

**ADELAIDE HILLS COUNCIL
SPECIAL COUNCIL MEETING
Wednesday 1 August 2018
AGENDA BUSINESS ITEM**

MINUTE RELEASED 28 SEPTEMBER 2018

Item: 7.1

Originating Officer: Andrew Gehling – Sport & Recreation Planning – Project Manager

Responsible Director: Peter Bice – Director Infrastructure & Operations

Subject: Stonehenge Reserve – Masterplan Update

For: Decision

1. Stonehenge Reserve Masterplan Update – Exclusion of the Public

Pursuant to section 90(2) of the *Local Government Act 1999* the Council orders that all members of the public, except:

- CEO, Andrew Aitken
- Director Infrastructure & Operations, Peter Bice
- Director Development & Regulatory Services, Marc Salver
- Director Corporate Services, Terry Crackett
- Director Community Capacity, David Waters
- Executive Manager Governance & Performance, Lachlan Miller
- Manager Property Services, Natalie Westover
- Sport & Recreation Planner, Renee O’Connor
- Sport & Recreation Planning – Project Officer, Andrew Gehling
- Minute Secretary, Steven Watson

be excluded from attendance at the meeting for Agenda Item 7.1: (Stonehenge Reserve Masterplan Update) in confidence.

The Council is satisfied that it is necessary that the public, with the exception of Council staff in attendance as specified above, be excluded to enable Council to consider the report at the meeting on the following grounds:

Section 90(3) (b) of the *Local Government Act 1999*, the information to be received, discussed or considered in relation to this Agenda Item is information the disclosure of which could reasonably be expected to confer a commercial advantage on a person with whom the council is conducting, or proposing to conduct business, or to prejudice the commercial position of the council and would, on balance, be contrary to the public interest.

Accordingly, on this basis the principle that meetings of the Council should be conducted in a place open to the public has been outweighed by the need to keep the information and discussion confidential.

2. Stonehenge Reserve Masterplan Update – Confidential Item

SUMMARY

This report will provide Council with some masterplanning options for the Stonehenge Reserve site that will accommodate netball and increase opportunities for tennis, whilst still accommodating petanque.

There are three proposed options to progress the development of the site. Existing stakeholder clubs and adjacent residents and land owners have been engaged and consulted with prior to developing these options, and their feedback has been incorporated where appropriate.

The Administration is seeking endorsement to carry out a staged consultation approach on one of these options, with the recommendation being Option 3 as detailed in the report.

RECOMMENDATION

Council resolves:

1. That the report be received and noted
2. To approve progressing Option 3 – Land Purchase as described in this report.
3. To authorise the Chief Executive Officer to undertake any and all consultation on Option 3 – Land Purchase as described in the report, including, but not limited to, the determination of dates for community consultation in accordance with the provisions of Council's *Public Consultation Policy*.
4. To require a report to be brought to Council on the outcome of the proposed consultation.

1. GOVERNANCE

➤ Strategic Management Plan/Council Policy

Goal 3 Places for people and nature
Strategy 3.5 We will take a proactive approach, and long term view, to infrastructure maintenance and renewal.

In addition, Council's *Sport and Recreation Strategy* lists the following Strategic Principles that relate to the planning and delivery of the Sport and Recreation Facilities in our region:

Planning: Places and facilities should be thoroughly planned, balanced, functional and sustainable. Planning should be in consultation with the community, ensure diverse opportunities and utilise best practice at all times. Planning must encourage and accommodate participation increases.

Design: The design of spaces should be functional, sustainable and facilitate participation from a wide variety of users.

Council's *Caretaker Policy* will commence on 18 September 2018 and, should Council resolve to precede in accordance with the report recommendations, the proposed public consultation is permitted to occur during the 'election period' as it was approved prior to the commencement of that period.

➤ **Legal Implications**

Depending upon the masterplanning options selected for further consideration, Council may pursue an option requiring changes to the boundaries of land prescribed as Community Land under the provisions of the *Local Government Act 1999*.

➤ **Risk Management Implications**

Undertaking a master planning process and applying principles from the Sport and Recreation Strategy in these plans will assist in mitigating the risk of:

Inadequately planned and managed sport and recreation sites leading to facilities that are duplicated, don't meet user needs, or require significant additional asset management investment.

Inherent Risk	Residual Risk	Target Risk
Extreme (4B)	Medium (3C)	Low (2D)

➤ **Financial and Resource Implications**

Council has received a Grant of \$480,700.00 (inc GST) through the Office for Recreation and Sport's Surfaces Funding Program.

Once finalised, this Masterplan will help prioritise investments for the site. The plan will help scope grant funding expenditure, assist with further external grant funding applications, and be used as evidence for Council capital funding contributions through Long Term Financial Plan or Annual Business Plan and Budgeting processes.

The Stakeholder clubs are contributing funding to the initial stage of implementation for the Masterplan.

➤ **Customer Service and Community/Cultural Implications**

Existing stakeholders (the Stirling Tennis Club and the Adelaide Hills Petanque Club) at the site have been engaged in the masterplanning process, as well as the proposed new occupier, Stirling Comets Netball Club. In addition, adjoining land owners and occupiers were invited by letter to provide comments regarding the development of the site.

Letters were sent to the owners and occupiers of 13 properties that adjoin Stonehenge Reserve on July 5, 2018. Six land owners contacted the Project Manager before the consultation period closed on 20 July, 2018. The Project Manager met with the three parties who use Stonehenge Reserve as primary access to their property, and spoke with three others whose back boundaries adjoin the reserve.

Key issues raised by those who use the reserve as their prime property access were:

- Continued unfettered access
- Continued access to water supplies (via a bore and private mains connections)
- Noise from netball exacerbated by valley topography
- Increased traffic on netball game and training days

➤ **Environmental Implications**

Council's Biodiversity staff have and will continue to be engaged where appropriate in the masterplanning process, with their feedback and actions being implemented where appropriate.

Council's Horticultural Officer has also begun relevant investigations in regard to the trees at the site.

➤ **Engagement/Consultation conducted with Council Committee, Regional Subsidiary, Advisory Group, the Administration and Community**

Council Committees: Not Applicable

Council Workshops: At its workshop on Tuesday 10 July, Council had an opportunity to be briefed on progress of this Masterplan.

Advisory Groups: The Sport & Recreation Advisory Group received an update on the various Masterplans at its March 2018 meeting.

Administration: Chief Executive Officer
Director Infrastructure & Operations
Manager Open Space
Manager Property Services
Manager Civil Services
Sustainability Officer
Horticultural Officer
Sport & Recreation Planner

Community: Relevant site stakeholder groups have been consulted with during the Master Planning process. The broader community is yet to be consulted.

2. BACKGROUND

Following the Council-wide audit of courts, it was deemed that the courts at Wright Road, Stirling (home of the Stirling Comets Netball Club) were unsafe to use in their current state and that investment in the repair or upgrade of the courts may not be a sustainable decision. After significant review and investigations, staff believe that the Stonehenge site can provide an opportunity to accommodate netball and expand tennis participation.

As per information provided at a Council workshop in August 2017, Council Administration were encouraged to submit a grant application to the Office for Recreation and Sport for a court project in the Hills, following the above mentioned audit of court facilities in the region. The application was successful. It is important to acknowledge that this funding was received prior to any plans being developed. Council appointed a Project Manager to oversee the project, a consultant has been appointed to develop masterplanning options and engagement with stakeholders and the adjacent residents has begun.

In addition, Council Members were provided with a project update at a Workshop in July 2018 and via a report at the 24 July, 2018 Council meeting.

Following initial briefing from user groups and consideration of responses from adjoining owners, the masterplanning consultants (Oxigen) have prepared three options for further consideration.

3. ANALYSIS

Existing features of the site are described on the plan included in **Appendix 1**.

Existing sport facilities at the site include:

- Six tennis courts
- Tennis clubroom
- Petanque piste area
- Petanque clubroom

Other key features that impact upon the proposed development include:

- Carparking (currently in three informal parking zones)
- Access to adjacent properties via rights of way (one property) or via access tracks over the reserve land in lieu of via the road reserve (two properties)
- Water course (partly covered) which is a tributary of the Aldgate Creek.
- Public toilet block, also used by tennis facility users.

Although the creek has a small catchment area, the consultation process to date highlighted the propensity for the creek to flood in major rain events. In such an event, there is potential for low lying properties to be inundated, including parts of the Sevenoaks retirement living complex. This flooding potential is included in the Flood Prone Area Map 13 of the current *Adelaide Hill Council Development Plan*. Engineering consultants included in the Masterplan consultancy team are in the process of investigating this issue. In anticipation of a need to incorporate some form of flood control, space has been allowed for a detention basin in the Masterplan.

The site has a large number of trees most of which are of exotic varieties, including substantial groves of feral varieties such as poplar and ash; there are also examples of remnant original native vegetation. Masterplanning to date has assumed the groves of feral species are of little environmental value. Tree assessments of key areas of vegetation are currently being undertaken by an independent arboriculturalist contracted to Council. The site also features some dead trees.

Access to the former bowls club, (Lot 104, identified as 30 Stonehenge Avenue) now privately-owned as a residence, represents a significant complicating factor for this site. There are two rights of way crossing the reserve providing access to this property although one only is in regular use. The property utilises the northern car park area of the reserve. Being a former bowling club, the site is flat and includes lighting of the greens. It does not house a bowling club nor is it regularly used for bowls.

Following initial consultations with users and adjoining neighbours; Council's masterplanning consultants have developed three options to accommodate netball and expand tennis opportunities at this site. These are graphically described in **Appendix 2**. The following table outlines advantages and disadvantages of the three options. To date none have been costed, however the tables indicate savings opportunities and cost pressures pertaining to each option.

The Masterplan allows for up to four netball courts. While no specific car parking standards for netball are available, industry sources suggest that allowance of 14 cars per netball court accommodates most weekend netball competitions, which is well in excess of current off-street provision at regularly-used netball sites in the Hills. As a consequence, masterplanning has sought to accommodate at least 56 cars on the site noting that peak requirements for netball will not coincide with peak requirements for tennis or petanque, which have smaller participant numbers.

Option	Advantages	Considerations
<p>Option 1 - Petanque</p>	<p>Uses former court space for an additional court – cost saving</p> <p>Maximises car park space at main access point to site (44)</p> <p>Allows space for stormwater detention works for flood mitigation</p>	<p>Requires negotiation with Petanque Club, including alteration to lease.</p> <p>Requires re designed carparking space adjacent petanque facility</p> <p>Displaces 50% of petanque piste area requiring replacement on lower levels and access between to be suitable for players with mobility issues – cost impost</p> <p>Carparking/piste changes likely to impact on remnant native vegetation</p> <p>Potential need to make use of upper level over flow parking to achieve 56 parks on 4 court netball match day if petanque parking is limited</p> <p>Vehicular right of way limits capacity for tennis clubhouse expansion</p>
Option	Advantages	Considerations
<p>Option 2 – Court Over Creek</p>	<p>Petanque and adjacent remnant native vegetation unaffected</p> <p>Minimal effect on adjacent owners’ access</p>	<p>Extensive civil works including culverting over creek to create additional court – cost impost and increased run off</p> <p>Less space for stormwater detention works for flood mitigation</p> <p>Vehicular right of way limits</p>

		<p>capacity for tennis clubhouse expansion</p> <p>Carparking for more than 39 cars relies on use of upper level overflow car park</p>
<p>Option 3 - Land Purchase/Swap</p>	<p>Uses flat former lawn bowls rink area for additional court-cost saving</p> <p>Maximises car park space at main access point to site (44)</p> <p>Maximises car park space adjacent petanque club (11+)</p> <p>Minimises reliance on upper level overflow carpark</p> <p>Minimal effect on adjacent Stonehenge Ave owners' access</p> <p>Petanque and adjacent remnant native vegetation unaffected</p> <p>Land swap provides owner of former bowls site legal access to bore and car park to maintain water supply and service business tenants (subject to successful planning application to operate business)</p> <p>Existing right of way adjacent tennis clubrooms could be relinquished with new right of way for vehicles and walkers established in land swap zone creates increased scope to modify existing tennis club rooms</p> <p>Allows space for stormwater detention works for flood mitigation</p> <p>Increased spectator viewing options and picnic space options.</p>	<p>Requires negotiation with owner of former bowls club and alteration to land titles and community land boundaries –relies on willingness of other party to negotiate and potential cost impost of transaction</p>

On the basis of the above analysis, it is clear that Option 3 provides the best long term masterplanning solution, creating the greatest amenity for the future and minimises the impact on the existing neighbourhood and environmental features including natural water courses and native vegetation).

The other two options put pressure on the southern sector of the site, with the potential to affect stormwater management, native vegetation and the existing petanque club operation. A fourth option of putting an additional court on the upper overflow carpark was not pursued due to its poor orientation for tennis (east/west), high costs of excavation to level and conflict with the regularly used right of way to the former bowling club.

Council now has the following to consider:

- It is recommended that Council, in line with relevant Policy, undertake a three staged approach to consultation. The first stage would include approaching the resident and owner of the former bowling club regarding Option 3 – Land Purchase. If they confirm their willingness to entertain this option on reasonable terms, other adjacent property owners and stakeholder clubs will be engaged in a second stage of consultation. The third stage of consultation would involve wider community engagement.
- If Council elects to exclude further consideration of Option 3 – Land Purchase, consultation could proceed on the basis of Options 1 - Pentanque and 2 – Court Over Creek only, and would only include consultation stages two and three.
- If none of the options described is deemed worthy of pursuit, other sites for netball will have to be considered noting that no centrally located sites that are in Council ownership that have the capacity to accommodate a three or four court netball facility with an appropriate level of off street parking.

4. OPTIONS

Council has the following options:

- I. To approve progressing Option 3 and authorised the CEO to undertake the staged consultation approach. (Recommended)
- II. To approve progressing either Option 1 or 2 and authorise the CEO to undertake the staged consultation approach. (Not recommended)
- III. To determine not to explore any of the proposed Options at this time. (Not recommended)

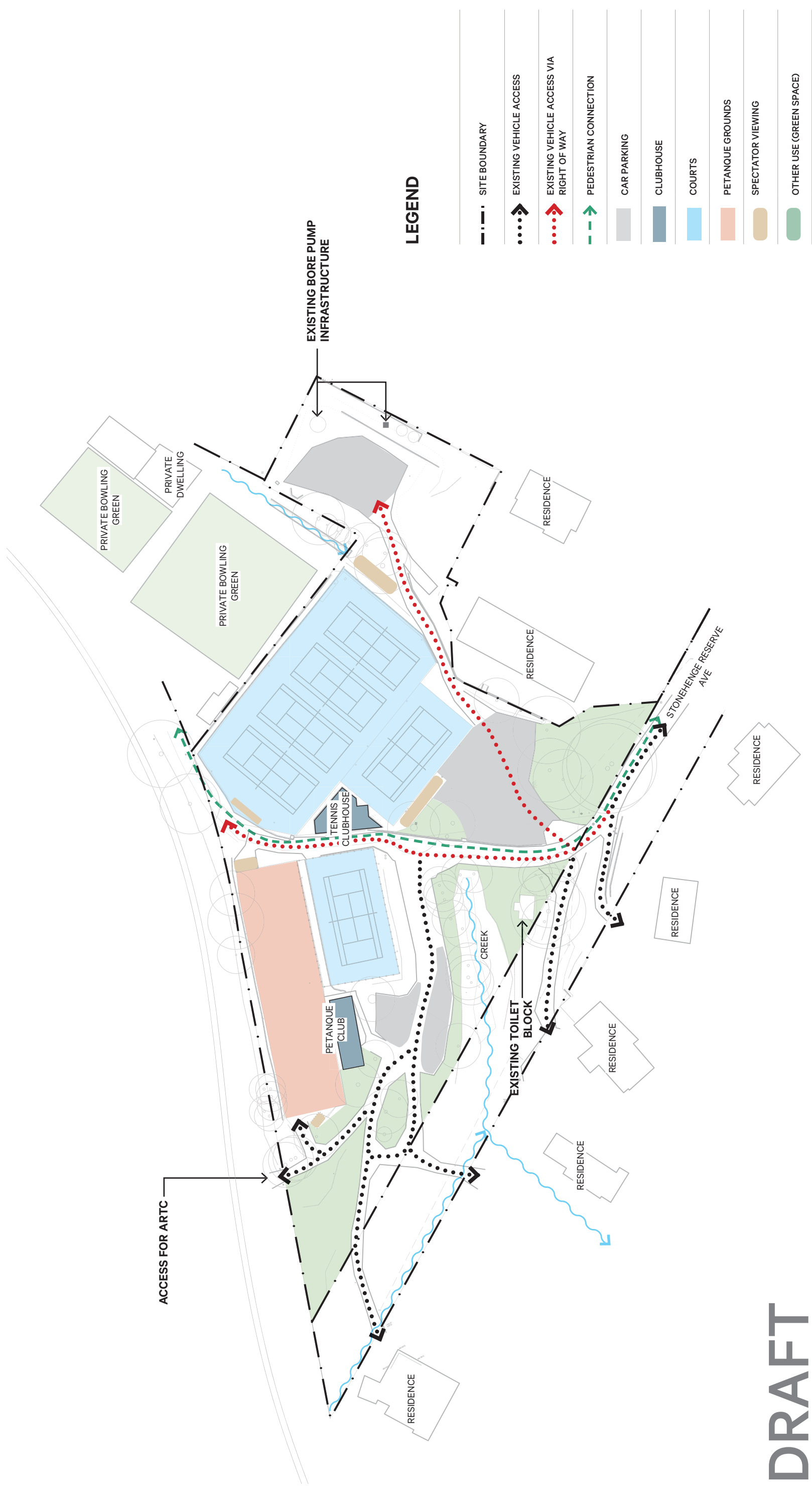
5. APPENDICES

- (1) Stonehenge Reserve - Existing Site Layout
- (2) Stonehenge Reserve - Masterplan Options

Appendix 1

Stonehenge Reserve - Existing Site Layout

Existing Site Layout

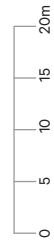


LEGEND

	SITE BOUNDARY
	EXISTING VEHICLE ACCESS
	EXISTING VEHICLE ACCESS VIA RIGHT OF WAY
	PEDESTRIAN CONNECTION
	CAR PARKING
	CLUBHOUSE
	COURTS
	PETANQUE GROUNDS
	SPECTATOR VIEWING
	OTHER USE (GREEN SPACE)

DRAFT

1:500 (A1), 1:1000 (A3)



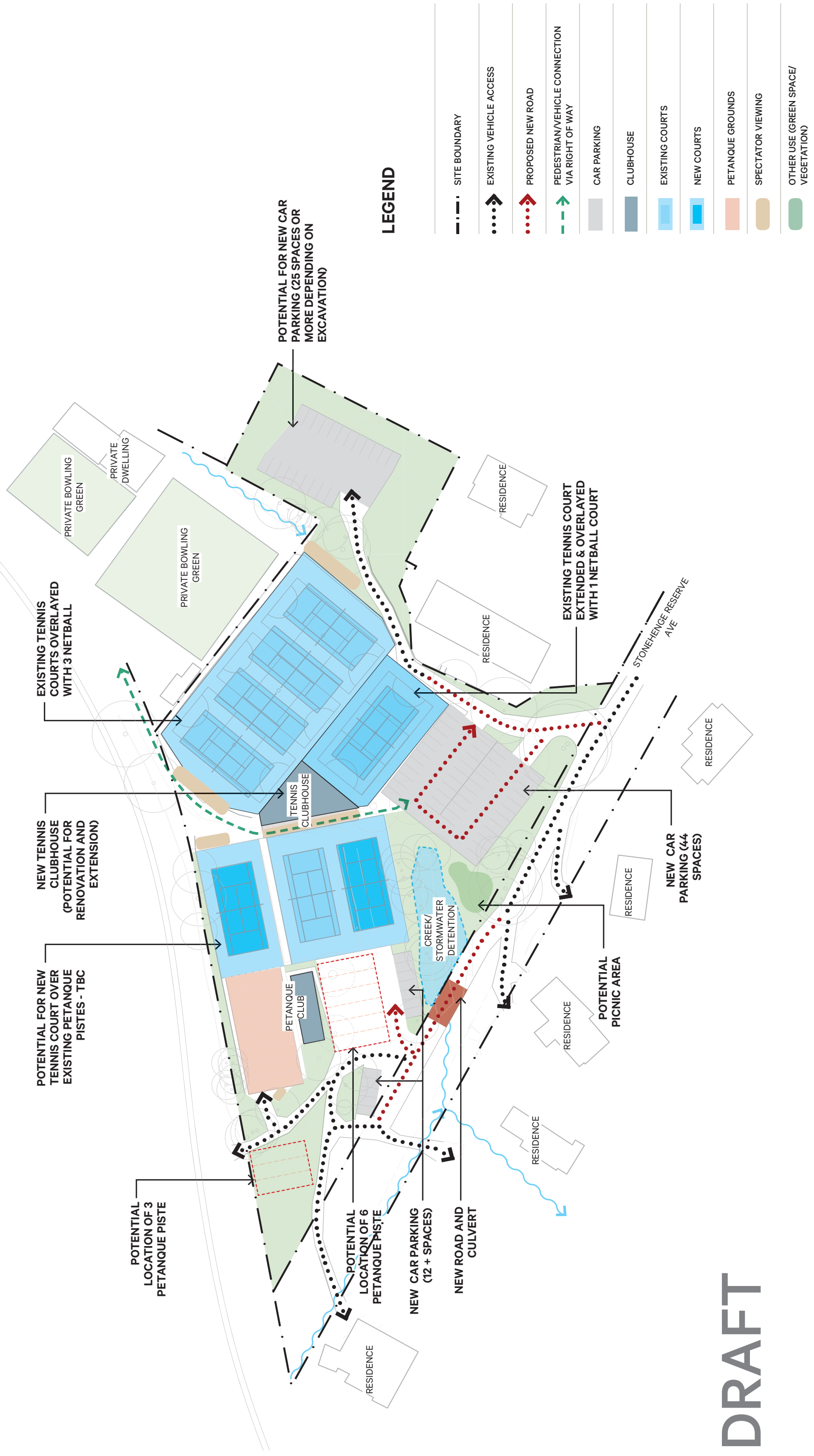
Stonehenge Reserve

Information only

Appendix 2

Stonehenge Reserve - Masterplan Options

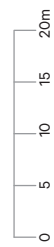
Proposed Site Layout - Option 1 (Petanque Option)



LEGEND

	SITE BOUNDARY
	EXISTING VEHICLE ACCESS
	PROPOSED NEW ROAD
	PEDESTRIAN/VEHICLE CONNECTION VIA RIGHT OF WAY
	CAR PARKING
	CLUBHOUSE
	EXISTING COURTS
	NEW COURTS
	PETANQUE GROUNDS
	SPECTATOR VIEWING
	OTHER USE (GREEN SPACE/VEGETATION)

1:500 (A1), 1:1000 (A3)



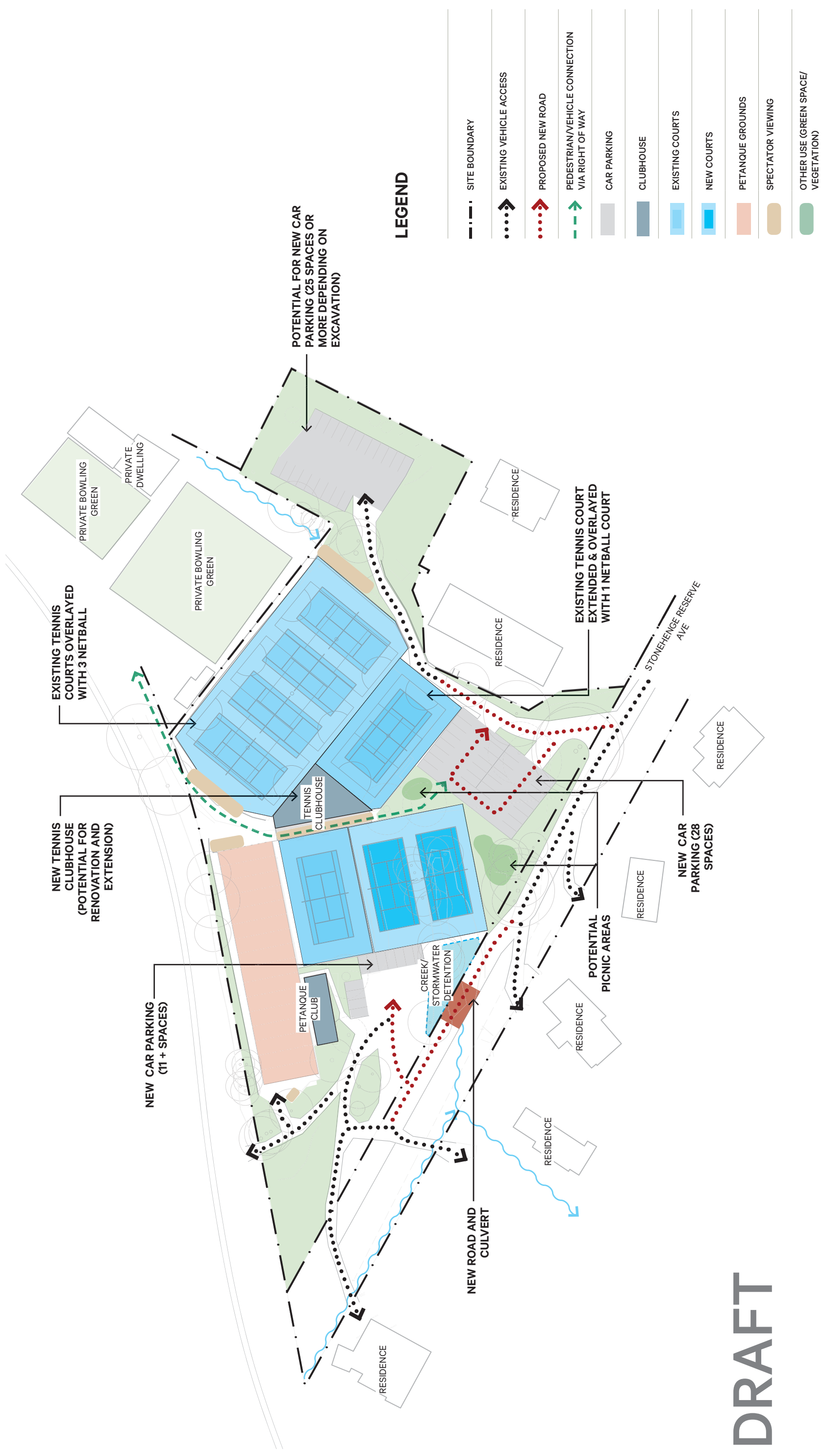
Stonehenge Reserve

Information only

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Proposed Site Layout - Option 2 (Court Over Creek)

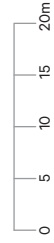


LEGEND

	SITE BOUNDARY
	EXISTING VEHICLE ACCESS
	PROPOSED NEW ROAD
	PEDESTRIAN/VEHICLE CONNECTION VIA RIGHT OF WAY
	CAR PARKING
	CLUBHOUSE
	EXISTING COURTS
	NEW COURTS
	PETANQUE GROUNDS
	SPECTATOR VIEWING
	OTHER USE (GREEN SPACE/VEGETATION)

DRAFT

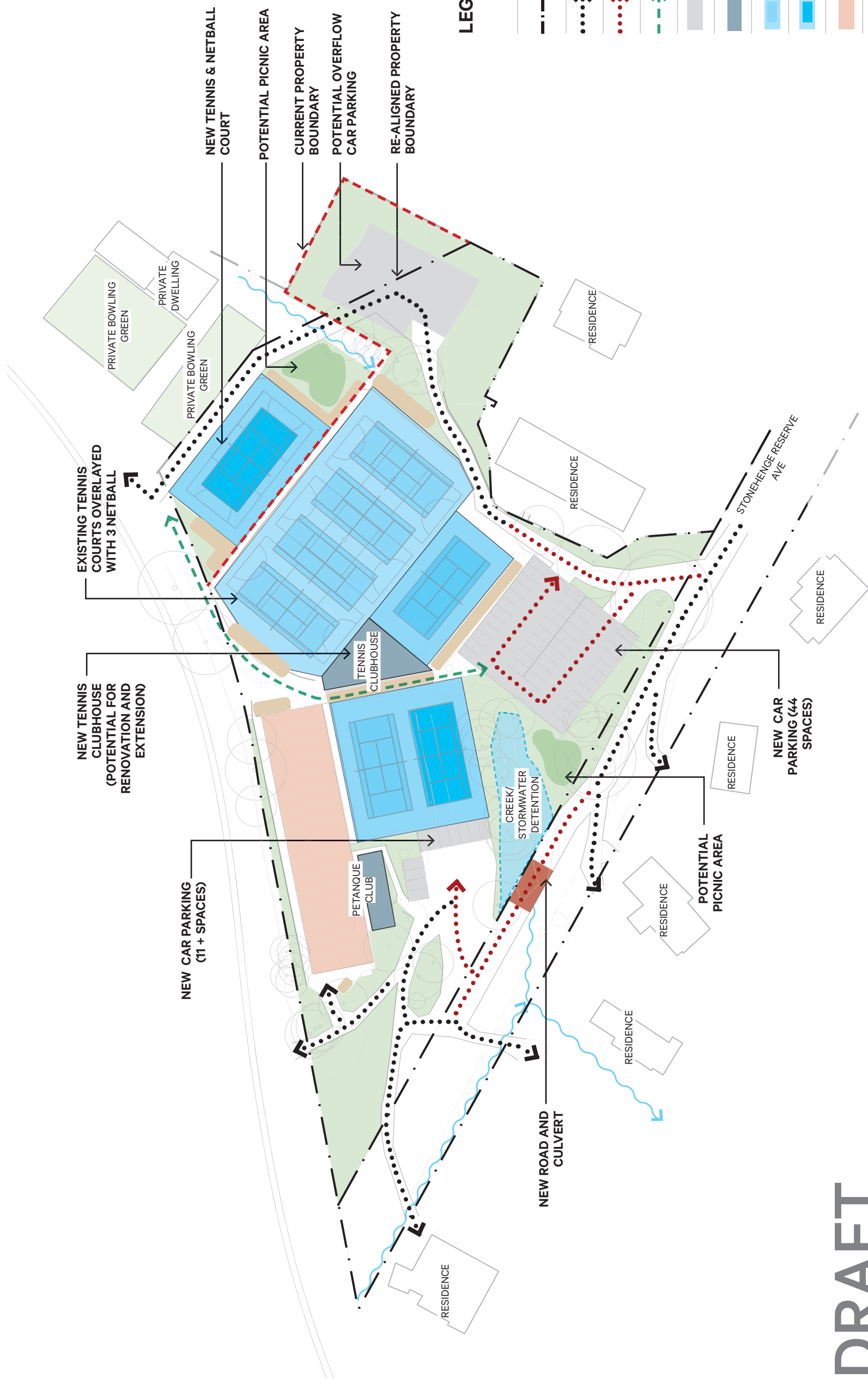
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Stonehenge Reserve

Information only

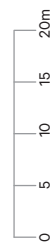
Proposed Site Layout - Option 3 (Land Purchase)



LEGEND

	SITE BOUNDARY
	EXISTING VEHICLE ACCESS
	PROPOSED NEW ROAD
	PEDESTRIAN/VEHICLE CONNECTION VIA RIGHT OF WAY
	CAR PARKING
	CLUBHOUSE
	EXISTING COURTS
	NEW COURTS
	PETANQUE GROUNDS
	SPECTATOR VIEWING
	OTHER USE (GREEN SPACE/VEGETATION)

1:500 (A1), 1:1000 (A3)



Stonehenge Reserve

Information only

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3. Stonehenge Reserve Masterplan Update – Period of Confidentiality

Subject to the CEO, or his delegate, disclosing information or any document (in whole or in part) for the purpose of implementing Council's decision(s) in this matter in the performance of the duties and responsibilities of office, Council, having considered Agenda Item 7.1 in confidence under sections 90(2) and 90(3)(b) of the *Local Government Act 1999*, resolves that an order be made under the provisions of sections 91(7) and (9) of the *Local Government Act 1999* that the report, related attachments and the minutes of Council and the discussion and considerations of the subject matter be retained in confidence until the consultation has concluded.

Pursuant to section 91(9)(c) of the *Local Government Act 1999*, Council delegates the power to revoke the confidentiality order either partially or in full to the Chief Executive Officer.