



COUNCIL POLICY

RECREATION AND SPORT PARK LANDS FACILITIES

Approved by: *Strategy and Policy Committee on 22 July 2002*

Subsequent Amendments:
None

Document Owners

Position: *Visitor Growth Plan Co-ordinator*
Phone: 8203 7203
Position: *Team Leader Park Lands Policy*
Phone: 8203 7203

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1. INTRODUCTION

The vision of the Park Lands Management Strategy is that the ***“The Park Lands will be a model of excellence for the provision, maintenance and development ofa diverse range of recreational (and sport) opportunities.....”*** This vision has guided the development of the Recreation and Sport Park Lands Facilities Policy.

Light'n Up in Adelaide – City Recreation and Sport Policy identifies that ***“Adelaide City Council will provide, promote and support a range of facilities...to meet the diverse recreation and sport needs and interests of City residents, visitors, students and workers”***. The Park Lands play a primary role in enabling people to participate in physical activities in structured and competitive settings in the City.

The Recreation and Sport Park Lands Facilities Policy relates primarily to the management areas in the Park Lands under a Sporting Licence. It does not include facilities under the direct management of Council, that is the Adelaide Aquatic Centre and Adelaide Golf Links, nor informal recreation facilities in the Park Lands such as the BMX Track. Neither is it a strategic planning document providing recommendations about the types of activities that should occur in the Park Lands; this is contained in Light'n Up in Adelaide – City Recreation and Sport Policy and will be further considered in a minor review of the Policy scheduled for 2002/03.

The Policy also does not apply to leased facilities, given the varying lease arrangements in the Park Lands. However, this Policy will be executed when matters are not covered in the condition of a lease.

All references to licences relate to a Sporting Licence issued for recreation and sport facilities in the Park Lands, as compared to Event Licences that are issued for short term events in the Park Lands.

The Recreation and Sport Park Lands Facilities Policy and Operating Guidelines guide the future provision of formal recreation and sport facilities in the Park Lands and outline clear parameters regarding the roles and responsibilities of key partners. The Policy ensures that Council's resource allocation is fair and equitable and results in the development and ongoing maintenance of good quality recreation and sport facilities in the Park Lands that are sustainable and inclusive.

POLICY OBJECTIVE

Council will achieve well managed facilities and recreation activities within the City through partnership with recreation and sport organisations in order to encourage an active lifestyle and active recreation use of the Park Lands by residents, students, workers and visitors.

3. POLICY STATEMENTS

- 3.1 Council will support viable licensees and sub-licensees that are committed to developing their recreation or sport activity
- 3.2 Council is committed to ensuring recreation and sport facilities in the Park Lands are accessible for all and that exclusive use of the Park Lands is minimised
- 3.3 Recreation and sport facilities will be appropriately located in the Park Lands acknowledging the need for formal and informal recreation open space and natural and cultural landscapes
- 3.4 Recreation and sport buildings in the Park Lands will be visually attractive and contribute to the amenity of the Park Lands
- 3.5 Management practices and procedures for recreation and sport facilities in the Park Lands will be environmentally sustainable
- 3.6 Recreation and sport facilities in the Park Lands will be maintained to an acceptable standard
- 3.7 Council will ensure the Park Lands are retained as open space for the enjoyment of a diversity of users, including residents, workers and visitors to the City, as well as organisations conducting formal sporting activities and competitions
- 3.8 Council will ensure that adequate facilities are available in the Park Lands for various levels of competition to occur

4. LEGISLATIVE REQUIREMENTS AND CORPORATE POLICY CONTEXT

In adopting this policy it is recognised that there are specific legislative requirements to be met as well as other Corporate goals.

Relevant major legislative requirements are the:

- Local Government Act 1999 (Section 202)
- Development Act 1993

This Policy is to be implemented in conjunction with the Council's Strategic Directions and other relevant Council Policies and Strategies including:

- Council's New Directions
- City Recreation and Sport Plan
- Park Lands Management Strategy
- City of Adelaide Development Plan
- Parks 21 and 22 Strategic Framework
- Environmental Management Plan – Local Agenda 21
- Communication and Consultation Charter
- Park Lands Signage Strategy



OPERATING GUIDELINES

***TITLE:* RECREATION AND SPORT PARK LANDS FACILITIES**

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1 INTRODUCTION

1.1 Scope

The Recreation and Sport Park Lands Facilities Policy relates primarily to the management areas in the Park Lands under a Sporting Licence. It does not include facilities under the direct management of Council, that is the Adelaide Aquatic Centre and Adelaide Golf Links, nor informal recreation facilities in the Park Lands such as the BMX Track. Neither is it a strategic planning document providing recommendations about the types of activities that should occur in the Park Lands; this is contained in Light'n Up in Adelaide – City Recreation and Sport Policy and will be further considered in a minor review of the Policy scheduled for 2002/03.

The Policy also does not refer to leased facilities, given the varying lease arrangements in the Park Lands. However, this Policy will be executed when matters are not covered in the condition of a lease.

All references to licences relate to a Sporting Licence issued for recreation and sport facilities in the Park Lands, as compared to Event Licences that are issued for short term events in the Park Lands.

The Recreation and Sport Park Lands Facilities Policy comprises strategies and recommendations from two bodies of work undertaken as part of the Recreation and Sport Park Lands Facilities Review.

- ◆ Stage One – Facility Review (Analysis of Supply and Demand)
- ◆ Stage Two – Policy Framework (Options for improved policies and procedures)

A range of other policies and reports have also guided the development of Recreation and Sport Park Lands Facilities Policy, including Light'n Up in Adelaide – City Recreation and Sport Plan and the Park Lands Management Strategy.

1.2 Legislative and Corporate Requirements

Relevant major legislative requirements are the:

- ◆ Local Government Act 1999 (Section 202)
- ◆ Development Act 1993

This Policy is to be implemented in conjunction with the Council's Strategic Directions and other relevant Council Policies and Strategies including:

- ◆ Council's New Directions
- ◆ City Recreation and Sport Plan
- ◆ Park Lands Management Strategy
- ◆ City of Adelaide Development Plan
- ◆ Parks 21 and 22 Strategic Framework
- ◆ Environmental Management Plan – Local Agenda 21
- ◆ Communication and Consultation Charter
- ◆ Park Lands Signage Strategy

2 STRATEGIES FOR EFFECTIVE IMPLEMENTATION

Policy Statement:

2.1 Council will support viable licensees and sub-licensees that are committed to developing their recreation or sport activity

2.1.1 Strategy - Council will offer a flexible tenure system ranging from 1 year to 5 year licenses.

Council will set performance indicators for continuous improvement in administration and maintenance of licensed areas. Council will monitor the performance of licensees and allocate tenure periods accordingly. In its desire to work in partnership with licensees in achieving long-term viability, Council will assist licensees in achieving their targets and obtaining longer tenure. The performance of licensees will be reviewed annually irrespective of tenure periods.

2.1.2 Strategy – Sub-licensing of an area will be permitted subject to Council approval; and the approved sub-licensees will be required to comply with all aspects of the Recreation and Sport Park Lands Facilities Policy and Guidelines.

Council will have greater control over the management of facilities through the development of a sub-licence system that requires licensees to seek approval to sub-let their area and fully inform Council of all matters relating to use of the licensed area. Sub-licensees shall be approved by Council and agree to the same terms and conditions applicable to the licensee.

2.1.3 Strategy - Only education institutions and incorporated, not-for-profit recreation and sport organisations affiliated with their respective peak body will be permitted to hold a recreation and sport licence in the Park Lands.

City-based educational institutions will be given preference to metropolitan-based institutions.

Clubs and associations will be expected to operate with a constitution and an executive committee of a minimum of three people, and a member focus that emphasises growth and inclusiveness through open membership. Open club membership will mean organisations cannot unreasonably restrict membership. Clubs and associations will also need to maintain a membership base of at least 15 active and independent members. **Additional criteria for eligible licensees and sub-licensees is detailed under policy statement 2.2.1.**

Recreation and sport clubs will also be encouraged to join Active Australia and become an Active Australia Provider. This national program supports recreation and sport organisations in continuously improving the planning and management of their activities to result in better managed, more viable clubs.

2.1.4 Strategy - Council will charge a “community” fee for licences of recreation and sport facilities in the Park Lands.

Incorporated clubs and associations are typically not commercial ventures, yet they provide a significant service in the area of recreation and sport to City residents, visitors and workers. Consequently, they should only be expected to pay an appropriate ‘community’ rate for use of the Park Lands.

Council shall approve any fees charged by licence holders to sub-licensees. Sub-licence fees will not exceed 50% of the sum of annual licence fees and maintenance costs directly associated with the area being sub-licensed.

2.1.5 Strategy - Council may provide financial assistance to eligible licensees and lessees through grants and subsidies.

Council may support community focussed programs, events and facilities through its Recreation and Sport Grants program. Financial assistance may also be provided through ‘maintenance subsidy’ whereby the current allocation of resources for maintenance of Park Lands’ playing surfaces is distributed equitably. Priority for the maintenance subsidy will be given to licensees that demonstrate high levels of community access.

2.1.6 Strategy - Recreation and sport buildings in the Park Lands shall be used for purposes related to the running of a community recreation and sport club.

Commercial activities will not be allowed in licensed facilities. Gaming machines will not be permitted in the Park Lands and buildings will not be hired out to people **not** associated with the licence holder. Social activities shall be limited to members and their invited guests only.

Recognising the social and economic benefit of clubrooms to community recreation and sport clubs and the need for fundraising opportunities to generate income and be financially viable, licensees and lessees will be supported in applying for Liquor Licences. Restrictions will be placed on hours that liquor can be sold or consumed.

2.1.7 Strategy - Organisations granted a new licence will not financially compensate departing licensees.

To ensure **new** licensees are treated equitably, organisations granted a new license will not compensate departing licensees whether departing voluntarily or otherwise. Alternatively, Council will investigate a 'buy back' system for assets that have value to Council, at an agreed price. This will assist Council when it does not renew a licence for reasons other than poor performance, in which case the organisation may be reimbursed for its investment in assets and improvements.

Policy Statement:

2.2 Council is committed to ensuring recreation and sport facilities in the Park Lands are accessible for all and that exclusive use of the Park Lands is minimised

2.2.1 Strategy - Recreation and sport facilities in the Park Lands will be accessible to the community either via unrestricted public access, open club membership or sub-licences.

Council will define 'community access' on a continuum that has unrestricted public access at one end of the continuum and leased areas at the other end. Within the continuum of 'community access' is sub-letting and open club membership.

Those playing fields and surfaces that are unfenced will need to allow for unrestricted public access at times when the licensees and sub-licensees are not using them.

The licensees and sub-licensees of facilities currently fenced will be required to have open club membership. This recognises that certain playing surfaces are more susceptible to wear and tear and that particular sports also require more fencing than others.

To ensure accessibility and inclusiveness, the following criteria will need to apply before a licence or sub-licence is granted:

- The applicant is an educational institution or not-for-profit recreation and sport organisation affiliated with their respective peak body;
- Recreation and sport organisations will be expected to operate with a constitution and an executive committee of a minimum of three people;
- Recreation and sport organisations will need to maintain a membership base of at least 15 active and independent members;
- Membership fees will be set either as stipulated by the peak association, or comparable to similar community-based clubs;
- Membership shall be open except in the case of schools, where sub-letting may be more appropriate.

Licensees and sub-licensees will be required to annually submit a list of active members. Council will work with these organisations to achieve growth in membership numbers.

In instances where schools allow community access to fenced areas by sub-letting only, signs provided by Council shall be placed on facilities indicating means of community access.

The future provision of recreation and sport facilities in the Park Lands will need to consider community access in both design and playing surface. Council will generally not support new playing surfaces or upgrades to playing surfaces that restrict community access. Licensees receiving financial support from Council for facility improvements may be required to provide unrestricted community access.

2.2.2 Strategy - No additional areas of the Park Lands will be leased for recreation and sport activities, except in extenuating circumstances and subject to Council approval.

Although licensees have first right to use licensed areas, the public has access at other times. Leased areas are for the exclusive use of the lessee and hence the public is excluded.

Consequently, no additional areas of the Park Lands will be leased for recreation and sport facilities. Where possible, current leaseholders will be transferred to licence tenure when their lease expires.

2.2.3 Strategy - Council will maintain a range of recreation and sport facilities in the Park Lands that have unrestricted public access.

Council will construct new and/or redevelop existing recreation and sport facilities in the Park Lands for community use. These facilities will not be licensed and will be maintained by Council. Casual hire conditions and fees will be determined by facility management plans. The locations of facilities with unrestricted community access will be determined through reviews of Light'n up in Adelaide – City Recreation and Sport Plan as well as management frameworks undertaken for individual parks in the Park Lands.

Policy Statement:

2.3 *Recreation and sport facilities will be appropriately located in the Park Lands acknowledging the need for formal and informal recreation open space and natural and cultural landscapes*

2.3.1 Strategy – The location of recreation and sport facilities in the Park Lands will be assessed to ensure that they are sensitive to their surroundings and benefit the community.

The Park Lands Management Strategy identifies three broad precinct types: Recreational Landscape, Cultural Landscape and Natural Landscape. The location of new or existing recreation and sport facilities in the Park Lands will be considered in accordance with the Park Lands Management Strategy, Environmental Management Plan, park management frameworks for individual parks (which are to be developed in future years), and design guidelines (to be prepared).

2.3.2 Strategy – Unoccupied or surrendered facilities will be assessed to determine whether they should be retained or demolished.

Upon surrender of a licensed area, and prior to reissuing a licence for that area, facilities shall be assessed according to the suitability of their location in conjunction with condition of the facilities and demand for such facilities.

2.3.3 Strategy – To reduce the number of buildings in the Park Lands, new buildings will be considered where they can service a number of playing fields and/or licensees.

In order to reduce the number of recreation and sport buildings required in the Park Lands, the location of new buildings will be in consideration of servicing a number of playing fields. This will ensure that Council's resources are allocated to fewer but better quality multipurpose facilities in the Park Lands. Where this involves multiple licensees, a 'management agreement' will be established.

Any development in the Park Lands will require appropriate consent. Council will first grant "in principle" approval as the owner of the land. Once this "in principle" consent is granted, a planning application can be lodged and assessed. Consent will not be granted for any form of development designated as "non-complying" except in extenuating circumstances.

2.3.4 Strategy – Sporting licences will not be issued for Squares

The Squares will increasingly be used for informal recreation as Council achieves its New Directions to attract more residents to the City. Therefore, the Squares will not be licensed for formal, organised sporting use nor allow built facilities for formal sport.

Policy Statement:

2.4 Recreation and sport buildings in the Park Lands will be visually attractive and contribute to the amenity of the Park Lands.

2.4.1 Strategy - Any new or redeveloped recreation and sport facilities in the Park Lands will incorporate the highest quality design and materials.

New recreation and sport facilities or the redevelopment of existing facilities will need to respond with sensitivity to their surroundings and meet or exceed all Development Act requirements, including assessment against the City of Adelaide Development Plan and Building Code. Council will generally not support any development that is designated “non-complying” under the Adelaide (City) Development Plan.

To assist with the approval process in regards to redeveloping existing facilities and/or building new facilities, Council will develop design guidelines for facilities in the Park Lands. These guidelines will provide detailed guidance on how the relevant design principles of the Adelaide (City) Development Plan will be interpreted and applied.

2.4.2 Strategy - No permanent advertising shall be displayed where it is visible from outside the licensed area.

Recreation and sport clubs rely on advertising and sponsorship for their viability. Such advertising shall only be directed to audiences within facilities and shall not be visible from outside the licensed area. Subject to Council approval, temporary advertising may be displayed where it is associated with upcoming events or programs.

Council will generally not support any advertising display that constitutes development that is “non-complying” under the Adelaide (City) Development Plan.

2.4.3 Strategy - Signs installed in the Park Lands shall comply with Council’s Park Lands Signage Policy.

Signs associated with recreation and sport facilities in the Park Lands shall comply with Council’s Park Lands Signage Policy. Information on signs shall include community access details, Adelaide City Council contact details, and reference to the park name or number and Kaurna name.

Licensees will not be permitted to install signs solely promoting their occupancy of specific sites. Such existing signs shall be removed when an approved sign is installed in the same park and/or location in order to reduce the extent of signage in the Park Lands.

Policy Statement:

2.5 Management practices and procedures for recreation and sport facilities in the Park Lands will be environmentally sustainable.

2.5.1 Strategy - Council will work in partnership with licensees and lessees to develop environmentally sustainable practices and procedures for maintaining recreation and sport facilities in the Park Lands.

Using and maintaining recreation and sport facilities in the Park Lands requires large quantities of water, and significant chemical use and energy consumption. Council will support and work in partnership with lessees and licensees to implement best practice environmental management practices and procedures.

Lighting of playing surfaces contributes to increased use of the Park Lands and provides additional playing and training opportunities. Where it is deemed appropriate to install lighting, installation of sports lighting will be environmentally sensitive and be constructed to guidelines and standards set by Council. Council will generally not support any new lighting installations that constitute development which is “non-complying” under the Adelaide (City) Development Plan.

Policy Statement:

2.6 Recreation and sport facilities in the Park Lands will be maintained to an acceptable standard.

2.6.1 Strategy - As owner of all licensed buildings on the Park Lands, Council will be responsible for maintaining the structural soundness of buildings to a good and safe condition.

Council will undertake any structural repairs, maintenance and improvements to licensed recreation and sport buildings in the Park Lands. Licensees will be responsible for ensuring buildings are kept clean and tidy, and replace fittings as required. This Strategy will be implemented on a staged basis over the following three years.

2.6.2 Strategy - Licensees will be responsible for maintaining and upgrading playing surfaces and will hold a certificate of public liability for their assigned areas.

Council will maintain open space areas of the Park Lands not licensed or leased to a standard acceptable for informal community use.

2.6.3 Strategy - Council will monitor licensed areas in the Park Lands to ensure they are maintained to ‘Occupational, Health and Safety’ and public safety standards.

As custodian of the Park Lands, Adelaide City Council has an ongoing legal responsibility to ensure all recreation and sport facilities are kept in a safe and acceptable standard. Council, in conjunction with licensees, will undertake a risk management audit of recreation and sport facilities in the Park Lands and monitor maintenance of these facilities on a regular basis.

Policy Statement:

2.7 Council will ensure the Park Lands are retained as open space for the enjoyment of a diversity of users, including residents, workers and visitors to the City, as well as groups conducting formal sporting activities and competitions.

2.7.1 Strategy - Council will issue licences and sub licences in accordance with ensuring the Park Lands are used by a diverse group of community organisations for a range of activities.

It is important to ensure the Park Lands are retained as open space available for the enjoyment of residents, workers and visitors to the City, whilst recognising the needs and requirements of groups conducting organised, formal recreation and sporting competitions and events. Where practical, Council will support tenure applications from a variety of organisations as compared to single licensees being responsible for large sections of the Park Lands.

To ensure areas are licensed by an appropriate organisation, licensees will need to demonstrate that they actively use their licensed area, including buildings and sports fields, in accordance with how they were intended.

Policy Statement:

2.8 Council will ensure that adequate facilities are available in the Park Lands for various levels of competition to occur.

2.8.1 Strategy - Licensees and sub-licensees should have access to adequate recreation and sport facilities in the Park Lands.

Where appropriate, licensees and sub-licensees shall have reasonable access to:

- ◆ toilets with access for people with disabilities
- ◆ change rooms and showers for males and females with access for people with disabilities
- ◆ meeting areas with access for people with disabilities
- ◆ storage areas for equipment
- ◆ shade
- ◆ safety/security lighting
- ◆ flood lights for training and competition
- ◆ irrigation
- ◆ adequate drainage
- ◆ level and even playing fields

Council will not generally support facilities for elite sport that needs a high standard of facilities, which results in exclusiveness in order to be viable.

2.8.2 Strategy - As owner of all licensed buildings on the Park Lands, Council will be responsible for upgrading buildings to an adequate standard.

The provision of the above facilities will be subject to consideration of the Park Lands Management Strategy, and future individual park management frameworks. These works will also provide direction on whether current facilities either under utilised and/or in poor condition should be removed.

Consideration will also need to be given to the fact that there are licensees in the Park Lands with small membership bases and/or with minor demand for Park Land resources. Providing the above facilities to these licensees may be inappropriate and in some cases unsustainable. To achieve the objective of every licensee having access to adequate facilities, some consolidation or sharing of facilities will be required. Surplus facilities shall be removed immediately following the establishment of shared facilities to ensure there is no increase in built floor area.

Where external funding for building upgrades is required, Council will be the funding applicant, for example, from the Office for Recreation, Sport and Racing.

GLOSSARY OF TERMS

Community Fee

As a general rule, licensees in the Park Lands pay a relatively small rental payment and have been responsible for maintaining and developing their facilities. A small fee reflects a 'community' rather than a 'commercial' use of the asset. It is reasonable to charge all community based users of Park Lands facilities a community based rent, rather than a commercial rent, unless the group is conducting commercial activities. The setting of fees shall be based upon current Park Lands licence fees and charges.

Event Licence

Temporary licence issued for conducting events in the Park Lands or Squares.

Lease

Grants exclusive possession to the lessee and therefore an interest in the land.

Licensee of Park Lands facilities

Only education institutions and incorporated, not-for-profit recreation and sport organisations affiliated with their respective state associations will be permitted to hold a recreation and sport licence in the Park Lands.

Open Club Membership

Recreation and sport organisations demonstrating open club membership should not unreasonably restrict membership.

Park Lands and Squares

As per the Park Lands Management Strategy, the Recreation and Sport Park Lands Facilities Policy applies to both Park Lands and Squares.

Sporting Licence

Grants permission to enter the land and use it for some stipulated purpose(s) but does not pass on an interest in the land.

Viable Licensee and Sub-licensee

Whereby the licensee or sub-licensee is successful, both financially and administratively and is therefore able to maintain their assigned facilities and develop their club.