

Adelaide Park Lands Community Buildings (Sport and Recreation) Policy

Strategic Alignment - Our Community

Public

Tuesday, 5 November 2024
City Community Services and Culture Committee

Program Contact:
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Approving Officer:
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EXECUTIVE SUMMARY

The purpose of this report is to seek Council approval of the Draft Adelaide Park Lands Community Buildings (Sport and Recreation) Policy (Draft Policy) and Adelaide Park Lands Community Buildings (Sport and Recreation) Investment Plan.

On 10 September 2024, Council endorsed the Draft Policy for the purposes of public consultation.

Community consultation was undertaken in accordance with the City of Adelaide's Community Consultation Policy and took place over a four-week period between 16 September and 14 October 2024. Engagement strategies included social media posts and correspondence with individuals and organisations who previously provided feedback on the Draft Policy.

On 26 September 2024, the Draft Policy was presented to Kadaltilla / Adelaide Park Lands Authority (Kadaltilla) for the purpose of obtaining their feedback.

This report analyses the 24 consultation responses received, which comprises 13 surveys and 11 written responses. This includes a submission from Kadaltilla, who strongly supported the Draft Policy and acknowledged its proposed improvements and progress from earlier iterations.

As a result of community and stakeholder feedback, amendments are proposed to the Draft Policy, which are detailed in this report.

The City of Adelaide will implement this Policy through the Investment Plan which will be funded through an annual allocation of funds to upgrade and replace Community Buildings located in the Park Lands. This annual allocation, calculated as 1.5% of rates revenue annually, 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.

This report also seeks adoption of the Investment Plan, including confirmation of Golden Wattle Park / Mirnu Wirra (Park 21W) and Mary Lee Park (Park 27B) as the first Park Lands Community Building projects to be prioritised for delivery. Subsequently, this report also seeks Council support for the allocation of the 'Park Lands Buildings Upgrades' capital budgets in 2024/25 and 2025/26 to the delivery of these two projects.

The proposals for Park 21W and Park 27B, would result in a total capital funding pool of \$9.375M, which includes Council's new and upgrade capital contributions (\$1.763M and \$1.702M, respectively), Asset Management Plan allocations (\$1.36M and \$0.8M) and partner funding (\$2.55M and \$1.2M).

Consistent with the Investment Plan, Administration will dispose of a very poor-condition Community Building in Veale Park / Walyu Yarta (Park 21) in 2024/25. Funded through a building maintenance budget, the disposal will return 75 square metres to Park Lands. The previous Lessee of this Community Building is utilising an alternative Community Building in Park 21.

RECOMMENDATION

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

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

1. Notes the public consultation summary on the draft Adelaide Park Lands Community Buildings (Sport and Recreation) Policy as contained in Attachment A to Item 7.1 on the Agenda for the meeting of the City Community Services and Culture Committee held on 5 November 2024.
 2. Notes in response to public consultation, track changes to the draft Adelaide Park Lands Community Buildings (Sport and Recreation) Policy as contained in Attachment B to Item 7.1 on the Agenda for the meeting of the City Community Services and Culture Committee held on 5 November 2024.
 3. Adopts the Adelaide Park Lands Community Buildings (Sport and Recreation) Policy as contained in Attachment C to Item 7.1 on the Agenda for the meeting of the City Community Services and Culture Committee held on 5 November 2024.
 4. Authorises the Chief Executive Officer or delegate to make minor, typographical or syntactical updates to Attachment C to Item 7.1 on the Agenda for the meeting of the City Community Services and Culture Committee held on 5 November 2024, for the purposes of finalising the document for publication.
 5. Adopts the Adelaide Park Lands Community Buildings (Sport and Recreation) Investment Plan as contained in Attachment D to Item 7.1 on the Agenda for the meeting of the City Community Services and Culture Committee held on 5 November 2024.
 6. Approves Golden Wattle Park / Mirnu Wirra (Park 21W) and Mary Lee Park (Park 27B) as the first priority Park Lands Community Buildings projects and to receive the 'Park Lands Buildings Upgrades' capital budget allocations for 2024/25 and 2025/26.
 7. Notes the \$1,763,000 for 'Park Lands Buildings Upgrades' in the 2024/2025 Business Plan and Budget will be re-timed to the 2025/26 financial year at Quarterly Forecast Two (QF2).
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IMPLICATIONS AND FINANCIALS

City of Adelaide 2024-2028 Strategic Plan	Strategic Alignment – Our Community Key Action – Enable community-led services which increase wellbeing, social connections and participation in active lifestyles, leisure, recreation and sport.
Policy	<u>Adelaide Park Lands Management Strategy 2015-2025</u> Strategy 1.4: Support activation of the Park Lands by upgrading and enhancing buildings and structures responsive to their park setting. Strategy 1.6: Strengthen the Park Lands as a regional destination for competitive sport and a variety of active and passive forms of recreation.
Consultation	Public consultation on the draft Adelaide Park Lands Community Buildings (Sport and Recreation) Policy (Policy) occurred between 16 September and 14 October 2024.
Resource	Implementation of the Policy will be undertaken utilising existing resources.
Risk / Legal / Legislative	No additional risks were identified as a result of this report.
Opportunities	The upgrade and redevelopment of Park Lands Community Buildings will facilitate broad community benefit through facilities that are accessible to all Park Lands visitors.
24/25 Budget Allocation	The City of Adelaide (CoA) 2024/25 Business Plan and Budget includes: <ul style="list-style-type: none"> \$2.173 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) CoA's Buildings Asset Management Plan has forecast renewal funding for a number of Park Lands Buildings.
Proposed 25/26 Budget Allocation	CoA's investment in Park Lands Community Buildings will be funded through a combination of 1.5% of rate revenue as new capital and asset renewal allocations reflected in the Long Term Financial Plan.
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.
24/25 Budget Reconsideration (if applicable)	Not as a result of this report
Ongoing Costs (eg maintenance cost)	The Policy relates to CoA 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 Adelaide Park Lands Community Buildings (Sport and Recreation) Policy ('The Policy') as contained in **Attachment C** to this report incorporates feedback received through multiple community consultations and workshops with Council Members and Kadaltilla / Adelaide Park Lands Authority (Kadaltilla) Board Members.
2. The 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 Policy is consistent with the Adelaide Park Lands Management Strategy and Adelaide Park Lands Community Land Management Plans.
3. The City of Adelaide (CoA) will implement the Policy through a Park Lands Community Buildings (Sport and Recreation) Investment Plan, as contained in **Attachment D**.
4. An investment will be allocated annually to upgrade and replace Community Buildings located in the Park Lands, in accordance with the Investment Plan. 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.
5. To deliver 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.
6. To ensure the above principles and goals are achieved, the Policy proposes that the CoA lead the Community Building design development process, irrespective of how the construction of Community Building projects are funded.
7. Leasing eligibility and use of these Park Lands Community Buildings are governed by the Adelaide Park Lands Leasing and Licensing Policy (2016). This will remain in effect until a new policy is considered by Council in 2025.

Background

8. On 2 May 2023, a workshop was held with Council Members to obtain feedback on a proposed investment strategy to improve Park Lands sites, which included budget estimates for multiple Park Lands enhancement projects.
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. Feedback from workshops held with Council Members on 15 August 2023 and Kadaltilla Board Members on 24 August 2023 informed the development of a Draft Adelaide Park Lands Community Buildings (Sport and Recreation) Policy (Draft Policy).
11. 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.'*
12. Public consultation on the Draft Policy occurred between 20 October and 27 November 2023.
13. Reports on the Administration's analysis of community feedback received through public consultation on the Draft Policy were presented to Kadaltilla and Council on 22 February and 5 March 2024.

14. Workshops were held with Kadaltilla and Council on 28 March and 2 April 2024 to discuss some of the strategic tensions identified through the public consultation on the Draft Policy.
15. 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.'*
16. On 14 May 2024, Council resolved:
 '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 setting out a mechanism that will assist Council to determine what are the elements of inclusive, fit for purpose facilities and the criteria by which buildings can be prioritised for funding to be presented to the City Community Services and Culture Committee by the end of QF1.'*
17. Substantial revisions were made to the Draft Policy consulted on in 2023 after community consultation and workshops with Council Members and Kadaltilla Board Members.
18. 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.*
 2. *Notes the draft Adelaide Park Lands Community Buildings (Sport and Recreation) Investment Plan as contained in Attachment B to Item 10.1 on the Agenda for the meeting of the City Community Services and Culture Committee held on 3 September 2024.*
 3. *Notes the proposed projects within the draft Investment Plan will be reviewed annually as part of the Annual Business Plan and Budget Process.*
 4. *Notes the draft Adelaide Park Lands Community Buildings (Sport and Recreation) Investment Plan be reviewed following adoption of the Adelaide Park Lands Community Building (Sport and Recreation) Policy.'*

Policy Consultation Findings

19. Public consultation on the Policy contained in this report occurred between 16 September and 14 October 2024.
20. As part of the public consultation process:
 - 20.1. Respondents who previously provided feedback were invited to comment on the revised Draft Policy.
 - 20.2. The Draft Policy was presented to Kadaltilla to facilitate a Board submission.
21. CoA received 24 submissions to the public consultation, including a submission from Kadaltilla. A copy of the submissions is provided at [Link 1](#).

22. Administration’s analysis of community and stakeholder feedback is summarised in **Attachment A**.
23. The primary themes from the feedback received were:

Theme	Context
High-quality building form and function	<p>Respondents highlighted the importance of environmentally friendly building designs seamlessly integrating into the Park Lands.</p> <p>Some respondents emphasised the importance of adhering to sporting facility guidelines, while some sought to set higher benchmarks beyond the minimal requirements.</p> <p>Some respondents highlighted the need for an increased building footprint to align with industry standards, ensuring community buildings are appropriately sized and equipped to foster diverse participation, and not limit their use to specific groups or organisations.</p>
Inclusive facilities	<p>There was a strong emphasis on enhancing facilities to support the growth of women's sports while prioritising accessibility for all users, including individuals with disabilities. Respondents advocated for substantial investment to update changerooms to meet current standards for both male and female participants.</p> <p>There was support for expanding community access to community buildings beyond just leaseholders and ensuring buildings were designed to be welcoming, functional, and equitable for everyone.</p>
Collaboration	<p>Respondents associated with existing Park Lands facilities emphasised the importance of ongoing collaboration between the City of Adelaide, state sporting associations and lessees in designing Community Buildings to ensure facilities meet the needs of the primary users. These respondents also suggested that by virtue of co-investing, they should have greater influence over the design outcomes.</p> <p>Respondents recommended recognising and respecting the diverse cultural and natural heritage of the Park Lands, particularly through meaningful engagement with First Nations communities and incorporating heritage considerations into planning.</p>
Accessible green space	<p>Strong support was given to building consolidation and the removal of existing buildings.</p> <p>Some respondents raised concerns about the size of new Community Buildings and the loss of Park Lands open space, while others did not want to see facilities provided exclusively for leaseholder use.</p>
Informed decision making	<p>Some respondents were concerned that the Draft Policy did not resolve strategic tensions raised through previous consultation, particularly the creation of fit-for-purpose shared facilities, no net loss of Park Lands, and low-scale single-level buildings.</p>

24. On 26 September 2024, the Policy was presented to Kadaltilla for their feedback during the public consultation period. Kadaltilla’s feedback on the Draft Policy included:

Theme	Context
Support for the Draft Policy	<p>Kadaltilla strongly supported the Draft Policy and acknowledged its proposed improvements. This reflected a broader recognition of the need to enhance the functionality and accessibility of community facilities while aligning with the community’s evolving needs.</p>
Park design response	<p>Kadaltilla expressed support for the importance of a thorough design process that reviews each project on a case-by-case basis. This approach ensures that new buildings not only meet contemporary standards but also address specific community and park needs.</p>
Utilise existing guidelines	<p>Kadaltilla recommended that the Policy reference the Adelaide Park Lands Buildings Design Guidelines, particularly concerning building materiality. This will ensure consistency in both aesthetic and functional approaches across community buildings and maintain the natural characteristics of the Park Lands environment.</p>

25. To validate the community feedback received through this public consultation process, Administration reviewed earlier feedback received through consultation on the Adelaide Park Lands Management Strategy, particularly concerning comments on buildings in the Park Lands. Key findings were:

Theme	Context
Accessibility and inclusiveness	Focus on ensuring that sporting facilities are accessible to everyone, particularly encouraging higher participation rates in women's sports and providing adequate facilities for all users.
Buildings no longer fit for purpose	This underscores the necessity of upgrading outdated or non-compliant existing facilities to meet safety standards and community needs.
Balancing development and green spaces	tension between increasing building footprints for functional purposes and the need to protect open, green spaces in the Park Lands.
Community engagement and flexibility	Support for creating versatile recreational spaces that adapt to changing community needs, promoting active lifestyles across different age groups and demographics, especially amongst children.
Sustainability and environmental impact	Highlighting the need to reduce car parking and other infrastructure, whilst promoting sustainable practices within Park Land developments.
Community needs and safety	Stresses the importance of ensuring that upgraded facilities are safe, well-designed, and aligned with community needs to enhance overall usage.

26. As a result of Council Member, community and stakeholder feedback, the following amendments to the Draft Policy are shown in **Attachment B**:

- 26.1. As per the Council Decision on 10 September 2024, 'Capacity to Partner' has been added to the criteria for assessing the priority of Park Lands Community Building projects (note – this was added prior to public consultation commencing).
- 26.2. Added that the Adelaide Park Lands Management Strategy and Adelaide Park Lands Community Land Management Plans inform the location of Community Buildings.
- 26.3. Reinforced that all Park Lands Community Building upgrades and redevelopments will incorporate publicly accessible elements to support the formal and informal community use of the Park Lands.
- 26.4. Added that Council will prioritise consolidating existing Community Buildings and remove an existing Community Building when the redevelopment of it is proposed.
- 26.5. Added that Council will refer to the Adelaide Park Lands Building Design Guidelines and engage with relevant stakeholders in the design development process.
- 26.6. Amended references of 'minimum' standards to 'relevant' standards.

Adelaide Park Lands Community Buildings (Sport and Recreation) Investment Plan

27. Implementation of the Policy will occur through the Adelaide Park Lands Community Buildings (Sport and Recreation) Investment Plan, which identifies the following Park Lands Community Buildings projects as the highest priorities:

- 27.1. Golden Wattle Park / Mirnu Wirra (Park 21W)
- 27.2. Mary Lee Park (Park 27B)

28. The proposed timing for the delivery of these projects is shown in the table below:

Community Building Project	Concept Plan	Detailed Design	Construction (including disposal of existing buildings)
Golden Wattle Park / Mirnu Wirra (Park 21W)	2024/25	2024/25	2025/26
Mary Lee Park (Park 27B)	2024/25	2024/25	2025/26

29. The table below shows how funds from the annual investment (1.5% of rates revenue) are intended to be allocated over the first three years of the Investment Plan period;

	2024/25	2025/26
Project Delivery Overheads	\$410,000	\$423,000
Park 21W	\$1,763,000*	Nil
Park 27B	Nil	\$1,702,000
Next Project	Nil	\$100,000
Total	\$2,173,000	\$2,225,000

*Recommendation 7 in this report suggests re-timing this amount to the 2025/26 Financial Year.

30. The timing for developing the Concept Plans and Detailed Designs of Community Buildings in Park 21W and Park 27B has been condensed to enable the delivery of these projects in 2025/26.

Golden Wattle Park / Mirnu Wirra (Park 21W)

31. The proposed project budget for Park 21W is shown in the table below:

Budget Source	2024/25	2025/26	Total
Partner investment		\$2,550,000	\$2,550,000
CoA – Capital, New and Upgrade	\$100,000 (per 2024/25 Business Plan and Budget)	\$1,763,000 (re-timed from 2024/25 Business Plan and Budget allocation for Park Lands Buildings Upgrades)	\$1,763,000
CoA – Capital, Asset Management Plan		\$1,360,000	\$1,360,000
			\$5,673,000

32. It is recommended that \$1,663,000 of the \$1,763,000 allocated to 'Park Lands Buildings Upgrades' in the 2024/2025 Business Plan and Budget is allocated to the delivery of the Community Building project in Park 21W.
33. A Community Building Concept Plan for Park 21W will be presented to Kadaltilla in November and Council in December 2024.
34. To enable the development of a Detailed Design, Development Approval and Tender process, the construction of a new Community Building in Park 21W is scheduled to commence in 2025/26. It is recommended that \$1,663,000 of the \$1,763,000 allocated in 2024/25 be re-timed to the 2025/26 financial year at Quarterly Forecast Two (QF2).

Mary Lee Park (Park 27B)

35. The proposed project budget for Park 27B is shown in the table below:

Budget Source	2024/25	2025/26	Total
Partner investment		\$1,200,000 (the balance of a \$2,000,000 State Government Grant)	\$1,200,000
CoA – Capital, New and Upgrade	\$100,000 (per 2024/25 Business Plan and Budget)	\$1,702,000	\$1,802,000
CoA – Capital, Asset Management Plan		\$800,000	\$800,000
			\$3,802,000

36. Construction of a new building in Park 27B will include disposing of existing community buildings in Park 27B and John E Brown Park (Park 27A).

37. A Community Building Concept Plan for Park 27B will be presented to Kadaltilla in March and Council in April 2025.

Disposal of Existing Community Building in Veale Park / Walyu Yarta (Park 21)

38. Consistent with the Investment Plan contained in this report, Administration will dispose of a very poor-condition Community Building in Veale Park / Walyu Yarta (Park 21) in 2024/25.
39. Funded through a building maintenance budget, the disposal will return 75 square metres to Park Lands. The site will be remediated in accordance with the surrounding Park Lands landscape.
40. The previous Lessee of this Community Building is utilising an alternative Community Building in Park 21.

Adelaide Park Lands Community Buildings Investment Plan - Beyond 2025/26

41. An investment will be allocated annually to upgrade and replace Community Buildings located in the Park Lands. Council will review the Investment Plan and project priorities annually as part of the Business Plan and Budget process.

Next Steps

42. Subject to Council adopting the Policy, the document will be published through the CoA website.
43. Leasing eligibility, use and maintenance of Community Buildings is governed by the Adelaide Park Lands Leasing and Licensing Policy (2016). This will remain in effect until a new policy is considered by Council in 2025.
44. Subject to Council adopting the Investment Plan, Administration will:
 - 44.1. Continue progressing Concept Plans and Detailed Designs for Community Buildings in Park 21W and Park 27B.
 - 44.2. Allocate \$1,763,000 for 'Park Lands Buildings Upgrades' in the 2024/2025 Business Plan and Budget to the construction of a Community Building in Golden Wattle Park / Mirnu Wirra (Park 21W) and submit for retiming to the 2025/26 financial year at Quarterly Forecast Two (QF2).

DATA AND SUPPORTING INFORMATION

Link 1 – Public consultation submissions

ATTACHMENTS

Attachment A – Consultation Summary - Adelaide Park Lands Community Buildings (Sport and Recreation) Policy

Attachment B – Track Changes - Adelaide Park Lands Community Buildings (Sport and Recreation) Policy

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

Attachment D – Adelaide Park Lands Community Buildings (Sport and Recreation) Investment Plan

- END OF REPORT -