	The Draft Policy has been amended with core, essential and optional elements of a Park Lands Community Building defined.
Introducing common rooms in new community buildings may create more car parking demand	Parking demand is unlikely to increase due to common areas, as visitation to outdoor sports training and competition areas will exceed visitation to common areas.
Minimise foot print by excluding common areas and kitchens	The Draft Policy has been amended and identifies common areas and kitchens as Optional Elements of Park Lands buildings.
Common areas enable important social interactions	The Draft Policy has been amended and identifies common areas as Optional Elements of Park Lands buildings.
Allow for bicycle infrastructure to encourage active travel by Park Lands visitors	The Draft Policy has been amended, including bicycle parking as an Essential Element.
Building designs need to be flexible and site-responsive	The Draft Policy guides building design but is not overly prescriptive.
Building design and funding are separate issues	The Draft Policy deals with both, with the policy objectives applying to all projects, irrespective of how they are funded.
The City of Adelaide should not be solely financially responsible for sports buildings in the Park Lands	The Draft Policy has been amended to state that the Council will commit 1.5% of annual rate income to upgrading and redeveloping Community Buildings in the Park Lands.
Clarify the City of Adelaide's role as a landlord	This will be dealt with in the review of the Park Lands Leasing and Licensing Policy.

18. 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.'

19. On 10 September 2024, Council resolved (in part):

'That Council:

1. Approves the draft Adelaide Park Lands Community Building (Sport and Recreation) Policy as contained in Attachment A to Item 10.1 on the Agenda for the meeting of the City Community Services and Culture Committee held on 3 September 2024, with the inclusion of a capacity to contribute criteria for public consultation.'

Next Steps

Adelaide Park Lands Community Buildings (Sport and Recreation) Policy

20. Public consultation on the Draft Policy will conclude on Monday 14 October 2024.
21. The Draft Policy will be presented to Council in November 2024 for adoption, along with the advice from Kadaltilla and the public consultation findings.

Community Buildings Priority Projects

22. In line with Council's 2024/25 Annual Business Plan and Budget, design is progressing on two Community Buildings projects:
 - 22.1. Golden Wattle Park / Mirna Wirra (Park 21W)
 - 22.2. Bonython Park / Tulya Wardli (Park 27B)
23. These designs will be presented to Kadaltilla for advice before being considered by Council.

Adelaide Park Lands Leasing and Licensing Policy

24. Leasing eligibility, use and maintenance of Community Buildings is governed by the Adelaide Park Lands Leasing and Licensing Policy (2016).
25. The current Adelaide Park Lands Leasing and Licensing Policy will remain in effect until a new policy is considered by Council.

Attachments

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

Attachment B – Summary of the Draft Adelaide Park Lands Community Buildings (Sport and Recreation) Policy

- END OF REPORT -