



NOTICE OF SPECIAL COUNCIL MEETING

To: Mayor Jan-Claire Wisdom

Councillor Kirrilee Boyd
Councillor Adrian Cheater
Councillor Nathan Daniell
Councillor Pauline Gill
Councillor Chris Grant
Councillor Malcolm Herrmann
Councillor Lucy Huxter
Councillor Leith Mudge
Councillor Mark Osterstock
Councillor Kirsty Parkin
Councillor Louise Pascale
Councillor Melanie Selwood

Notice is hereby given pursuant to the provisions under Section 82 of the *Local Government Act 1999* that a Special meeting of the Council will be held on:

Tuesday 21 November 2023
7.35pm
63 Mount Barker Road Stirling

Business of the meeting:

1. Motion on Notice – Houghton Hermitage Inglewood and Paracombe Hub (Cr Herrmann)

A copy of the Agenda for this meeting is supplied under Section 83 of the Act.

Meetings of the Council are open to the public and members of the community are welcome to attend. Public notice of the Agenda for this meeting is supplied under Section 84 of the Act.

A handwritten signature in black ink, appearing to read 'GG', with a flourish at the end.

Greg Georgopoulos
Chief Executive Officer



AGENDA FOR SPECIAL COUNCIL MEETING

Tuesday 21 November 2023

7.35pm

63 Mt Barker Road Stirling

ORDER OF BUSINESS

1. COMMENCEMENT

2. OPENING STATEMENT

Council acknowledges that we meet on the traditional lands and waters of the Peramangk and Kurna people. They are Custodians of this ancient and beautiful land and so we pay our respects to Elders past, present and emerging. We will care for this country together by ensuring the decisions we make will be guided by the principle that we should never decrease our children's ability to live on this land.

3. APOLOGIES/LEAVE OF ABSENCE

- 3.1. Apology
Mayor, Jan-Claire Wisdom
- 3.2. Leave of Absence
Nil

4. DECLARATION OF INTEREST BY MEMBERS OF COUNCIL

5. PRESIDING MEMBER'S OPENING REMARKS

6. PUBLIC FORUM

7. BUSINESS OF THE MEETING

- 7.1. Motion on Notice – Houghton Hermitage Inglewood and Paracombe Hub (Cr Herrmann)

8. CONFIDENTIAL ITEMS

Nil

9. CLOSE SPECIAL COUNCIL MEETING

**ADELAIDE HILLS COUNCIL
SPECIAL COUNCIL MEETING
Tuesday 21 November 2023
AGENDA BUSINESS ITEM**

Item: 7.1 Motion on Notice

Originating from: Cr Malcolm Herrmann

Subject: Houghton Hermitage Inglewood and Paracombe Hub

MOTION

I move:

- 1. That, further to resolution 274/23 (item 7.1) part 3 of the Special Council meeting held on 6 November 2023, the Council offers a contribution of up to \$325,000 (plus GST) as a maximum contribution to Stage two (2) Houghton, Hermitage, Inglewood and Paracombe Memorial Park Committee’s Houghton Hub project, with payments made in approximately equal instalments over a period of three (3) financial years;**
- 2. That, in view of the fact that the Hub will service not only Adelaide Hills Council residents and Groups, but also those of the City of Tea Tree Gully, Council supports the formal approach by the Houghton, Hermitage, Inglewood and Paracombe Memorial Park Committee to the City of Tea Tree Gully for financial assistance to the Hub Project.**

BACKGROUND

At a Special meeting held on 6 November 2023, Council resolved after two amendments, to provide a financial contribution of a minimum of \$160k as a MINIMUM. Prior to making the resolution, council received presentations from The Houghton Districts Football Club, Houghton Hub Funding Request and a Houghton Resident/Yoga Instructor. I recall that members who spoke to the motion were supportive of the project as it was community driven and provided much needed facilities in the Houghton, Hermitage, Inglewood and Paracombe areas. But they had other reservations,

Three main issues were raised:

1. The lack of notice of the proposal given to members and that a workshop prior to discussion by the council would have been preferable.
2. The quantum of the funding.
3. The Project will provide facilities for residents who live in the City of Tea Tree Gully.

In response to those issues:

1. The project has been in the council for a very long time – numerous deputations, presentations have been made to the council outlining the desired outcomes of the project. The pre-budget workshop was alerted to the project, but as final costings were not available, council included the project as an approved project but did not allocate a \$ value (Page 12 ABP). Whilst there would

have been some value in holding a workshop, the time restraints imposed by the Office of Recreation and Sport and Racing (ORSR) made it difficult for the CEO to schedule one prior to that council meeting. In any event, the 90 minute debate at the special meeting was effectively a workshop. The amendment one proposed by Cl. Osterstock was only circulated late Monday afternoon with the result that all members may not have had time to consider the full implications of it.

2. The funding of the project is outlined in pages 2 and 3 of the report on 6 November 2023. In summary, it is interesting to note that the total project cost of stages 1 (\$2,085,000) and 2 (\$2,146,462) is \$4,231,462. The community funding through cash and in-kind is \$2,284,065. This equates to 54% of the total project cost. The AHC contribution of \$40,000 ex GST and \$160,000 ex GST equates to only 4.7%. This level is well below the level of what council would consider for a project on this nature. The current resolution is open as it does not limit the amount council would provide, but the proposed motion clearly limits council's exposure to \$325,000. This would bring the total contribution to \$365k or 8.6%.
3. It is recognised that all councils provide services and facilities to users who are not residents of their council areas. In this case the facility is near the City of Tea Tree Gully. Some may argue that the City of Tea Tree Gully should make some form of contribution. I understand that the Committee is pursuing this option. Members of the Committee will attend TTG Council tonight and make a presentation in the Public Forum. They tried to obtain permission to make a formal deputation but missed the seven day deadline. They will pursue this option again. A letter supporting the HHIP Hub's direct approach should add weight to the argument. Cl Osterstock advised the chamber that he had already made some representations to a member of that council.

On 23 August 2022, Council adopted the Community and Recreation Facilities Policy. This document outlines very succinctly how the council can assist community groups, such as this one, to achieve equitable facilities across both council and community owned facilities. Three current councillors – Gill, Parkin and Daniell were members of the Advisory Group which oversaw the preparation of the policy. This policy has been acclaimed by many as a welcome strategic document for the provision of recreation facilities on both community owned and council owned land in the area.

The presentation by the Director and Manager Property Services on 14 November 2023 further explained the in-depth details of all aspects of the Project.

The community will benefit from an over \$4m facility at very minimal cost to the council.

The Members were advised at the staff presentation on 14 November 2023 that applications are still in the assessment phase and any further decision by the council in regard to funding would be considered.

1. OFFICER'S RESPONSE – Karen Cummings, Manager Property Services

➤ **Strategic Management Plan/Functional Strategy/Council Policy Alignment**

Strategic Plan 2020-24 – A brighter future

Goal 1 A functional Built Environment

Objective B2 Preserve and enhance the unique character of the Hill for current and future generations.

Priority B2.1 Continue to embrace and support community led public place revitalisation across our district.

Objective B4	Sustainable management of our built assets ensures a safe, functional and well serviced community.
Priority B4.3	Ensure Council owned or managed assets, including staff accommodation are functional and adaptive to meet service requirements. Also, where appropriate and endorsed by Council, equitably assist community owned site (halls and recreation sites) to ensure their facilities are functional and met service standards.
Goal 2	Community Wellbeing
Objective C1	A community for everyone – that is inclusive, welcoming and accessible.
Priority C1.1	Provide welcoming spaces and places for the community through our libraries, community centres, and Council and community facilities
Objective C2	A connected, engaged and supported community.
Priority C2.1	Work with community to provide a range of programs and opportunities to connect and engage around shared interests.
Objective C3	A community that grows together.
Priority C3.3	Empower our community group and leaders to shape and determine change in their community through the provision of training opportunities, grants that meet strategic priorities, building relationships and supporting communities to be cohesive in progressing local projects.
Objective C4	An active, healthy, thriving and resilient community.
Priority C3.3	Support the provision of formal and informal sport, recreation and play spaces for the community to enjoy.
Priority C4.4	Support clubs and groups to continue to provide sport and recreation activities to the community.

The Houghton Hub project aligns with Council's *Strategic Plan* through two goals and several subsequent objectives and priorities as outlined above. Particular consideration should be given to the community led aspect of this project and the ongoing community connection opportunities that delivery of this project will create.

Additional discussion on the strategic alignment of this Project against Council policy is provided in the Special Council meeting report dated 6 November 2023.

➤ **Legal Implications**

The HIHMP has received all relevant statutory approvals for the implementation and construction of the project.

➤ **Risk Management Implications**

Utilising principles outlined in Council's *Community and Recreation Facilities Policy* to determine if a funding contribution towards the HIHMP group project is reasonable, will assist in mitigating the risk of:

Council funding a community led project and a project on land owned by the community leading to precedence being set for future funding requests from other community groups.

Inherent Risk	Residual Risk	Target Risk
High (2B)	Medium (2C)	Low

Council funds a project that is not appropriately planned or designed, leading to a poorly functioning and inaccessible building.

Inherent Risk	Residual Risk	Target Risk
Medium (4D)	Low (2D)	Low

Council funds a project for which other funding sources cannot be secured, leading to ratepayers' funds allocated to a project which does not achieve the expected outcomes.

Inherent Risk	Residual Risk	Target Risk
High (4C)	Medium (3C)	Medium

Further discussion on the risk management implications of this project is outlined in the report considered by Council on 6 November 2023.

➤ **Financial and Resource Implications**

At its meeting held on 6 November 2023 Council resolved to make a financial contribution of \$160,000 (plus GST) as a minimum contribution to Stage Two of the Houghton, Inglewood and Hermitage Memorial Park Committee's Houghton Hub Project.

Council staff recommended in their report dated 6 November 2023 that an allocation of \$325,000 be made to the Houghton Hub project as requested by the Group, as it would allow the final stage (Stage 2) of the project to be completed should the contribution requested from the State Government through the Office of Recreation, Sport and Racing (ORSR) be also be forthcoming. The total funding source breakdown is as follows:

Source	Amount	Proportion	Status
Federal Government	\$600,000	28%	Confirmed
In-kind trades and materials	\$571,565	27%	Confirmed
HIHMP	\$150,000	7%	Confirmed
State Government	\$499,897	23%	Requested and being assessed
Adelaide Hills Council	\$325,000	15%	Requested
TOTAL PROJECT COST	\$2,146,462		

It is noted that the Motion on Notice proposes to replace the \$160,000 (plus GST) contribution with a contribution of \$325,000 (plus GST) over a three (3) financial years. If this is the case, Council could, for instance, make contributions as follows:

- 2023/2024: \$110,000 plus GST (payment to be made forthwith)
- 2024/2025: \$107,500 plus GST (payment to be made 1 July 2024)
- 2025/2026: \$107,500 plus GST (payment to be made 1 July 2025)

If a staggered payment totalling \$325,000 (plus GST) is made over three financial years as above then even though the payment is spread over three financial years, the total payment could be made by 1 July 2025 i.e. within the next 18 months or so. It is considered that this timing would not impact negatively on the delivery of the Project, particularly given the Office of Recreation, Sport and Racing isn't due to make their funding announcement until January 2024.

As outlined in the Council report dated 6 November 2023, Council has adopted a budget with an operating surplus of \$1,228,000 for the 2023-24 financial year. At present, with the resolution to make a contribution of a minimum of \$160,000 (plus GST) to the Project this financial year, this would bring the budget surplus down to \$1,068,000 (supposing the payment is made in 2023-24).

If Council resolved to contribute up to \$325,000 to the project over three (3) financial years, and if it chose to make the first payment of \$110,000 plus GST in the current financial year, then the surplus this financial year would be in the order of \$1,118,000.

As the budget has not yet been set for the 2024/2025 and 2025/2026 financial years, it is not clear what the impact would be on the operating surplus for those financial years other than that the surplus is potentially reduced by the amount of any funding provided in those years.

As also noted in the 6 November 2023 Council report, although a contribution to the Houghton Hub project cannot be capitalised, it should be noted that the payments would be 'once off' operating expenses for each of those three financial years.

For the avoidance of doubt, the Administration's interpretation of the motion, and specifically the meaning of the term "up to \$325,000" is that the intent is to commit to providing an amount up to \$325,000 required by the Group in order to complete the project. The funding deed will include terms describing that the amount actually paid may be less should funding be obtained from elsewhere that specifically negates the need for Adelaide Hills Council funding and/or returns due as a result of savings achieved during project delivery or reduced project scope. Should the Council have a different intent, it would be worth clarifying this in any resolution made.

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

The 6 November 2023 Council report provided commentary on the principles of universal design that have been applied to the Project.

➤ **Sustainability Implications**

The HIHMP group report the following in regards to how the project has incorporated environmentally sustainable design principles:

- Maximizing its long axis in the west/east direction, albeit whilst being on the side of an oval running Southwest to North East and being adjacent to an underground creek culvert.
- Minimising the west-facing and east-facing elevations, whilst providing a generous Northwest facing balcony, shading to both spectator viewing of the sporting activities on the oval and also provide 100% building shading in the afternoon, when most sport is played.
- The 'built-into the ground' lower floor minimizes heat loss by being in direct ground contact.

- All upper wall and roof surfaces are heavily insulated in line with the National Construction Code.
- The design has paid particular attention to minimizing its acoustic impact through the specification of double-glazing and acoustic insulation throughout and incorporating acoustic sound and operational limits in its function mode.
- The specification of all mechanical equipment will comply with industry best practice and is zoned to enable sections of the building to be separately switched.

➤ **Engagement/Consultation conducted in the development of the report**

Consultation on the development of this report was as follows:

<i>Council Committees:</i>	Not applicable
<i>Council Workshops:</i>	Workshop held on 13 November 2023
<i>Advisory Groups:</i>	Not applicable
<i>External Agencies:</i>	Office of Recreation, Sport and Racing, City of Tea Tree Gully
<i>Community:</i>	Members of the HIHMP

2. ANALYSIS

At the Special Council Meeting held on 6 November 2023, the Council considered a report on potential funding for the Houghton Hub project (copy provided in **Appendix 1**). Following consideration of the matter, the Council resolved as follows:

MOTION AS AMENDED

**Moved Cr Malcolm Herrmann
S/- Cr Pauline Gill**

274/23

Council resolves:

- 1. That the report be received and noted.**
- 2. To note that the Council has already provided \$40,000 (plus GST) as a contribution to Stage One of the Houghton, Inglewood and Hermitage Memorial Park Committee's Houghton Hub project.**
- 3. That Council makes a financial contribution of \$160,000 (plus GST) as a minimum contribution to Stage Two Houghton, Inglewood and Hermitage Memorial Park Committee's Houghton Hub project.**
- 4. That the funding contribution is allocated and administered in the same manner as Council's Community and Recreation Facility Grants Program guidelines and processes.**
- 5. That the Chief Executive Officer, or delegate, be authorised to develop and enter into, on the Council's behalf, an appropriate funding agreement which contains conditions including, but not limited to:**
 - a. meeting appropriate milestones;**
 - b. that the Council's funding is contingent on the Committee securing necessary funding by 30 June 2024 from other sources to complete the project and that the project itself is to be completed by 30 June 2025;**
 - c. that a project management plan is developed to the satisfaction of the Council;**
 - d. that the Council accepts no responsibility for cost overruns related to the project;**
 - e. that the funding commitment can be terminated by the Council if the terms of the funding agreement are not met by the other party.**
 - f. that the scope of the project includes the outcome being a shared, multi-use community facility with outcomes in line with the Council's Community and Recreation Facilities Policy as it relates to the development of community facilities.**

Carried

In response to Council Member requests, a subsequent workshop with Council Members was held on 13 November 2023.

This workshop provided the following additional information to Council Members as follows:

- HIHMP submitted their grant application to the ORSR in late September 2023 seeking \$499,897 from the State Government to assist in completing the Project.
- ORSR have advised that the Application would have more chance of success should Council make a contribution to the Project.
- The amount of \$325,000 from the Council, together with the State funding (if successful) would allow the project to be completed to the intended scope.

- It was suggested that a lower contribution than that recommended in the 6 November 2023 report, being \$325,000, could affect the chances of a successful State Government grant as it would not allow the project to be completed, or the scope would need to be reduced.
- Applications were being assessed by ORSR in the week ending 10 November 2023 and Council staff were advised on 13 November 2023 that assessments of the applications were continuing.
- ORSR further advised that any updates to Council's level of funding commitment to the project would be welcomed.
- Successful ORSR applicants are expected to be notified at the end of January 2024.

At the workshop staff also provided additional commentary on the application of the Community and Recreation Facilities Policy criteria against the Project proposal, noting that the Project addressed the following Policy criteria, as briefly described:

- A facility that reflects the Adelaide Hills community and its built and natural form
 - The proposal has received planning approval, which has taken into account issues of building character and form in relation to its context.
- A structure that reflects the local user needs, current demographics and considers long term sustainability
 - The proposal put forward has identified, through local community engagement, the needs of the community. The proposal also includes significant additional users of the site than currently exists.
- A facility that considers diverse opportunities, inclusion, and accessibility and facilitates increased participation from a wide variety of users
 - The site currently does not meet Disability Discrimination Act (DDA) requirements. The proposal has been designed to be physically accessible by people of all abilities. Once complete, the facilities will be able to accommodate multiple different user groups.
- An upgrade that has been linked with an approved master planning process
 - The proposal has been developed over a 10 plus year period of community led design and engagement. Council staff have been involved heavily, particularly in more recent years and the design has progressed. Council Members have been engaged through a series of presentations by the Group over the last 5 or so years.
- The consolidation of assets, or higher usage levels of fewer assets
 - The proposal seeks to develop a facility which cannot not only be shared by existing user groups, but enables wider use by local community interests. A comprehensive list of proposed users is contained in the Council report dated 6 November 2023.
- Meeting current legislation compliance or requirements
 - The proposal meets all known legislative requirements for accessibility and development. There are no identified areas where the proposal falls short of any legislative requirements.
- Facilities that are genuine 'multiple use' facilities
 - As outlined in the Council report dated 6 November 2023, the proposal seeks to draw multiple new users to the site to complement existing core user groups and clubs. The floorplan is considered to be ideal for multi-use facilities as it contains a large gathering area, smaller meeting rooms, kitchen and bar facilities and appropriate change/toilet facilities.
- An increased range of activities, services, programs being offered

- As outlined earlier a list of proposed additional users/activities/services is outlined in the 6 November 2023 Council report. This is considered to be a particularly strong factor in the proposal.
- A facility that meets relevant peak body guidelines
 - The SANFL, being the peak body for Australian Rules football in the state, is a strong supporter of the proposal and has been instrumental in supporting other funding sourced by the HIHMP to date.
- Consideration of Council’s commitment to energy efficiency and sustainability
 - While a comprehensive analysis on energy efficiency has not been undertaken, the proposal meets the existing development code and building code requirements. See Sustainability Implications section of the report for further details.
- A facility its associated management that has considered governance and financial sustainability.
 - HIHMP has an established governance structure with proven financial sustainability, as evidenced by its ability to contribute significant own funding to the project. HIHMP will be further encouraged to review its governance structure in light of the expanded use of the site and inclusion of more interest and user groups.

The workshop held on 13 November 2023 also explored alternate funding options including the Adelaide Hills Council Community Loans Policy. It was noted that this provides an opportunity for the offering of loans or loan guarantees to community groups as a ‘last resort’, once all other funding options have been fully exhausted.

An approach has been made to officers at the City of Tea Tree Gully to ascertain their appetite to make a contribution towards the project, given Houghton’s proximity to the Council boundary. These discussions are in the very early stages. It is understood that the HIHMP has also approached the City of Tea Tree Gully directly and made representations at a recent Council Meeting.

3. APPENDICES

(1) Report considered by Council on 6 November 2023

Appendix 1

Report considered by Council on 6 November 2023

**ADELAIDE HILLS COUNCIL
SPECIAL COUNCIL MEETING
Monday 6 November 2023
AGENDA BUSINESS ITEM**

Item: 7.1

Responsible Officer: Renee O'Connor
Coordinator Sport & Recreation
Environment & Infrastructure

Subject: Houghton Hub – Request for Funding

For: Decision

SUMMARY

The purpose of this report is to provide, for the Council's consideration, a request for funding by the Houghton, Inglewood and Hermitage Memorial Park Committee for Stage 2 of their development for a new multi-purpose multi-user community facility in the north western part of the district.

The Council has already contributed \$40,000 to Stage 1 and the latest request is for a \$325,000 contribution toward the \$2.1m Stage 2 works.

The facility is at a site owned by a community committee, i.e. not the Council. As such, the Council has no obligation to fund the work, but has discretion to do so.

The proponents have already sourced significant funding from other tiers of government, local community sources and their own funds toward works in Stage 1 and Stage 2.

It is at the Council's discretion to determine how much, if any, funding is committed to the Stage 2 works.

The Administration is recommending the Council provide the funding requested on the basis that it:

- does not own facilities in that part of the district which would otherwise be the responsibility of Council
- the proposal has been community led and appears to have been designed to meet community needs and aspirations
- that the investment in terms of ratepayer funds as a proportion of the total project costs is considered to represent good value in relation to the community outcomes to be achieved.

The Administration is, however, recommending a series of conditions be placed on the funding commitment, all of which seek to ensure the return on investment is achieved.

RECOMMENDATION

Council resolves:

1. That the report be received and noted.

2. To note that the Council has already provided \$40,000 (plus GST) as a contribution to Stage One of the Houghton, Inglewood and Hermitage Memorial Park Committee’s Houghton Hub project.
3. That Council makes a financial contribution of up to \$325,000 (plus GST) as a contribution to Stage Two Houghton, Inglewood and Hermitage Memorial Park Committee’s Houghton Hub project.
4. That the funding contribution is allocated and administered in the same manner as Council’s Community and Recreation Facility Grants Program guidelines and processes.
5. That the Chief Executive Officer, or delegate, be authorised to develop and enter into, on the Council’s behalf, an appropriate funding agreement which contains conditions including, but not limited to:
 - a. meeting appropriate milestones;
 - b. that the Council’s funding is contingent on the Committee securing necessary funding by 30 June 2024 from other sources to complete the project and that the project itself is to be completed by 30 June 2025;
 - c. that a project management plan is developed to the satisfaction of the Council;
 - d. that the Council accepts no responsibility for cost overruns related to the project;
 - e. that the funding commitment can be terminated by the Council if the terms of the funding agreement are not met by the other party.
 - f. that the scope of the project includes the outcome being a shared, multi-use community facility with outcomes in line with the Council’s Community and Recreation Facilities Policy as it relates to the development of community facilities.

1. BACKGROUND

The Houghton Oval was developed in the 1950’s by the local community. Today it is a community owned and managed facility, operated by the Houghton, Inglewood and Hermitage Memorial Park Committee (HIHMP), an incorporated and not for profit entity.

As per their constitution, the group represents and provide facilities for the communities of Houghton, Inglewood, Upper Hermitage, Lower Hermitage, Paracombe and Millbrook.

The site has been the home of the Houghton Football Club since the 1990’s, the Houghton Country Womens Association branch, a men’s kitchen, darts and men’s groups and hosts the annual Houghton Oval Spring Fair, Remembrance Day and Anzac Day events and monthly First Responder meetings. It is also a popular space for the community to use for informal leisure and recreation activities.

The site has three existing building assets of note:

- Clubrooms with non-compliant kitchen and bar constructed from two 40 year old, double garage sheds
- A besser-brick structure housing male and female toilets and a canteen that has no accessible amenity

- Non-compliant changerooms on the opposite side of the oval with no accessible amenity.

The HIHMP developed a masterplan for the site in 2003 and in 2018 began seeking funding for the construction of a new community facility (the Houghton Hub) at the site that included compliant changerooms and multi-purpose community space – a key outcome of their masterplan.

Construction has commenced on Stage One of the project which includes compliant changerooms on the lower level of the building. Plans of the proposal are provided in the following Appendices:

- Houghton Hub – Location Plan (**Appendix 1**)
- Houghton Hub – Site Plan (**Appendix 2**)
- Houghton Hub – Floor Plans (**Appendix 3**)

Stage One has been funded via the following contributors:

Source	Amount	Proportion
State Government (via the ORSR)	\$478,500	23%
HIHMP	\$1,562,500	75%
Adelaide Hills Council	\$44,000	2%
TOTAL	\$2,085,000	

The HIHMP group are now seeking funding for Stage Two (multi-purpose community space on the upper level). Upon completion the besser-brick structure will be demolished. The existing changerooms will be retained and utilised as storage until an increase in car parking capacity is required and the existing clubroom will be retained to increase flexibility and functionality of the site. The HIHMP reports that changerooms included in stage one will become available and functional once stage two of the project reaches the 'lock up' phase.

The HIHMP group has presented its vision and request for support to Council on numerous occasions over a number of years. The group has endeavoured to minimise its request for Council funding support by doing its own fundraising and seeking grants from other sources.

Following a presentation in 2018, Council contributed an initial \$40,000 (plus GST) towards the project via the *2018-19 Annual Business Plan and Budget*. This commitment enabled HIHMP to leverage funding from other levels of government.

Following a presentation from the HIHMP group to Council in early 2023, and with Stage One works underway, Council made an in-principle commitment to Stage Two via inclusion of support for the project in its *2023-24 Annual Business Plan and Budget*. It should be noted however that a specific funding amount was not included.

At the group's most recent presentation to Council (24 October 2023 meeting via a deputation) they requested financial support of \$325,000.

Stage Two project cost and funding sources are as follows:

Source	Amount	Proportion	Status
Federal Government	\$600,000	28%	Confirmed

In-kind trades and materials	\$571,565	27%	Confirmed
HIHMP	\$150,000	7%	Confirmed
State Government (via the ORSR)	\$499,897	23%	Requested and being assessed
Adelaide Hills Council	\$325,000	15%	Requested
TOTAL PROJECT COST	\$2,146,462		

The grant funding application to the State Government via the Office for Recreation, Sport and Racing for \$499,897 was submitted in October 2023. Applications are being assessed in November 2023 and a contribution from Council will have significant impact on the likelihood of success of the application.

2. ANALYSIS

➤ Strategic Management Plan/Functional Strategy/Council Policy Alignment

Strategic Plan 2020-24 – A brighter future

Goal 1	A functional Built Environment
Objective B2	Preserve and enhance the unique character of the Hill for current and future generations
Priority B2.1	Continue to embrace and support community led public place revitalisation across our district.
Objective B4	Sustainable management of our built assets ensures a safe, functional and well serviced community.
Priority B4.3	Ensure Council owned or anaged assets, including staff accommodation are functional and adaptive to meet service requirements. Also, where appropriate and endorsed by Council, equitably assist community owned site (halls and recreation sites) to ensure their facilities are functional and met service standards.
Goal 2	Community Wellbeing
Objective C1	A community for everyone – that is inclusive, welcoming and accessible
Priority C1.1	provide welcoming spaces and places for the community through our libraries, community centres, and Council and community facilities
Objective C2	A connected, engaged and supported community
Priority C2.1	Work with community to provide a range of programs and opportunities to connect and engage around shared interests
Objective C3	A community that grows together
Priority C3.3	Empower our community group and leaders to shape and determine change in their community through the provision of training opportunities, grants that meet strategic priorities, building relationships and supporting communities to be cohesive in progressing local projects
Objective C4	An active, healthy, thriving and resilient community
Priority C3.3	Support the provision of formal and informal sport, recreation and play spaces for the community to enjoy

Priority C4.4 Support clubs and groups to continue to provide sport and recreation activities to the community

The Houghton Hub project aligns with Council's *Strategic Plan* through two goals and several subsequent objectives and priorities as outlined above. Particular consideration should be given to the community led aspect of this project and the ongoing community connection opportunities that delivery of this project will create.

The project also has links to Council's *Sport and Recreation Strategy* and *Community and Recreation Facilities Framework* and associated Policy.

At the time of publishing in 2017, Council's *Sport and Recreation Strategy* stated that there were 27 ovals/pitches in the Council district, creating a facility to population ratio of 1 : 1,483 with a industry benchmark of 1 : 4,000. While this suggests an over supply of assets, Council's 2022 *Community and Recreation Facilities Framework* document acknowledges the importance and significance of the district's dispersed population and township structure (and the subsequent facilities in each township) and the 'home and away' configuration and culture of sport in the Adelaide Hills through the following Policy statement:

"Community, sport and recreation facility provision is unique in the Adelaide Hills Council, with a relatively equal number of assets that are Council Owned and Community Owned. Also unique is the number of community, sport and recreation facilities in the Adelaide Hills Council area due to the township nature of the district, which provides challenges for the funding of maintenance, renewal, upgrade and new facilities."

In addition, the *Community and Recreation Facilities Policy* (a component of the *Community and Recreation Facilities Framework*) outlines an aim to facilitate equitable support for all facilities in the region, despite their ownership.

The Policy states that Council may consider a contribution to a building upgrade that results in:

- A facility that reflects the Adelaide Hills community and its built and natural form
- A structure that reflects the local user needs, current demographics and considers long term sustainability
- A facility that considers diverse opportunities, inclusion, and accessibility and facilitates increased participation from a wide variety of users
- An upgrade that has been linked with an approved master planning process
- The consolidation of assets, or higher usage levels of fewer assets
- Meeting current legislation compliance or requirements
- Facilities that are genuine 'multiple use' facilities
- An increased range of activities, services, programs being offered
- A facility that meets relevant peak body guidelines
- Consideration of Council's commitment to energy efficiency and sustainability
- A facility its associated management that has considered governance and financial sustainability.

The Houghton Hub project can meet each of the above mentioned factors.

Council's *Community and Recreation Facilities Framework* documentation outlines a facility hierarchy with classifications that assist in determining the type of facility that will meet the

needs of the catchment it serves. They also aim to limit facility duplication in a region. While Council cannot apply its hierarchy and classifications to sites that it does not own, like Houghton, the thinking can be applied when determining the appropriateness of the design and Council's preparedness to support the provision of a community owned facility in lieu of its own.

The group's constitution lists the following towns as their catchment:

Township	Population (at 2021 Census)	Township Community Facilities
Houghton	511	Oval
Inglewood	378	No facilities
Upper Hermitage	273	Decommissioned courts
Lower Hermitage	195	No facilities
Paracombe	435	Oval (cricket), courts, hall, playspace, pony club, golf course
Millbrook	133	No facilities
TOTAL	1,925	

Considering these population numbers, existing ratios in the region, the Adelaide Hills 'township' structure and hierarchy information provided above, it is also reasonable to accept that one town in the Houghton region would have a facility as proposed.

There are four other oval facilities within the Houghton Oval region that are worth noting in this analysis:

Site	Distance to Houghton Oval	Notes
Paracombe Oval	4.7 kms (6 minutes)	Closest oval facility, lacks community space
Pertaringa Oval (Banksia Park)	5.5 kms (8 minutes)	Closest AFL facility (TTG)
Kersbrook Oval	15 kms (16 minutes)	Closest AFL facility in AHC, includes community space
Gumeracha Oval	15.6 kms (17 minutes)	Closest AHC owned facility, includes community space

There are six other community halls / spaces within the Houghton Oval region that are worth noting in this analysis:

Site	Distance to Houghton Oval	Notes
Highercombe Golf Club, Paracombe	3 kms (4 minutes)	The site includes a golf 'clubhouse'
Paracombe Hall	4.7 kms (6 minutes)	Adjacent the Paracombe Oval
Tea Tree Gully RSL & Community Hall	4.8 kms (6 minutes)	
Cudlee Creek Hall	11.2 kms (12 minutes)	Adjacent the Cudlee Creek Tennis Courts
Kersbrook Hall	14.2 kms (14 minutes)	
Gumeracha Hall / Torrens Valley Community Centre	15.6 kms (17 minutes)	

Considering the sites listed above, it is worth noting that the Kersbrook Oval (also community owned), which is 14km away, is the only facility within this part of the Adelaide Hills Council area that is of a similar offering and amenity.

Finally, Council has prioritised the Houghton Hub project through inclusion in the 2023-24 *Annual Business Plan and Budget*, and while a specific funding amount was not listed, it does foreshadow a contribution.

➤ **Legal Implications**

The HIHMP has received all relevant statutory approvals for the implementation and construction of the project.

➤ **Risk Management Implications**

Utilising principles outlined in Council's *Community and Recreation Facilities Policy* to determine if a funding contribution towards the HIHMP group project is reasonable, will assist in mitigating the risk of:

Council funding a community led project and a project on land owned by the community leading to precedence being set for future funding requests from other community groups.

Inherent Risk	Residual Risk	Target Risk
High (2B)	Medium (2C)	Low

Council funds a project that is not appropriately planned or designed, leading to a poorly functioning and inaccessible building.

Inherent Risk	Residual Risk	Target Risk
Medium (4D)	Low (2D)	Low

Council funds a project for which other funding sources cannot be secured, leading to ratepayers funds allocated to a project which does not achieve the expected outcomes.

Inherent Risk	Residual Risk	Target Risk
High (4C)	Medium (3C)	Medium

Administration has had some concerns about the project management and the group's ability to deliver the project in full to completion. However, through the compilation of this report and the HIHMP group's submission to the Office for Recreation, Sport and Racing's grant program, the processes and risk mitigations that the group has in place have become more clear.

Of initial concern was the reliance on a significant (\$571,565) 'in-kind' contribution to and required by the Group to ensure project completion. The Group has provided evidence to substantiate this commitment and has demonstrated, through works already underway, that the in-kind support can be relied on. The Administration can confirm that all in-kind contributions have been appropriately committed by relevant parties.

In addition, staff have viewed the project’s construction drawings and costings, and have noted that they have a project manager and all necessary insurances and approvals in place.

The HIHMP group have also provided substantial information to both Council and the Office for Recreation, Sport and Racing. Project risk has been reduced by:

- Carefully integrating the floor levels to enable easy access and minimal siteworks to each level.
- The ground floor retaining wall enables the building to be built into the site, reducing the visual bulk from the oval and presenting a single storey elevation to Lower North East Road. The wall has been structurally designed, detailed and water-proofed by the structural and civil engineers.
- The long narrow profile gives good viewing amenity from the upper level common balcony.
- This balcony is cantilevered out over the ground floor changerooms to avoid an oval-side supporting columns.
- The provision of a 200-person function space, the bar and a catering kitchen will all allow income to be generated which will support the local community.

The Council’s risk exposure is proposed to be further mitigated by inclusion of key caveats in the funding agreement, such as locking in other funding sources by a defined date, completing the project by a defined date and producing a satisfactory project management plan amongst other risk mitigation activities.

➤ **Financial and Resource Implications**

Following a presentation in 2018, Council committed an initial \$40,000 (plus GST) towards the project via the 2018-19 Annual Business Plan and Budget. This amount was used as leverage in grant applications to other levels of government and facilitated Stage One of their project. This amount has been carried forward in Council’s budget since 2018-19 and has recently been paid to the group following the project’s commencement.

The HIHMP group is now requesting an additional \$325,000 (plus GST) from the Adelaide Hills Council to ensure progression of their project. Project cost and funding sources (excluding GST) are as follows:

Source	Amount	Proportion	Status
Federal Government	\$600,000	28%	Confirmed
In-kind trades and materials	\$571,565	27%	Confirmed
HIHMP	\$150,000	7%	Confirmed
State Government	\$499,897	23%	Requested and being assessed
Adelaide Hills Council	\$325,000	15%	Requested
TOTAL PROJECT COST	\$2,146,462		

Project costings have been developed by cost consultancy firm Chris Sale Consulting and the Administration considers them to be in the order of what one may expect for a similar project, noting that staff have not undertaken or commissioned an independent analysis.

Council has prioritised the Houghton Hub project through inclusion in the *2023-24 Annual Business Plan and Budget*, and while a specific funding amount was not listed, it does foreshadow a contribution.

Eligibility for the Federal Government's Local Roads and Community Infrastructure Program has been explored by the Administration and it has been determined that the project does not meet the funding program's guidelines as the land is not owned by the Council or the Crown.

Considering that both the land and the building associated with the project is privately owned, under accounting standards a Council funding contribution cannot be considered a capital cost, but should be allocated as an operating expense.

Council adopted a budget with an operating surplus of \$1,228,000 for 2023-24 financial year. A \$325,000 contribution towards the Houghton Hub project would reduce this amount to \$903,000. The impact on Net Financial Liabilities would be an increase of 0.6%. A higher or lesser contribution would impact the operating surplus accordingly.

Although a contribution to the Houghton Hub project cannot be capitalised, it should be noted that it is a 'once off' operating expense and therefore the impact on the operating surplus is also 'once off' and there is no structural change to the Council's recurrent operating position.

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

The Houghton site and its associated amenity is not currently accessible by members of the community who are living with a disability. The building project has addressed this issue by using principles of universal design in their planning, including:

- Providing universal access toilets on both floor levels.
- Providing easy at-grade access on both floor levels by carefully setting the appropriate floor-to-floor level change.
- An external-access future lift shaft has been planned now into the design, enabling easy access for anyone between the 2 levels.
- A compliant landscape ramp feature has been designed as a future stage, enabling easy access.
- The disabled parking bays are located close to the main front entrance, as required by the National Construction Code.

Universal design principles will also make accessing the building straightforward for older members of the community.

The plans for the building and the HIHMP group's description of activity and function demonstrate genuine multi-purpose use. This will help facilitate broader community connection opportunities and greater participation in sport, recreation and other community activities.

The HIHMP group have had three representatives on the Northern Community Leaders Group. The Community Leaders Group has received assistance from the Council's Torrens Valley Community Centre to maintain the network and recovery process post Sampson Flat

Fires. In addition to this, it is anticipated that the site could be utilised by various agencies and/or the community for both disaster incident management and recovery as well as community resilience building workshops. Members of the Houghton group are current and active members of the AHC Action Bushfire Network.

➤ **Sustainability Implications**

The HIHMP group report the following in regards to how the project has incorporated environmentally sustainable design principles:

- Maximizing it's long axis in the west/east direction, albeit whilst being on the side of an oval running South West to North East and being adjacent to an underground creek culvert.
- Minimizing the west-facing and east-facing elevations, whilst providing a generous North West-facing balcony, shading to both spectator viewing of the sporting activities on the oval and also provide 100% building shading in the afternoon, when most sport is played.
- The 'built-into the ground' lower floor minimizes heat loss by being in direct ground contact.
- All upper wall and roof surfaces are heavily insulated in line with the National Construction Code.
- The design has paid particular attention to minimizing its acoustic impact through the specification of double-glazing and acoustic insulation throughout and incorporating acoustic sound and operational limits in its function mode.
- The specification of all mechanical equipment will comply with industry best practice and is zoned to enable sections of the building to be separately switched.

➤ **Engagement/Consultation conducted in the development of the report**

Consultation on the development of this report was as follows:

<i>Council Committees:</i>	Not Applicable
<i>Council Workshops:</i>	Not Applicable
<i>Advisory Groups:</i>	Not Applicable
<i>External Agencies:</i>	Office for Recreation Sport and Racing
<i>Community:</i>	Members of the HIHMP

➤ **Additional Analysis**

The HIHMP group can demonstrate significant support and a broad variety of community use upon completion of their project. The group anticipates the following users:

- Houghton Districts Football Club *
- Cricket, in conjunction with Paracombe Cricket Club
- Table tennis (* via relocation)
- Indoor bowls
- Darts *
- Yoga, Calisthenics, Gymnastics and Dance Classes
- Country Women's Association, Houghton Branch * (financial contributor)
- Men's Kitchen *

- Retirees group meetings
- Social Club and Mothers Groups
- Mens Group *
- Fire Responders training and networking *
- Various group for youth
- Adelaide Hills Council via the Torrens Valley Community Centre for outreach and community programs

Those marked with an asterisk are existing users of the site.

The facility (particularly the lower change room level) has been designed to meet both Cricket Australia and the Australian Football League's facility design guidelines. These guidelines ensure inclusivity and accessibility for all genders and abilities and cater for both participants and officials.

Cricket in the local area is currently played at the Paracombe Oval, however the Houghton group have been in discussions with the Cricket Committee regarding the opportunity for overflow matches to be played at the Houghton site.

Despite the poor facilities, the football club have a solid and growing membership base. Administration are aware of some past conflict between the HIHMP Committee and the Houghton Football Club Committee, most of which stems from lack of appropriate facilities for football and progression of the Houghton Hub project. Administration has met with both stakeholders and will continue to do so ensure that issues are addressed appropriately and that use of the site by the football club (both with current and proposed facilities) is suitable. Providing funding to assist with the completion of the project will assist in ensuring all users of the site can maximise opportunities available at the site.

The project's grant funding application to the Office for Recreation, Sport and Racing is likely to have a higher chance of success should the Council make a significant funding contribution. The proposal outlined in this report provides Council with a once in a generation opportunity to partner with the Houghton and surrounding community to provide a facility meeting the needs and aspirations of the community. The project has been developed and led by the community, for the community, within considerable local engagement and input. The HIHMP group has endeavoured to minimise the impact on ratepayers by seeking alternative sources of funding wherever possible. Those endeavours have borne fruit, with significant funding obtained for Stage One and Stage Two. Further avenues have now realistically been exhausted (albeit a State grant is still pending) and it is now time for the Council to consider and determine an appropriate level of funding.

3. OPTIONS

Council has the following options:

- I. That Council makes a financial contribution of up to \$325,000 towards the Houghton, Inglewood and Hermitage Memorial Park Committee's Houghton Hub project as requested by the group. (Recommended)
Should the Council resolve to do this, the project is much more likely to secure the State Government grant currently being assessed, which will allow the project to proceed to completion.

- II. That Council makes a higher or lower contribution toward the project. (Not recommended)
Should the Council make a lower contribution than that requested, it will affect the likelihood of a successful State Government grant and, in all likelihood, impact the scope of what the project will achieve for the community. A higher contribution is not considered necessary as it is not being sought.

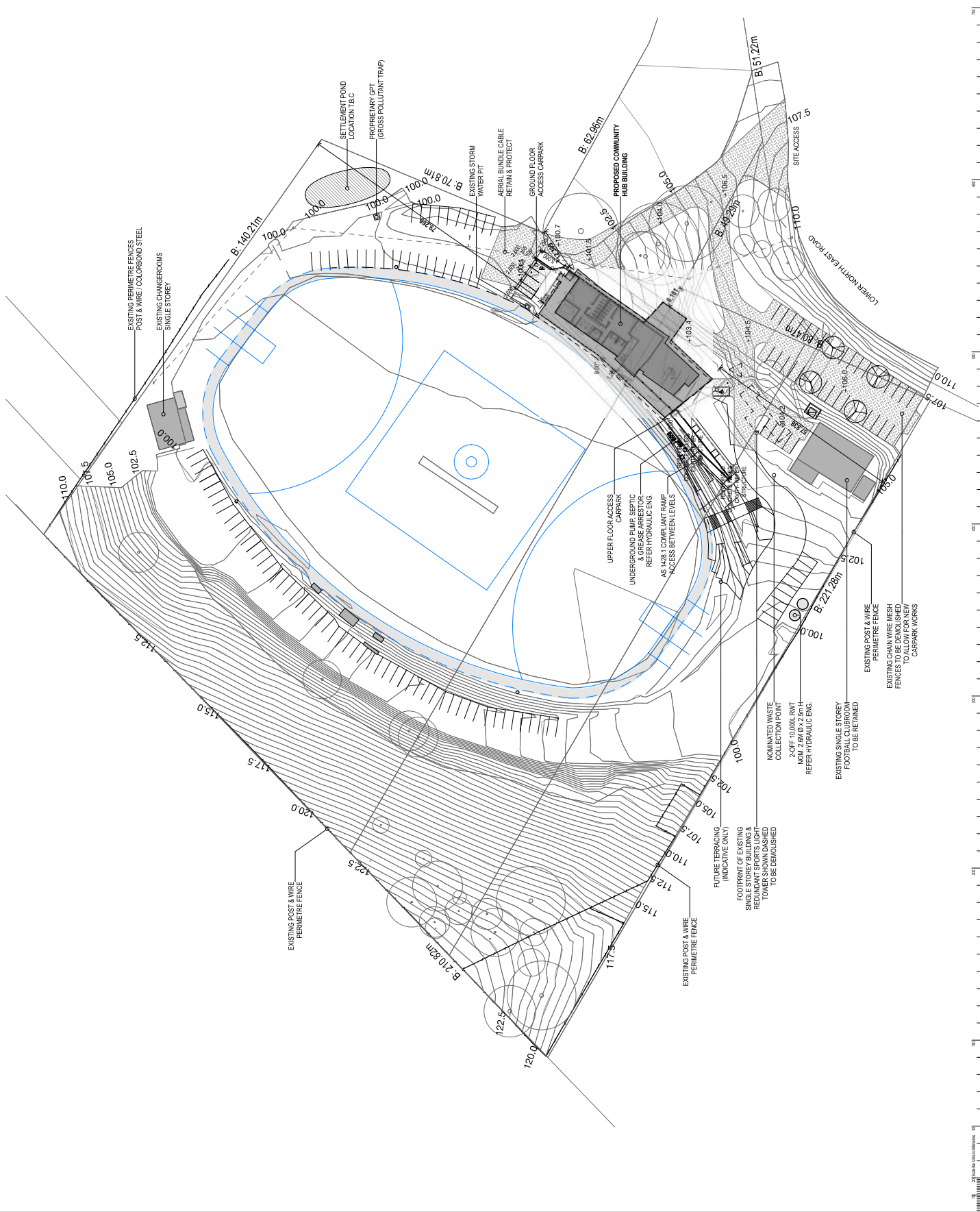
- III. That Council does not make a financial contribution towards the Houghton, Inglewood and Hermitage Memorial Park Committee’s Houghton Hub project (Not Recommended)
Should Council not make a significant contribution to the project, it will jeopardise the HIHMP group’s ability to achieve the vision for the site and provide the planned facilities. There is a significant reputational risk to Council given its foreshadowed commitment in the Annual Business Plan.

4. APPENDICES

- (1) Houghton Hub – Location Plan
- (2) Houghton Hub - Site Plan
- (3) Houghton Hub - Floor Plans

Appendix 1

Houghton Hub – Location Plan



FOR CONSTRUCTION
 THIS DRAWING IS THE PROPERTY OF PHILLIPS P ILKINGTON ARCHITECTS P Y LTD AND IS TO BE USED ONLY FOR THE PROJECT AND SITE SPECIFICALLY IDENTIFIED. IT IS NOT TO BE REPRODUCED, COPIED, REPRODUCED, REPRODUCED, OR REPRODUCED IN ANY MANNER WITHOUT THE WRITTEN PERMISSION OF PHILLIPS P ILKINGTON ARCHITECTS P Y LTD.

NOTES
 1. BUILDER MUST VERIFY ALL DIMENSIONS AT JOB BEFORE COMMENCING WORK. ANY DISCREPANCIES TO BE REPORTED TO ARCHITECT IMMEDIATELY.
 2. BUILDER TO ALLOW FOR ALL DEMOLITION NECESSARY TO DISMANTLE EXISTING WORK IN ORDER TO COMPLETE NEW WORK BUT NOT NOTED. CANNOT BE CLAIMED AS A LIABILITY.

REV	DATE	BY	CHKD	DESCRIPTION
191203				FOR CONSTRUCTION
211122				ISSUED FOR IBC
202022				Issued for Building Rules Consent
202021				Issued for Cost Estimate
181121				Issued for Construction Drawings & Consultations
180521				Issued for Construction Drawings to Client
060221				Issued for Consultations
040221				Issued for Consent
190721				PROJECT NORTH

Phillips Pilkington Architects P Y LTD
 145 McKeown Street, Adelaide 5006
 North Adelaide, South Australia 5006
 Phone: +61 8 8320 5500
 Fax: +61 8 8320 5501
 www.phillips-pilkington.com.au

PROJECT DIRECTORY
 ARCHITECT: PHILLIPS P ILKINGTON ARCHITECTS P Y LTD PH: 8320 5500
 CIVIL ENGINEER: BESTEC PH: 8320 4442
 CIVIL STRUCTURAL CPE ENGINEERS PH: 8320 1344

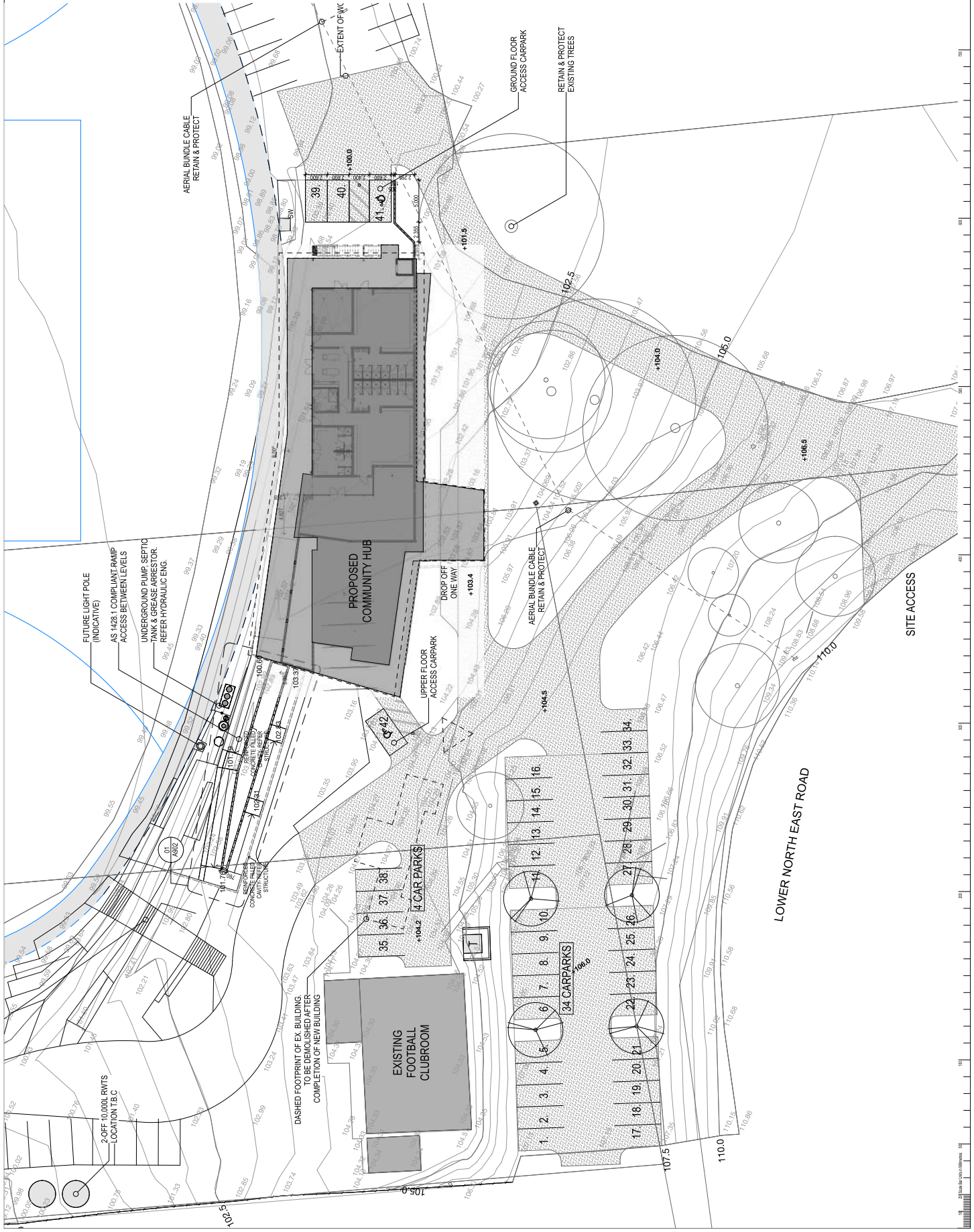
PROJECT INFORMATION
 PROJECT: HOUGHTON MEMORIAL OVAL COMMUNITY HUB
 ADDRESS: 1377 Lower North East Rd Houghton SA 5121
 DRAWING TITLE: LOCATION PLAN

SCALE: 1:500
SHEET SIZE: A1
DRAWING BY: AMP/SL
COORDINATED BY: MP
DATE: 19/12/23
REVISION:

PROJECT NO. / DRAWING NO.: 20602 - A000
REVISION: C1

Appendix 2

Houghton Hub – Site Plan



FUTURE LIGHT POLE
(INDICATIVE)
AS 428 1 COMPLIANT RAMP
ACCESS BETWEEN LEVELS
UNDERGROUND PUMP, SEPTIC
TANK & GREASE ARRESTOR.
REFER HYDRAULIC ENG.

EXISTING
FOOTBALL
CLUBROOM

DASHED FOOTPRINT OF EX. BUILDING
TO BE DEMOLISHED AFTER
COMPLETION OF NEW BUILDING

4 CAR PARKS

34 CARPARKS

UPPER FLOOR
ACCESS CARPARK

DROP OFF
ONE WAY

PROPOSED
COMMUNITY HUB

AERIAL BUNDLE CABLE
RETAIN & PROTECT

GROUND FLOOR
ACCESS CARPARK

RETAIN & PROTECT
EXISTING TREES

LOWER NORTH EAST ROAD

SITE ACCESS

FOR CONSTRUCTION
PHILLIPS PILING ARCHITECTS PTY LTD
137 Lower North East Rd
Houghton SA 5131
www.phillipspiling.com.au

NOTES
BUILDER MUST VERIFY ALL DIMENSIONS AT JOB BEFORE
WORKING. ANY DISCREPANCY TO BE REPORTED TO ARCHITECT
IMMEDIATELY.
READER TO ALLOW FOR ALL DIMENSIONS NECESSARY TO
DEMOLISH OR REMOVE IN ORDER TO COMPLETE NEW
WORK. BUT NOT NOTED, CANNOT BE CLAIMED AS A
DISCREPANCY.

REV	DATE	BY	CHKD	DESCRIPTION
C1	19/12/23	PH	PH	FOR CONSTRUCTION
P10	21/11/22	PH	PH	ISSUED FOR BIC
P9	21/11/22	PH	PH	Revised Base Drawings/Consultants
P8	21/11/22	PH	PH	Revised Site Plan/Consultants
P7	21/11/22	PH	PH	Revised For Cost Estimate
P6	19/12/21	PH	PH	Issued For Information
P5	19/12/21	PH	PH	Revised For Information
P4	19/12/21	PH	PH	Revised For Information
P3	19/12/21	PH	PH	Revised For Information
P2	19/12/21	PH	PH	Revised For Information
P1	19/12/21	PH	PH	Revised For Information



Phillips Piling Architects
137 Lower North East Rd
Houghton SA 5131
www.phillipspiling.com.au

PHILLIPS PILING ARCHITECTS PTY LTD
PROJECT DIRECTOR
ARCHITECT: PHILLIPS PILING ARCHITECTS PH: 8339 0000
SERVICES ENGINEER: BESTEC PH: 8332 4442
CIVIL/STRUCTURAL/CPE ENGINEERS PH: 8332 1344

CLIENT
Houghton Memorial Oval Committee

PROJECT
HOUGHTON MEMORIAL OVAL
COMMUNITY HUB
137 Lower North East Rd
Houghton SA 5131

DRAWING TITLE:
SITE PLAN

SCALE:	1:200	SHEET SIZE:	A1
DRAWING BY:	AMY BR	CHECKED BY:	MP
DATE:	19/12/23	DATE:	19/12/23
PROJECT NO / DRAWING NO:		REVISION:	

20602 - A101

Appendix 3

Houghton Hub – Floor Plan
