

Adelaide Park Lands Community Buildings (Sport and Recreation) Policy

Strategic Alignment - Our Community

Public

Tuesday, 3 December 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).

The Draft Policy provides a mechanism for Council to improve the provision of its community sports infrastructure in the Park Lands while ensuring that prioritised Community Building projects fulfil their intended purpose and are consistent with the Adelaide Park Lands Lease and Licence Policy (2016), Adelaide Park Lands Building Design Guidelines, Adelaide Park Lands Community Land Management Plan, and the Buildings Asset Management Plan.

The ultimate design control and decision making authority for the redevelopment of Community Building projects on the Park Lands rests with the Council, enabling it to balance the needs of sports and community clubs with those of the broader public and Park Lands preservation.

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.

24 consultation responses were received, which comprised 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 to the Draft Policy are detailed in this report.

On 12 November 2024, Council resolved:

'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. Notes the Adelaide Park Lands Community Buildings (Sport and Recreation) Priority Needs Analysis 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, subject to removal of references to priority years in the 10 year Priority Needs Analysis and inclusion of priority tiers of funding required.*
- 4. Requests that the Priority Needs Analysis be brought back to a future meeting of the City Community Services and Culture Committee for further discussion.*
- 5. 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.*

6. *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).'*

At this same meeting, Council determined to defer the recommendation relating to adopting the Draft Policy, requesting that facility standards related to major sports played in the Park Lands be tabled along with the Draft Policy at the City Community Services and Culture Committee (Committee) on 3 December 2024.

In addressing the feedback received from Committee minor proposed amendments have been made to the Policy for the consideration of Committee prior to adoption by Council. The report also includes links to relevant community sports facility guidelines. These documents provide guidance on the type, size and design of amenities provided in community sports facilities to fulfil their intended purpose. They are guides only, and the final decision on facility provision rests with Council in its application of the Draft Policy, which prevails over any sporting code guideline in Council's decision-making on Park Lands Community Buildings.

This report presents the Adelaide Park Lands Community Buildings (Sport and Recreation) Policy for Council's adoption.

The Adelaide Park Lands Community Buildings (Sport and Recreation) Priority Needs Analysis will be workshopped with Council Members in 2025.

RECOMMENDATION

The following recommendation will be presented to Council on 10 December 2024 for consideration

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

1. Notes in response to feedback from Council Members, track changes to the draft Adelaide Park Lands Community Buildings (Sport and Recreation) Policy as contained in Attachment A to Item 5.1 on the Agenda for the meeting of the City Community Services and Culture Committee held on 3 December 2024.
 2. Adopts the Adelaide Park Lands Community Buildings (Sport and Recreation) Policy as contained in Attachment B to Item 5.1 on the Agenda for the meeting of the City Community Services and Culture Committee held on 3 December 2024.
 3. Authorises the Chief Executive Officer or delegate to make minor, typographical or syntactical updates to Attachment B to Item 5.1 on the Agenda for the meeting of the City Community Services and Culture Committee held on 3 December 2024, for the purposes of finalising the document for publication.
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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 B** 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 an Adelaide Park Lands Community Buildings (Sport and Recreation) Priority Needs Analysis.
4. Building design will be on a case-by-case basis, consistent with the Priority Needs Analysis, and providing the Council with the agility to address needs and capacity to partner as it sees fit. Council approval of Community Building project design will enable project partners to fundraise.
5. In accordance with the Needs Analysis, an investment will be allocated annually to upgrade and replace 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, with Council the ultimate arbiter of project investment allocations.
6. 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.
7. 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.
8. 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

9. 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.
10. 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).'*
11. 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).
12. 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.'*
13. Public consultation on the Draft Policy occurred between 20 October and 27 November 2023.

14. 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.
15. 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.
16. 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.'*
17. 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.'*
18. Substantial revisions were made to the Draft Policy consulted on in 2023 after community consultation and workshops with Council Members and Kadaltilla Board Members.
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.*
 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.'*

Draft Policy Consultation

20. Public consultation on the Draft Policy occurred between 16 September and 14 October 2024.
21. The CoA received 24 submissions to the public consultation, including a submission from Kadaltilla. A copy of the submissions is provided [here](#).
22. The Administration's analysis of community and stakeholder feedback is summarised [here](#).

23. As a result of Council Member, community and stakeholder feedback, the following amendments were made to the Draft Policy:
- 23.1. 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).
 - 23.2. Added that the Adelaide Park Lands Management Strategy and Adelaide Park Lands Community Land Management Plans inform the location of Community Buildings.
 - 23.3. 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.
 - 23.4. Added that Council will prioritise consolidating existing Community Buildings and remove an existing Community Building when the redevelopment of it is proposed.
 - 23.5. Added that Council will refer to the Adelaide Park Lands Building Design Guidelines and engage with relevant stakeholders in the design development process.
 - 23.6. Amended references of 'minimum' standards to 'relevant' standards.

Council Meeting on 12 November 2024

24. On 12 November 2024, Council resolved:

'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.*
 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. *Notes the Adelaide Park Lands Community Buildings (Sport and Recreation) Priority Needs Analysis 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, subject to removal of references to priority years in the 10 year Priority Needs Analysis and inclusion of priority tiers of funding required.*
 4. *Requests that the Priority Needs Analysis be brought back to a future meeting of the City Community Services and Culture Committee for further discussion.*
 5. *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.*
 6. *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).'*
25. At this same meeting, Council determined to defer the recommendations relating to adopting the Draft Policy, requesting that facility standards related to major sports played in the Park Lands be tabled along with the Draft Policy at the City Community Services and Culture Committee on 3 December 2024.

Community Sports Facilities Guidelines

26. Links to relevant community sports facility guidelines are provided below:
- 26.1. [Australian Football League - AFL Preferred Facility Guidelines](#)
 - 26.2. [Bowls Australia - Bowls Club Construction and Refurbishment Guidelines](#)
 - 26.3. [Cricket Australia - Community Cricket Facility Guidelines](#)
 - 26.4. [Croquet Victoria - Croquet Facility Guide](#)
 - 26.5. [Football South Australia - Venue Requirements \(Soccer\)](#)
 - 26.6. [Netball Australia - National Facilities Policy](#)
 - 26.7. [Tennis Australia - Tennis Infrastructure Planning](#)
 - 26.8. [Touch Football Australia - Preferred Facility Guidelines](#)
27. These documents provide guidance on the type, size and design of amenities provided in community sports facilities to fulfil their intended purpose. They are guides only, and the final decision on facility provision rests

with Council in its application of the Adelaide Park Lands Community Buildings (Sport and Recreation) Policy, which prevails over any sporting code guideline in Council's decision-making on Park Lands Community Buildings.

28. These documents provide a useful basis for determining the requirements of a Community Building and ensure that what is being proposed is reasonable in the context of community sport.
29. Where multiple sports are proposed for a Community Building, flexible designs enable various activities to be accommodated in shared spaces, avoiding the need to duplicate the requirements of each sport.
30. The sport facility guidelines are separate to Building Code standards which sets out minimum requirements for health and safety, amenity, accessibility and sustainability in design and construction of new buildings and new building work in existing buildings.

Next Steps

31. Subject to Council adopting the Policy, the document will be published through the CoA website.
32. The Adelaide Park Lands Leasing and Licensing Policy (2016) governs leasing eligibility, use, and maintenance of Community Buildings. This policy will remain in effect until a new policy is considered by Council in 2025.
33. The Adelaide Park Lands Community Buildings (Sport and Recreation) Priority Needs Analysis will be presented to Council Members via a workshop in early 2025.
34. In the interim, and as approved by Council on 12 November 2024, Administration will continue to progress the detailed designs for Community Buildings in Golden Wattle Park / Mirnu Wirra (Park 21W) and Mary Lee Park (Park 27B).

DATA AND SUPPORTING INFORMATION

Nil

ATTACHMENTS

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

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

- END OF REPORT -