Acknowledgements

The Local Government Sport and Recreation Facilities Sustainability Group (LGSRFSG) provided ideas and feedback on the Policies. The members include:

<table>
<thead>
<tr>
<th>Chair LGRF</th>
<th>Chris Maschotta</th>
<th>City of Onkaparinga</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sean O’Brien</td>
<td>Local Government Recreation Forum</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>LGA Metropolitan Councils</th>
<th>David Clayton</th>
<th>City of Salisbury</th>
</tr>
</thead>
<tbody>
<tr>
<td>Catherine Foreman</td>
<td>City of TTG</td>
<td></td>
</tr>
<tr>
<td>Sam Higgins</td>
<td>City of Charles Sturt</td>
<td></td>
</tr>
<tr>
<td>Amy Liddicoat</td>
<td>City of Marion</td>
<td></td>
</tr>
<tr>
<td>John Wilkinson</td>
<td>City of Unley</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Regional LGA’s</th>
<th>Diana Laube</th>
<th>Eyre Peninsula LGA</th>
</tr>
</thead>
<tbody>
<tr>
<td>(1 position vacant)</td>
<td></td>
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</tbody>
</table>

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<thead>
<tr>
<th>PLA</th>
<th>Andy Smith</th>
<th>Parks &amp; Leisure Australia</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Sport SA &amp; Recreation SA</th>
<th>Jan Sutherland / Ian Dewey</th>
<th>Sport SA / Recreation SA</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Office for Recreation &amp; Sport</th>
<th>Phil Freeman</th>
<th>Office for Recreation &amp; Sport</th>
</tr>
</thead>
</table>

Special thanks to Kate Symes Policy Officer at the LGA for her support in developing these policies.

Case studies were used to guide the policy directions, including with:

<table>
<thead>
<tr>
<th>Metropolitan</th>
<th>Regional</th>
<th>Interstate</th>
</tr>
</thead>
<tbody>
<tr>
<td>City of Charles Sturt</td>
<td>Victor Harbor Council</td>
<td>City of Melbourne</td>
</tr>
<tr>
<td>City of Holdfast Bay</td>
<td>District Council of Mount Barker</td>
<td>Parramatta City Council</td>
</tr>
<tr>
<td>City of Marion</td>
<td>Port Lincoln Council</td>
<td>City of Casey</td>
</tr>
<tr>
<td>City of Salisbury</td>
<td>City of Mt Gambier</td>
<td>Fairfield Council</td>
</tr>
<tr>
<td>City of Unley</td>
<td>Renmark Paringa Council</td>
<td>Melton Shire Council</td>
</tr>
</tbody>
</table>

A survey to Local Councils in South Australia with responses from eight metropolitan Councils and fourteen regional Councils provided further information as a basis for the Policies. Summaries of the case studies and survey findings are provided in an Appendix document.

The Sport and Recreation Facilities Provision and Management Policies were developed by Suter Planners.

Suzanne Suter
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PO Box 158
Glenside SA 5064
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INTRODUCTION

The Sport and Recreation Facilities Provision and Management Policies included in this document respond to priority policy gaps identified in the *Regional and Local Sport and Recreation Facilities Key Issues and Directions Paper* developed in 2009.

The items that policy directions have been developed for include:

- Sport and Recreation Facility Hierarchy
- Hubs and Multi-functional Facilities
- Sport and Recreation Infrastructure Development
- School Use of Council Facilities
- Land Acquisition
- Facility Consolidation and Rationalisation

The need for the above policy directions was confirmed by the Local Government Sport and Recreation Facilities Sustainability Group (LGSRFSG). Their importance was also reinforced through case studies and a survey to South Australian Local Councils, undertaken as part of the *Policy Research and Directions for Sustainable Recreation and Sport Facilities* study.

The policy directions in this document reflect the findings of the Policy Research and Directions study and include good practice adopted or suggested by local councils. The policy directions relate to local government sport and recreation facilities.

The need for a consistent approach to management was also identified as a priority through the Policy Research and Directions study. However, due to the complexity of management and the need to obtain legal advice on appropriate management agreements, a policy direction on management agreements and models has not been provided in this document.

In addition, this Policy Document does not address State level policy issues or legislative issues such as whether the allocation of 12.5% open space in new development areas is adequate (as raised by the Office for Recreation and Sport).

A main reason for undertaking this study and developing the policies is to assist Local Councils to strengthen the future financial sustainability of local and regional sport and recreation facilities and built assets.

The policy directions are provided as a Guide that will assist local councils in the provision and management of sport and recreation facilities. They are not obligatory and they can be added to and modified by local councils as appropriate.
**SPORT AND RECREATION FACILITY HIERARCHY**

**Key Research Findings**

The Policy Research and Directions Study has found that it is common for local councils to allocate a hierarchy to sport and recreation facilities and use this hierarchy to determine the level of development and quality associated with a facility. Hierarchy levels are particularly used in metropolitan areas and by larger Councils but they are also relevant to smaller local councils and regional areas.

The hierarchy level is generally based on geographical catchment linked to the quality and size of a facility. The hierarchy can determine the level of investment in a facility, where regional facilities are generally higher quality and more substantial. The most common hierarchy framework includes regional, district, neighbourhood and local facilities. Some councils use other terminology such as Precinct instead of District and some only have three levels of hierarchy (regional, district and local).

A number of regional councils and some metropolitan councils have not established a hierarchy framework, but recognise they could benefit from doing so.

The need to obtain and zone appropriate areas of land to support the development of regional and district facilities was raised by the Office for Recreation and Sport.

**Hierarchy Guide**

Allocating a hierarchy to each sport and recreation facility will assist local councils to strategically develop and manage facilities. Potential hierarchy levels and definitions are outlined below for each hierarchy level.

<table>
<thead>
<tr>
<th>Hierarchy Level</th>
<th>Potential Definitions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Regional</td>
<td>Regional facilities can be large in size, very high quality, unique, in a high profile location, connected to trails and road networks, connected to district and regional centres, and cater for high level activities (State or regional level). Regional facilities have the capacity to attract or benefit people from across and beyond a local council area.</td>
</tr>
<tr>
<td>District</td>
<td>District facilities can be large in size, good quality, connected to trails and road networks and well located with links to district centres. District facilities have the capacity to attract or benefit people from across a local council area.</td>
</tr>
<tr>
<td>Neighbourhood</td>
<td>Neighbourhood facilities can be good quality and in a good location with good connections but may be smaller in size or lower profile. Neighbourhood facilities will primarily cater for or benefit a local neighbourhood (around 3-4 suburbs).</td>
</tr>
<tr>
<td>Local</td>
<td>Local facilities can be smaller in size, lower profile and basic quality but still appealing and safe. Local facilities will primarily cater for or benefit a local community (one or two suburbs or a small town).</td>
</tr>
</tbody>
</table>

Regional and district facilities in metropolitan areas should also have good links to public transport. This may not be as realistic in regional areas.

Catchment distances are not included as these can vary for the type of facility and for metropolitan versus regional areas. Geographic considerations could be less relevant for regional areas, where a greater relevance could be the size of towns or potential catchments. For example, larger towns could justify higher quality regional or district facilities and smaller towns could justify neighbourhood or local facilities.
Not all hierarchy levels will be appropriate for all local councils. For example, a small or relatively isolated local council may not justify regional facilities or there may not be a need to differentiate between neighbourhood and local facilities in some smaller towns. In addition, not all hierarchy levels will be appropriate for all types of facilities. For example, a local sportsground may not be appropriate due to the ‘wide catchment’ nature of most sports.

For some larger facilities such as sportsgrounds and indoor sport and recreation facilities it may be appropriate to further divide the ‘District’ hierarchy into ‘major district’ and ‘minor district’. This will enable the district value of all facilities that draw from a wide catchment due to their size or activity to be recognised, even if they are lower profile or average in quality. Potential definitions are provided below.

<table>
<thead>
<tr>
<th>Hierarchy Level</th>
<th>Potential Definitions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Major District</td>
<td>Major district facilities are often large in size, good quality and well located with a link to transport or district centres. Major district facilities have the capacity to attract or benefit people from across a local council area.</td>
</tr>
<tr>
<td>Minor District</td>
<td>Minor district facilities could have the capacity to attract or benefit people from across a local council area but they may not be as large, as high quality or as well located as a major district facility.</td>
</tr>
</tbody>
</table>

A ‘minor district’ hierarchy could be used instead of or as well as a ‘neighbourhood’ hierarchy, depending on the facility type.

Local Councils should have the flexibility to adopt the hierarchy levels that are most relevant to their local government area and modify the definitions where required. However, ideally the basic principles of the hierarchy framework outlined in this Policy Guide will be supported across all local councils.

The hierarchy definitions can be used to describe an existing facility or determine the appropriate quality and character of a new facility. A guide for allocating the hierarchy levels to existing or new sport and recreation facilities is provided below.

<table>
<thead>
<tr>
<th>Hierarchy</th>
<th>Guide for Allocating Hierarchy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Regional</td>
<td>Large site or facility, high profile and accessible location, multi-functional (caters for a range of users or community members), high quality, link to TOD, transport node or commercial centre, supports regional or State level activities.</td>
</tr>
<tr>
<td>District</td>
<td>Good sized site or facility, good profile and accessible location, shared-use, good quality, link to commercial centre, link to transport, link to other open space (good connections), supports higher level activities due to quality or size.</td>
</tr>
<tr>
<td>Neighbourhood</td>
<td>Smaller site or facility compared to district, good profile for the neighbourhood (e.g. distributor road or village centre link) but not high profile, existing or potential pleasant setting for community activity.</td>
</tr>
<tr>
<td>Local</td>
<td>Small site, local road, basic facilities and landscape, location is not suitable for larger facilities, residential setting, low or constrained function for activities.</td>
</tr>
</tbody>
</table>
The hierarchy level allocated to a new facility should consider the location of the facility, the needs of the community, the activities and potential catchment of users and the hierarchy of surrounding facilities. For example, it would generally not be appropriate to establish a regional facility if the location is lower profile, the community and users are seeking a local facility (e.g. for junior sport or casual use) or a regional facility already exists nearby.

The potential relationship between hierarchy and level of sport is provided in the chart below.

<table>
<thead>
<tr>
<th>Hierarchy</th>
<th>Related Level of Sport (Primary Use)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Regional</td>
<td>Higher grade sports teams (e.g. A Grade, top division) with a particular focus on higher level and regional competitions and events.</td>
</tr>
<tr>
<td></td>
<td>Focus on supporting spectator based sports and activities.</td>
</tr>
<tr>
<td></td>
<td>May have the potential to cater for State competitions and events.</td>
</tr>
<tr>
<td>District</td>
<td>Higher grade sports teams (e.g. A and B grades, Division 1 and 2) with provision for competitions and training.</td>
</tr>
<tr>
<td></td>
<td>May have the potential to cater for regional competitions and events.</td>
</tr>
<tr>
<td>Neighbourhood</td>
<td>Middle and lower grade competitions, including juniors, with provision for competitions and training.</td>
</tr>
<tr>
<td>Local</td>
<td>Middle and lower grade competitions, including juniors, with provision for competitions and training.</td>
</tr>
</tbody>
</table>

The above chart relates to ‘primary use’ and does not preclude other levels of sports from using a facility. For example, juniors and lower grades could use a regional facility in addition to the higher grades.
Development Linked to Hierarchy

The suggested basic principles for development linked to hierarchy are as follows:

<table>
<thead>
<tr>
<th>Hierarchy</th>
<th>Development Principles</th>
</tr>
</thead>
</table>
| Regional    | ▪ Regional facilities should consider opportunities for:  
    - Hub development (multi-functional, includes a range of facilities)  
    - Shared and multi-use (meets diverse community needs)  
    - Connected facilities and services (physical and social)  
    - Regional facilities should be developed and maintained to a high quality and meet user ‘standard’ requirements.                                                                                                                                                                                                                                                                                     |
| District    | ▪ District facilities should consider opportunities for:  
    - Meeting diverse community needs (multi-functional)  
    - Shared-use  
    - Connected facilities and services (physical and social)  
    - District facilities should be developed and maintained to a good quality and meet user ‘standard’ requirements.                                                                                                                                                                                                                                                                                  |
| Neighbourhood | ▪ Neighbourhood facilities should consider opportunities for:  
    - Meeting neighbourhood level community needs  
    - Providing an appealing setting for various activities  
    - Neighbourhood facilities should be developed and maintained to a good standard.                                                                                                                                                                                                                                                                                              |
| Local       | ▪ Local facilities should consider opportunities for meeting local level community needs.  
    - Local facilities should be developed and maintained to a minimum standard.                                                                                                                                                                                                                                                                                                                               |

Disability access in accordance with the Disability Discrimination Act is relevant to all facility levels but should be a particular priority at regional and district facilities.

Overall, the emphasis should be on achieving a balanced provision of appropriately located and used sport and recreation facilities. This includes the provision of adequate sports facilities linked to new development areas as part of the 12.5% allocation of open space.

Specific development directions are included in the Sport and Recreation Infrastructure Development Guide in this document.

Implementing the Hierarchy Guide

Using the hierarchy guide will ensure that sport and recreation facilities and spaces will be appropriately developed for their size, location and potential catchment.

Implementation will require:
- Modification of the Hierarchy Guide definitions and levels if required to suit the local council.
- Formal endorsement of the Hierarchy levels by the Council.
- The allocation of a hierarchy to each sport and recreation facility in the local council area.
- Development and maintenance in accordance with the Hierarchy Guide’s principles for development and the Sport and Recreation Infrastructure Development Guide provided later in this document.
HUBS AND MULTI-FUNCTIONAL FACILITIES

Key Research Findings

The concept of ‘community sports hubs’ and ‘multi-functional facilities’ is widely accepted, with a number of local councils in metropolitan Adelaide and in regional areas working towards establishing higher quality sport and recreation complexes that cater for a range of community and sports needs.

The principles that are supported most are:

- Catering for a wide range of sport and community needs through multi-functional facilities
- Encouraging the shared-use of facilities
- Achieving higher level facilities that support events and higher grade competitions

Although some Local Councils are not enthused by the term Hub, the principle of multi-function and shared use is supported across metropolitan and regional Councils.

The need to obtain and zone appropriate areas of land to support the development of community sports hubs was raised by the Office for Recreation and Sport.

Defining Hub and Multi-function

The Office for Recreation and Sport has developed a draft definition for the term Hub as part of its strategic planning. The definition is as follows:

“A Community Sports Hub is a local, regional, or state level centre of sport and active recreation activities that optimises the shared use of location and facilities to meet the needs of the communities it serves. In serving this purpose, a Hub must strive to be sustainable, multi-use, accessible, safe, inclusive, relevant to its communities and connected to the principles of community building.

A Community Sports Hub is also a catalyst to build and bring communities together by delivering services that meet the needs of the community and serve other purposes such as providing a safe meeting place and hosting the delivery of community programs that develop community capacity and connectivity. This can be achieved through integration with the urban fabric of which the Community Sports Hub is a part.

A Community Sports Hub, with sport and recreation at its core, performs a number of functions and provides the catalyst for co-location of community services as well as providing a meeting place, passive and active open space in a safe and attractive environment.

A Community Sports Hub is inclusive and open to all sectors of the community including sport participants and members at all ability levels and age groups. A Community Sports Hub has sport in all its forms at its heart.”

The above definition embraces the principle of ‘multi-function’ and is consistent with the intentions of local councils involved in establishing Hubs and multi-functional facilities.

The principles relating to a Community Sports Hub can be applied to informal recreation areas as well as sports facilities. For example, a recreation area that includes a range of active recreation opportunities such as BMX and skate linked to picnic and walking facilities can be designed and promoted as a community activity hub.
Hub and Multi-function Facility Guide

This guide aims to assist Local Councils to establish Community Sports Hubs where appropriate. If there is an objection to using the term Hub, this could be replaced by Complex, Precinct, Centre or another similar terminology. The principles of a ‘Hub’ are more important than the term itself.

To make Hubs as viable and valued as possible and utilise available resources effectively, it is suggested that Community Sports Hubs are focused on regional and district sport and recreation facilities. In other words, the appropriateness of establishing a Hub should be determined by the hierarchy.

Whilst neighbourhood and local sport and recreation facilities could be shared-use and cater for a range of users, a Hub that attracts high use and connects facilities will be most appropriate where there are existing or potential regional and district facilities. Having said this, a regional or district Hub should cater for local needs as well as across district needs.

Key Characteristics of Hubs

Based on the Office for Recreation and Sport definition and local council Hub projects, the main characteristics of a Hub are considered to be as follows:

<table>
<thead>
<tr>
<th>Focus</th>
<th>Characteristics</th>
</tr>
</thead>
<tbody>
<tr>
<td>Multi function</td>
<td>- Ability to cater for a range of sport, recreation and community groups and needs</td>
</tr>
<tr>
<td></td>
<td>- Diversity of user groups including the broad community and different age groups</td>
</tr>
<tr>
<td></td>
<td>- Integrated collection of facilities and activities</td>
</tr>
<tr>
<td></td>
<td>- Shared-use and multi-use</td>
</tr>
<tr>
<td>Community</td>
<td>- High levels of use</td>
</tr>
<tr>
<td></td>
<td>- Strong focus on community activity, well being and social connection</td>
</tr>
<tr>
<td></td>
<td>- Potential to draw from a wide catchment due to ‘major facility’ characteristics.</td>
</tr>
<tr>
<td>Facility Focus</td>
<td>- Larger or major facility components including linked outdoor and indoor facilities</td>
</tr>
<tr>
<td></td>
<td>- Higher quality facilities that have the capacity to support higher grade competitions and events</td>
</tr>
<tr>
<td></td>
<td>- Emphasis on innovation and unique design and function</td>
</tr>
<tr>
<td>Sustainability</td>
<td>- Viable facilities based on sound feasibility assessments</td>
</tr>
<tr>
<td></td>
<td>- Strong focus on environmental sustainability (climate change adaptation, energy efficiency)</td>
</tr>
<tr>
<td>Hierarchy</td>
<td>- Generally regional or district catchment potential to support high use and justify the allocation of resources</td>
</tr>
<tr>
<td></td>
<td>- A Regional Hub will generally be larger, higher quality or more diverse than a District Hub, and have the capacity to draw from a wider catchment (across and beyond local council areas).</td>
</tr>
</tbody>
</table>
Hub Provision Principles

Principles for locating, developing and managing a Community Sports Hub are provided below.

<table>
<thead>
<tr>
<th>Location</th>
<th>Development</th>
<th>Management</th>
</tr>
</thead>
<tbody>
<tr>
<td>▪ Higher profile site with links to major roads</td>
<td>▪ Diverse facility components and activity areas that reflect community needs</td>
<td>▪ Connected management arrangement (e.g. committee with representatives from users)</td>
</tr>
<tr>
<td>▪ Good connection to public transport</td>
<td>▪ High quality facilities and spaces</td>
<td>▪ Security of tenure to encourage partnerships whilst maintaining flexibility of use</td>
</tr>
<tr>
<td>▪ Connection to other community facilities and commercial centres</td>
<td>▪ Flexible facilities and spaces to cater for changing needs</td>
<td>▪ Sustainable provision with ongoing maintenance commitment</td>
</tr>
<tr>
<td>▪ Potential regional or district catchment (through an appropriate spread of Hubs)</td>
<td>▪ Infrastructure that supports broad use and broadens capacity (e.g. lighting for night use, synthetic playing surface)</td>
<td>▪ Management initiatives that encourage broad community use, e.g. access to community spaces and facilities (such as community tennis courts)</td>
</tr>
<tr>
<td></td>
<td>▪ Physical and visual connections between buildings and activity areas</td>
<td></td>
</tr>
<tr>
<td></td>
<td>▪ Shared-use club and community facilities</td>
<td></td>
</tr>
<tr>
<td></td>
<td>▪ Integrated design of meeting, activity and social spaces</td>
<td></td>
</tr>
<tr>
<td></td>
<td>▪ Minimised buildings (1-2 larger buildings versus a large number of small buildings)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>▪ High level of accessibility including disability access</td>
<td></td>
</tr>
<tr>
<td></td>
<td>▪ Appealing and accessible informal recreation spaces to support broad community use</td>
<td></td>
</tr>
</tbody>
</table>

The specific components of a Community Sports Hub will vary depending on the needs of the community. However, as stated in the Office for Recreation and Sport definition sport and physical activity should be at the heart of a Community Sports Hub or Complex.

Implementing the Guide

Using the Hub and Multi-function Facility Guide will ensure a consistent approach to developing, managing and connecting major facilities where appropriate.

Implementation will require the following:

▪ In principle support by local councils for the Hub and Multi-function Facility Guide and the Community Sports Hub directions developed by the Office for Recreation and Sport.

▪ Identification of potential ‘Hubs’ using the Hub Provision Principles as a guide.

▪ The development of a Master Plan to guide the development of the Hub, in consultation with user groups and the broad community.

▪ Consideration of management options developed by the Office for Recreation and Sport.
SPORT AND RECREATION INFRASTRUCTURE DEVELOPMENT

Key Research Findings

The research has confirmed that ageing infrastructure and an increasing demand for improved facilities is a major issue for local councils in South Australia and interstate.

Whilst some Councils have developed strategies and plans that will guide the future upgrade of facilities, a number of local councils and particularly regional areas do not have plans in place to respond to the issues. Financial constraints are a key reason for local councils not progressing the upgrade of sport and recreation infrastructure.

Particular infrastructure issues that local councils are seeking guidance on include:

- Amenity and clubroom provision and quality
- Playing surface quality and management
- The appropriate provision and quality of facility lighting

Good practice identified through the research includes:

- Establishing sport, recreation and community long term plans that identify the issues and guide improvements based on hierarchy and priority.
- Linking quality and provision to lease and user arrangements that encourage a commitment to facility improvement by users, e.g. user contributions to facility upgrade and maintenance.
Infrastructure Development Principles

Overriding Principles

Overriding principles relating to sport and recreation infrastructure are provided below for consideration by local councils.

- All sport and recreation infrastructure should meet minimum standards and have the ability to support basic community sport and recreation activity demands.
- Sport and recreation infrastructure should be linked to hierarchy, where regional and district facilities such as a regional sportsground or Community Sports Hub should have a higher level and quality of provision.
- Competition grades should be matched to facility hierarchy where possible. For example, higher grades will generally justify regional and district sporting facilities and neighbourhood and local facilities could be more appropriate for lower grades, juniors or training.
- As part of strategic planning and in accordance with hierarchy, the appropriate quality and level of development should be determined for each sport and recreation facility in a local council area. Demands expressed by users that are beyond the allocated ‘appropriate quality and level of development’ should be met by user groups if supported by the local council. This includes sporting code requirements that are beyond the determined level of provision.
- Sports facilities should be developed in accordance with the rules and requirements of sporting codes and as recorded in the Sports Dimensions for Playing Areas (Western Australian Department of Sport and Recreation 2008) document and in sporting association standards and guidelines.
- Impacts on the quality of infrastructure should be managed, including managed use in accordance with capacity and the allocation of resources for appropriate maintenance.
- Consideration should be given to risk management in accordance with the Local Government Mutual Liability Scheme and sporting code requirements, and this should influence the upgrade or development of new sporting facilities.
- Financial and resource partnerships should be established with sport and recreation groups to achieve improvements to sport and recreation infrastructure (providing this does not result in exclusive use).
- All facilities (regardless of hierarchy) should be located, designed and managed to minimise impacts on surrounding residents.
**Sports Facility Development Guiding Principles**

Potential principles for the provision of specific sporting infrastructure are provided below in accordance with hierarchy. The list provides a guide for key sporting facilities and is not intended to be all inclusive.

<table>
<thead>
<tr>
<th>Infrastructure</th>
<th>Regional</th>
<th>District</th>
<th>Neighbourhood</th>
<th>Local</th>
</tr>
</thead>
<tbody>
<tr>
<td>Amenity (change rooms and toilets)</td>
<td>High quality and ideally linked to a clubroom facility</td>
<td>Good quality and ideally linked to a clubroom facility</td>
<td>Appealing quality and could be a stand-alone facility</td>
<td>Toilets only may be adequate</td>
</tr>
<tr>
<td></td>
<td>There may be a need for stand-alone amenities in addition to a club facility (due to demand)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Clubroom</td>
<td>Potentially a large high quality clubroom with viewing areas linked to revenue generation (bar, function areas etc)</td>
<td>Good size and good quality with potential link to revenue generation (bar, function areas etc)</td>
<td>May not be appropriate or limited to change rooms, kiosk and small meeting area</td>
<td>Not appropriate</td>
</tr>
<tr>
<td>Playing field surface</td>
<td>High quality turf Potential to include synthetic surface field for training and concentrated use (may require fencing for protection)</td>
<td>Good quality turf Due to the cost and management requirements a synthetic surface may not be appropriate</td>
<td>Safe and appealing quality turf Synthetic surface not appropriate</td>
<td>Safe and appealing quality turf Synthetic surface not appropriate</td>
</tr>
<tr>
<td>Irrigation and drainage</td>
<td>Quality irrigation and drainage</td>
<td>Quality irrigation and drainage</td>
<td>Irrigation and drainage to maintain safe and appealing surface</td>
<td>Irrigation to maintain safe and appealing surface</td>
</tr>
<tr>
<td>Outdoor court surface</td>
<td>High quality surface (synthetic, flexible)</td>
<td>Quality painted acrylic surface</td>
<td>Painted surface or bitumen</td>
<td>Bitumen (generally community use courts)</td>
</tr>
<tr>
<td>Field Lighting</td>
<td>Match game standard lights may be appropriate subject to minimal impacts on residents (noise, vehicles, lights etc)</td>
<td>Quality training lights evenly distributed around the field. Could include match standard electrical fittings and fixtures for future upgrade</td>
<td>Base training lights evenly distributed around the field</td>
<td>Base training lights around targeted area or may not justify lights</td>
</tr>
<tr>
<td>Court Lighting</td>
<td>Match standard court lighting with minimal overspill</td>
<td>Quality court lighting with minimal overspill (with match standard fittings and fixtures for future upgrade)</td>
<td>Base court lighting</td>
<td>No lights</td>
</tr>
<tr>
<td>Car parking</td>
<td>Off street car parking linked to the facility with disability parking</td>
<td>Predominantly off street car parking with disability parking</td>
<td>A mix of off street and on street car parking including disability parking</td>
<td>Generally on street car parking</td>
</tr>
</tbody>
</table>
Indoor recreation and sport facilities will generally be regional or district level and justify provision of quality playing areas (courts), health and fitness facilities, cafes and meeting spaces and support amenities such as toilets, change rooms, crèche, storage and car parking. There should be strong connection with outdoor spaces and facilities.

The question of when to provide a facility or how many facilities to provide linked to standards such as ‘one tennis court per 3,000 people’ has not been addressed in this policy as this aspect of provision requires considerable research and was beyond the scope of this study. The concept of standards where ‘one size fits all’ raises many issues given the diversity of local government, and often a ‘needs based’ approach is recommended instead or in addition to the consideration of standards.

**Development Quality Standards**

Potential standards for sport and recreation facility development, linked to hierarchy, are provided below.

<table>
<thead>
<tr>
<th>Hierarchy</th>
<th>High Quality</th>
<th>Good Quality</th>
<th>Minimum Standard</th>
</tr>
</thead>
<tbody>
<tr>
<td>Regional</td>
<td>✅</td>
<td></td>
<td></td>
</tr>
<tr>
<td>District</td>
<td></td>
<td>✅</td>
<td></td>
</tr>
<tr>
<td>Neighbourhood</td>
<td></td>
<td>✅</td>
<td>✅</td>
</tr>
<tr>
<td>Local</td>
<td></td>
<td></td>
<td>✅</td>
</tr>
</tbody>
</table>

**High Quality**
The facility is very good quality and provides a high level of service to users. Some examples could be:

- High quality buildings and structures, e.g. new building with robust materials
- Very good provision of amenities, e.g. shelter, shade, toilets, change rooms
- Unique facilities or features, e.g. innovative play or distinctive sports structures
- High quality landscape, e.g. mature trees and maintained gardens

In addition, the settings and facilities would be safe and have a high level of appeal. The term appeal can be defined as ‘attraction, interest, enjoyment’.

**Good Quality**
The facility is good quality and provides an appropriate level of service. Some examples could be:

- Well maintained clubroom and amenities
- Quality pathways and facilities that support activity
- Regularly mown grassed areas and maintained gardens

In addition, the settings and facilities would be safe and appealing.

**Minimum Standard**
The facility is of sound quality and safe to use. In particular it should:

- Meet base quality standards (e.g. turf and surface standards in the Irrigated Public Open Space Code of Practice, Australian standards for sport, lighting and other items, sports code safety standards).
- Meet ‘Occupational Health and Safety’ and public safety standards.
- Include infrastructure that is structurally sound and in a safe condition.
- Have appeal from a visual and user perspective, i.e. people will appreciate and use facilities.
Implementing the Infrastructure Development Guide

Implementing the Infrastructure Development Guide will ensure a consistent approach to providing and maintaining facilities based on a sound hierarchy framework.

Implementation will require the following:

- In principle support for the principles and suggested standards by local councils.
- Development of a base facility provision and quality guide for individual sport and recreation facilities in the local council (using the principles and guide as a basis).
SCHOOL USE OF COUNCIL FACILITIES

Key Research Findings

Many local councils allow schools to use Council sport and recreation facilities, although a number of local councils do so without any formal agreement (particularly in regional areas). The risk of this is a lack of control over the level of use and no formalised commitment to insurance or responsibilities.

Where there is an agreement, the types of agreements vary and tend to depend on the level of reliance on a facility by a school. Arrangements include:

- Joint use agreements (formal agreements that clearly outline responsibilities, appropriate use and shared commitments)
- Lease arrangements (with the allocation of exclusive use during school hours)
- Licence agreements (that allocate use at certain times)

Joint Use and Lease agreements appear to be where there is high and regular use by a school and there is a financial contribution by the school.

Often schools use Council facilities at a low or no cost.

School Use of Council Facilities Guide

Policy Principles

The following principles relating to the school use of Council facilities are provided for consideration by local councils:

- The school use of local council facilities should be supported providing the use does not impact on broader community needs or result in a facility being used beyond its capacity.
- There should be a signed agreement between the local council and a school to formalise any use of local council facilities by the school, where the agreed level of use and responsibilities are clearly defined and adhered to.
- Schools should contribute to the maintenance of local council facilities used by the school, with the level of contribution reflecting the level of use.
- The fee determined for the school use of local council facilities should be consistent with community fees, although there could be a reduction to reflect the school’s socio economic status.
- Schools should not be allocated exclusive use unless the school, DECS or other education body have appropriately contributed to the capital development of the facility. Generally there should be an agreement that allocates access to a designated area and facilities at specific times and allows for shared-use.
- In planning for schools, there should be adequate open space and sport and recreation facilities within the school to meet the base needs of the school. This is unless it has been agreed to develop a joint use facility on local council land that is appropriately contributed to by DECS, other education body or the school, and it is available for community use outside of school hours.
Items to Consider in an Agreement

Items to consider in an agreement with a school are provided below.

Bookings:
- The days and times required by the school should be determined in advance and included in a formal agreement. This could be determined on a yearly or term basis.

Usage:
- The school should not use the facility outside of the days and times formally agreed to unless there is a special requirement negotiated with the local council.

Insurance:
- The school should have the appropriate insurance through the State Government (DECS) or other education body to cover the school’s users on Council land. The agreed amount of insurance should be included in the agreement.

Maintenance:
- For licence agreements the local council should be responsible for the maintenance of the facility ensuring the facility is ‘fit for purpose’ and safe.
- For joint use and lease agreements (where there has been a capital contribution by DECS, another education body or school) a maintenance and management agreement could be developed that defines responsibilities for a shared approach to maintenance.
- Where a school requires a higher level of maintenance to support specific activities or higher level competitions, the additional requirements should be the responsibility of the school.
- Preparing a facility for specific school activities such as line marking should be the responsibility of the school.

Cleaning:
- The school should be responsible for cleaning the facility after use and leave the facility in the state in which it was found.
- The local council should be responsible for ensuring the facility is in a clean and fit for purpose state prior to use by the school.

Damage:
- The school should be responsible for any damages caused by the school users.

User Fees:
- The user fees should be based on the proposed level of use (included in the agreement) and reflect community fee structures.

Cost of Utilities:
- The school should be responsible for any utility costs (e.g. electricity for lighting) associated with the school’s activities.

Implementing the Guide

The Guide aims to provide principles and directions that can be included in:
- Overriding Council policies
- Agreements established between Local Councils and schools

Local Councils can use and adopt the principles and items that are relevant to their situation. Other related principles and items can be developed by the local council as appropriate.
**LAND ACQUISITION**

**Key Research Findings**

Whilst some local councils have established a procedure for land acquisitions, a large number of Councils have not and they are seeking a direction through this policy guide.

The value of having a policy to guide land acquisition is recognised by a number of local councils.

The Office for Recreation and Sport highlighted the need to obtain adequate land for sports facilities, including to cater for new development areas and to support infill development. The question of whether 12.5% is adequate to achieve this was also raised.

**Land Acquisition Guide**

A guide for assessing and undertaking land acquisition is provided below. This guide is based on guidelines developed by Suter Planners for a number of local councils over recent years.

**Land Acquisition Principles**

Land should be considered for acquisition where:

- New urban development or urban consolidation is proposed or likely in the future and the land is required to meet the needs of the future community.
- An area is lacking useable recreation or sporting open space and additional land is required to meet the needs of the existing and future community.
- An existing parcel of open space is poorly located with poor profile, access or surveillance (e.g. located behind backyards), and the acquisition of adjoining land will improve the profile and access.
- Existing open space should be increased in size to improve its function and assist in its management, i.e. the existing size or shape is a constraint to its use.
- Privately owned land is of significant conservation or recreation value and should be retained and/or incorporated within the open space system to protect or strengthen biodiversity.
- There is potential to establish or complete an open space corridor or connection through the acquisition of a parcel or parcels of land.
- Land is required to provide a link or access to a community, sport or recreation facility or other open space.
Land Acquisition Process

A process for assessing land for acquisition is provided below for:

- Where there is a need to obtain additional open space.
- Where there is a need to increase the size of existing open space.

**Process for Obtaining Additional Open Space**

1. Determine the basis for requiring the land using the Land Acquisition Principles in this Guide.
2. Determine the current and future community needs for open space and recreation, giving consideration to population characteristics and potential demands.
3. Assess the ability and capacity of existing open space and related facilities to meet the future needs of the community.
4. Determine the gaps and the type and size of open space and facilities required to address the gaps, taking the demand and supply findings into consideration.
5. Identify opportunities for obtaining additional open space, giving consideration to the availability, accessibility, quality and location of the land.
6. Assess the feasibility and cost of acquiring the land.

**Process for Increasing the Size of Existing Open Space**

1. Assess the character, issues and constraints associated with the open space and determine the rationale for acquiring adjoining land using the Land Acquisition Principles.
2. Assess the supply of other open space in the area and the relationship of this open space and related facilities to the parcel of land that is being assessed.
3. Assess the potential community needs (demands) in the area around the open space.
4. Compare the identified demands with the open space and facility provision (supply) and identify the gaps in provision.
5. Determine the benefits of increasing the size of the existing open space, e.g. increased profile, function and ability to meet community needs.
6. Determine the amount of additional land required to achieve the benefits.
7. Consider land affordability and the reality of acquisition (as part of a cost benefit analysis).
8. Consult with the land owner/s as appropriate.
Land Quality Requirements

Land that is being considered for acquisition for open space and facility provision should meet the following criteria.

- The land should be ‘fit for purpose’ to meet community demands (e.g. relatively flat and accessible if it is to be used for recreation and sport).
- The total land size should be appropriate to the type of open space required, e.g.:
  - Local park should be at least 0.3ha
  - Neighbourhood park should be at least 0.5ha
  - District park should be at least 1ha
  - Sportsground should be at least 3ha
  - Natural area should be large enough to be ecologically sustainable
- The profile and accessibility should reflect the intended hierarchy of the land (e.g. regional or district should be higher profile and accessible from main roads, where as local or neighbourhood could be accessible through residential streets).
- Where the land is to be used for recreation or sport it should have good passive surveillance and meet Crime Prevention Through Environmental Design (CPTED) principles.
- The land should not be a drainage reserve, gully or road reserve, unless it has high conservation value or recreation potential.
- The land should not be a contaminated site unless it can be easily and economically restored.
- The land and related landscaping should be sustainable in relation to future maintenance and water conservation.
- Where the land is a natural area, the land should be ecologically sustainable in relation to its size and location.

Implementing the Guide

The Guide aims to provide a framework for acquiring land to incorporate within a local council’s open space network and enable the provision of sport and recreation facilities. The principles and guidelines can be adopted, used, modified or added to by local councils as appropriate.
FACILITY CONSOLIDATION AND RATIONALISATION

Key Research Findings

A large proportion of local councils do not currently have a policy or procedure relating to the consolidation or rationalisation of sport and recreation facilities yet most Councils recognise the need to undertake consolidation and rationalisation to respond to the issue of ageing infrastructure and the cost of upgrade.

The greatest constraint to consolidation and rationalisation is actual and potential community and user resistance. This highlights the importance of understanding the community value of facilities and appropriately engaging with communities when reviewing facilities. Where a facility has reached the end of its lifecycle and the community recognises the need for strategic asset management, there can be support for consolidation or rationalisation.

Councils that do have plans, policies or procedures relating to consolidation and rationalisation are supportive of the concept but often experience difficulties in achieving the desired consolidation and rationalisation due to community objection.

Consolidation and Rationalisation Guide

Policy Principles

It is recommended that Local Government adopt the following principles relating to sport and recreation facility consolidation and rationalisation:

- Consolidation and rationalisation should be actively pursued by local councils in order to:
  - Reduce the number of ageing facilities to be maintained in the future and the subsequent cost to Council
  - Improve the quality of facility provision
  - Increase the use and value of the facilities that are retained or newly developed
- Consolidation and rationalisation should be openly discussed in local councils and with communities with an emphasis on highlighting the benefits and rationale and encouraging a unified approach to reducing the burden of ageing and duplicated facilities on local councils, users and ratepayers.
- Consolidation will generally result in the rationalisation of a facility, e.g. where two groups use one facility rather than two facilities there could be justification to rationalise the second facility.
- The assessment of sport and recreation facilities for potential consolidation and rationalisation should consider all aspects of the facility including:
  - The asset (e.g. condition, location, profile)
  - The community value of the facility (e.g. community needs, existing and potential use)
  - The strategic context (e.g. hierarchy, links to Council and State strategic planning and objectives)
- A main aim of consolidation and rationalisation should be to establish higher quality facilities that better meet the needs of the community (through upgrade or replacement).
- Consolidation and rationalisation should be linked to the concept of ‘multi-function’ and ‘shared-use’ with the aim to increase the usage and value of facilities.
- Consolidation and rationalisation should be considered to achieve higher quality Community Sports Hubs that support a range of groups and needs.
- Consolidation and rationalisation should be consistent with the directions in the 30 Year Plan for Greater Adelaide and the Strategic Infrastructure Plan for South Australia.
Guide for Consolidation and Rationalisation

A guide for determining whether sport and recreation facilities should be considered for consolidation or rationalisation is provided below.

1. The review and possible rationalisation of sport and recreation facilities should be considered if:
   - The asset is poor, including:
     - Ageing or poor condition
     - Safety issues
     - Poor location or profile
     - Poor amenity provision or design, e.g. a lack of car parking
     - Poor function
     - Other issues raised through Council asset management planning
   - The community value is low, including:
     - Low use
     - Poor access
     - Changing needs and demographics
     - Single use is not sustainable
     - Lack of need (existing and potential)
     - High impacts on community
   - The strategic relevance is low, including:
     - Limited regional or district value
     - Limited relevance to strategic directions
     - Limited environmental benefit
     - Limited relevance to Greater Adelaide 30 Year Plan

2. Consolidation should be considered where:
   - There is duplication or an unnecessarily high provision of facilities
   - Existing facilities are not well used
   - Existing facilities are poor quality or poor design and do not meet user needs
   - It is not appropriate or feasible to upgrade all facilities
   - User groups are struggling in membership or financially
   - There is potential to link users (due to compatible activities, consistent objectives etc)
   - Environmental impacts need to be reduced

3. The action of consolidation or rationalisation should ultimately benefit the community and user groups as well as Council, e.g. through improved facilities.

4. There should be an appropriate spread and hierarchy of facilities that adequately meet the needs of user groups and communities following rationalisation.

5. There should be appropriate consultation with community and sporting groups, including the broader community, in assessing the options for consolidation or rationalisation.

6. A main purpose of consolidation or rationalisation should be to improve sustainability and relevancy, and reduce capital and operational costs so that these funds can be allocated to providing or improving other sport and recreation facilities.
Consolidation and Rationalisation Review Process

The following process aims to assist local councils to strategically achieve consolidation or rationalisation.

1. Undertake a review of all sport and recreation facilities taking ‘the asset’, ‘community value’ and ‘strategic context’ into consideration.

2. Through the facility review, identify the following facilities for potential consolidation or rationalisation:
   - Facilities that are poor quality, poor design, poor location, poor profile (asset management)
   - Facilities that are duplicated or where there is potential over supply (asset management)
   - Facilities that have low use or value to the community (community value issues)
   - Facilities that could contribute to achieving strategic objectives if they were consolidated or rationalised (e.g. Hub or TOD opportunities)

3. Identify the higher priorities taking broader Council and community objectives into consideration.

4. Consult with users of identified facilities to determine, discuss and encourage support for potential opportunities.

5. Consult with the broader community and other stakeholders to understand the potential issues and gain support for the opportunities.

6. Provide an initial report to Council, giving the results of the review and consultations and ‘direction options’ for consideration.

7. Develop plans and undertake feasibility assessments for the selected facilities. It may be best to ‘tackle’ one cluster of facilities at a time through a masterplan exercise that appropriately involves the users and community, e.g. a masterplan for a sportsground that could involve reducing the number of buildings.

8. Report the findings and opportunities to Council for consideration, outlining clear recommendations and the level of support within the community and by users.

9. Work with users and the community to implement the consolidation or rationalisation.

Implementing the Guide

The Guide provides a framework for the consolidation and rationalisation of local council sport and recreation facilities. The Guide does not suggest that all facilities should be consolidated or rationalised. Instead it aims to assist Local Councils to identify and achieve opportunities where appropriate.

Local councils can develop other principles and processes using this Guide as a broad framework.