

**CITY OF MARION  
GENERAL COUNCIL MEETING  
14 JUNE 2016**

**Confidential Report**

**Corporate Manager:** John Valentine, Manager Strategic Projects  
**General Manager:** Abby Dickson, General Manager City Development  
**Subject:** BMX Facility  
**Report Reference:** GC140616F01

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If the Council so determines, this matter may be considered in confidence under Section 90(3)(j)(1) and (2) of the *Local Government Act 1999* on the grounds that the report contains information the disclosure of which (i) would divulge information provided on a confidential basis by or to a Minister of the Crown, or another public authority or official (not being an employee of the council, or a person engaged by the council); and (ii) would, on balance, be contrary to the public interest.



**Adrian Skull**  
Chief Executive Officer

**RECOMMENDATION:**

That pursuant to Section 90(2) and (3)(b) and (d) of the *Local Government Act 1999*, the Council orders that all persons present, with the exception of the following persons: Adrian Skull, Abby Dickson, Vincent Mifsud, Tony Lines, Kate McKenzie, Yvette Zaric, John Valentine and Craig Clarke be excluded from the meeting as the Council receives and considers information upon the basis that the Council is satisfied that the requirement for the meeting to be conducted in a place open to the public has been outweighed by the need to keep consideration of the matter confidential given the information the disclosure of which (i) would divulge information provided on a confidential basis by or to a Minister of the Crown, or another public authority or official (not being an employee of the council, or a person engaged by the council); and (ii) would, on balance, be contrary to the public interest.

## **REPORT OBJECTIVES:**

The purpose of this report is to:

- Inform Council of the preferred option for locating a new UCI standard BMX facility at Majors Road, O'Halloran Hill.
- Seek in principle support for a maximum Council contribution of \$750,000 towards the detailed design and construction phase of the project subject to the City of Onkaparinga and State Government confirming their respective commitments and contributions; and the project being developed and underwritten by the State Government.

## **EXECUTIVE SUMMARY:**

Cove BMX Club, Happy Valley BMX Club and BMX SA, have united in a shared vision for developing a regional UCI (Union Cycliste Internationale) standard BMX facility that will cater for the current and future need of the sport in the southern region of Adelaide. BMX SA also has a strong desire to host national and potentially international events if a new UCI standard facility is developed.

The City of Marion and City of Onkaparinga currently provide facilities for the two clubs at the Cove Sports and Community Club (City of Marion) and the Happy Valley Sports Park (City of Onkaparinga.) However, these facilities do not meet UCI BMX track standards and are constrained from further development due to local site conditions and do not meet the requirements of the sport. The tracks are also adjacent to residential areas and there are safety concerns with parts of the tracks.

Recent planning and consultation has identified the preferred site for the establishment of a UCI standard BMX facility is the O'Halloran Hill Recreation Park. The land is owned by the Minister for Sustainability, Environment and Conservation and managed by the Department for Environment, Water and Natural Resources (DEWNR). Through the consultation process DEWNR have indicated support for the BMX development and that it is consistent with the Parks and People Strategy as well as complimentary to the project for establishing Adelaide Mount Lofty Ranges as an international mountain biking destination.

Confidential discussion with the State Government and City of Onkaparinga has identified a budget of \$3.5 million be set for the detailed design and construction of the new facility. The State Government has indicated that it will commit \$2 million towards the project subject to a contribution of \$750,000 from the City of Marion and a contribution of \$750,000 by the City of Onkaparinga. It should be noted that the estimated capital costs for the UCI standard track, car parking and the BMX pump track and freestyle track is currently \$6.872 million. This is based on high level concept designs and further analysis is required to achieve greater certainty of costs. The State Government are of the opinion that the project can be delivered for \$3.5 million, however to date no supporting documentation has been provided to confirm how the project can be delivered for this significantly lower amount. This represents a significant project risk and Council will require further information and design analysis before formally committing to a \$3.5 million budget. This report recommends Council provide in principle support subject to partnership funding and the project being developed and underwritten by the State Government

## **RECOMMENDATIONS (4)**

## **DUE DATES**

### **That Council:**

- 1. Note this report regarding an opportunity for the development of a UCI standard BMX facility at Majors Road, O'Halloran Hill.**

**14 June 2016**

2. **Resolve to provide in principle support to the development of a BMX facility and a total contribution of up to \$750,000 to the development of a UCI standard BMX facility at Majors Road, O'Halloran Hill subject to the City of Onkaparinga and State Government confirming their respective commitments and contributions; and the project being developed and underwritten by the State Government.** **14 June 2016**
  
3. **Authorise the Mayor and Chief Executive Officer to continue negotiations with the State Government, BMX SA and other necessary parties to develop BMX facilities on Majors Road, O'Halloran Hill.** **14 June 2016**
  
4. **In accordance with Section 91(7) and (9) of the Local Government Act 1999 the Council orders that this report, BMX Facility and the minutes arising from this report having been considered in confidence under Section 90(2) and (3)(b) and (d) of the Act be kept confidential and not available for public inspection for a period of 12 months from the date of this meeting. This confidentiality order will be reviewed at the General Council Meeting in December 2016.** **December 2016**

## **BACKGROUND**

At the 14 April 2015 Council (GC140415R02) meeting the following was adopted:

1. "Endorse investigations being undertaken with peak sporting bodies, relevant clubs, funding bodies and agencies to seek partnering opportunities for the development of plans and potential funding solutions for the following sports infrastructure:
  - Options for new soccer pitches and a BMX track in the South
  - Indoor multipurpose Stadium 4-8 Court (SA regional standard)
  - Edwardstown Oval Masterplan
  - Mitchell Park Sports and Community Club building upgrade
  
2. Note that consultation plans will be brought to Council for consideration after initial investigations are undertaken with peak sporting bodies, relevant clubs and agencies.
  
3. That potential funding opportunities relevant to the above sports infrastructure be actively pursued as they arise."

## **THE BMX PROJECT**

The Cove BMX Club and the Happy Valley BMX Club are both significantly constrained in their existing sites at the Cove Sports and Community Club (City of Marion) and the Happy Valley Sports Park (City of Onkaparinga). Both sites are located in close proximity to residential areas resulting in ongoing complaints about noise, traffic and dust. Both sites are also constrained in terms of space with no ability to extend existing facilities or include additional facilities to meet UCI track standards.

South Australia's participation rate in BMX is substantially lower than the national average due to the lack of available UCI standard facilities. BMX SA is actively seeking to change this situation and has made progress in the last five years with the membership of the sport state-wide more than doubling in size. The sport has strong competitors in the junior levels of BMX in South Australia but this does not flow on to the older age groups due to the lack of training facilities and higher standard facilities capable of hosting elite level events. As such many of

the sports top riders are moving interstate to access and utilise suitable training and competition facilities and services. South Australia is in a strategic position to develop a high level facility capable of attracting competitors from around Australia to compete on a regular basis.

Following successful grant applications to the Office for Recreation and Sport and the City of Marion Community Grants Program BMX SA commenced a feasibility and concept planning project to investigate potential sites to accommodate a UCI standard BMX facility, develop concept designs as well as identify the projected cost of development.

A major outcome to be achieved as part of the study is to identify a preferred site for the establishment of a BMX facility that caters for the needs of both the Cove BMX Club and the Happy Valley BMX Club, whilst also being capable of staging higher level events including national championships and potentially UCI level events.

To meet the requirements of a national level facility it has been estimated that a site of around 3 - 5 hectares would be required to cater for the track and associated facilities/areas, spectator areas, club facilities, parking, circulation, passive recreation areas and landscaping. This has been informed by the BMX Australia track guidelines and benchmarking against existing national level facilities within Australia.

Investigations into potential sites for a UCI standard track included;

- O'Halloran Hill Recreation Park, Majors Road, O'Halloran Hill
- Wilfred Taylor Reserve, Morphett Vale
- Southern Sporting Complex, Noarlunga Downs
- State Sports Park, Gepps Cross
- Adelaide Shores, West Beach

Currently the preferred site for the establishment of a high level BMX facility is the O'Halloran Hill Recreation Park due to its location, size and alignment with state government objectives and Council's 14 April 2015 resolution (GC140415R02).

#### **ANALYSIS:**

A number of key issues and opportunities for development of a UCI BMX Facility in South Australia have been identified as part of the research and consultation phases of the project to date and these have been summarised below:

- Contribute to the ongoing development of the sport of BMX through the provision of a high standard facility suitable for elite athlete development, training and competitions.
- Provide a pathway for high performance training to ensure South Australian riders are able to transition from local, regional and state level through to national and international levels whilst preventing the talent drain interstate and overseas.
- Increase tourism opportunities for the Southern region of Adelaide, South Australia and Australia through the hosting of major events such as national series and title events and potentially world events such as the UCI BMX Supercross World Cup series and World Titles.
- Create opportunities for young people that are at risk of disengaging from society and provide them with a structured environment that is nurturing and engaging. BMX has a strong focus on providing opportunities for all regardless of socio-economic status or level of disadvantage.

- The development of a facility that can service the needs of the two Southern clubs on a day- to-day basis whilst having the capacity to be up-scaled to host national and higher level events and competitions.
- A design that minimises the cost of construction through the use of transportable, demountable and temporary infrastructure and facilities such as grandstand seating and specific event facility requirements (e.g. drug testing areas, first aid and additional car parking areas).
- Provide a track layout that meets BMX Australia Track Guidelines whilst also being able to be utilised for regular club training and competitions.
- Provide a venue that caters for the recreational needs of the community through the provision of accessible cycling facilities including managed access to the BMX track, freestyle BMX park, pump track and passive recreation areas.
- Integrate with the proposed mountain biking initiatives planned for O'Halloran Hill Recreation Park (which were identified in the recent establishing of the Adelaide Mount Lofty Ranges Region as an international mountain bike destination report), to create an 'Urban Bike Park'.
- Avoiding duplication of facilities through shared access to amenities, parking and passive recreation facilities (e.g. shelters, BBQs, picnic areas).
- Resolve the issues and constraints (e.g. noise, congestion, limited ability to develop and enhance existing facilities) being experienced by the Cove and Happy Valley BMX Clubs at the two existing sites at Cove Sports and Community Club and Happy Valley Sports Park.
- Cycling infrastructure is unrepresented in local communities when compared to other high participation sports. This lack of infrastructure is contributing to an imbalance of participation across the community.
- There is a need to implement a planning hierarchy of BMX facilities across South Australia.

## **Consultation**

Due to the wide range of stakeholders that have an interest in the project a consultation plan was developed for the project.

The key objectives of the Consultation and Communication Plan were to:

- Provide the opportunity for involvement of the key stakeholders in the development of the project.
- Ensure that all consultation and engagement occurs at the appropriate points in the planning process and that timely and important information is gathered from and disseminated to all key stakeholders.
- Build an understanding and ownership of the project within the BMX community and key stakeholders.

The key stakeholders identified included:

- BMX SA
- Cove BMX Club
- Happy Valley BMX Club
- Office for Recreation and Sport (including the South Australian Sports Institute)
- Department of Environment, Water and Natural Resources

- City of Onkaparinga
- City of Marion
- BMX Australia
- Track Designers
- Events SA
- Cycling Australia
- Additional South Australian BMX clubs.

The consultation mechanisms used included meetings, interviews, survey (BMX Clubs) and email correspondence.

### **Financial Implications & Risk**

The State Government has advised that it is prepared to commit \$2 million towards the project subject to a contribution of \$750,000 from the City of Marion and a contribution of \$750,000 currently under consideration by the City of Onkaparinga.

At this stage there has not been a discussion with the State Government regarding roles and responsibilities by the parties in relation to project design, tendering, delivery, the bearer of the project capital risk, ownership or the management, operating maintenance and renewal costs associated with the project.

The State and Council will need to negotiate these roles. If one party takes ownership of the land and responsibility for project delivery and on-going management, it will bear all the risk. The project will require the State and Council(s) to work together. Project delivery, ownership and management risks will need to be clearly delineated, understood, funded by the parties and appropriately reviewed by Council.

A detailed cost summary will need to be developed for the project to progress. When the roles and responsibilities of parties have been negotiated the on-going management, maintenance and renewal (i.e. whole of life) costs will be identified and reported to Council for consideration.

The estimated capital costs for the UCI standard track, car parking and the BMX pump track and freestyle track is currently \$6.872 million. This is based on high level concept designs and further analysis is required to achieve greater certainty of costs. The State Government are of the opinion that the project can be delivered for \$3.5 million, however to date no supporting documentation has been provided to confirm how the project can be delivered for the significant lower amount. Council will require further information and design analysis before having any certainty on the State Government's proposed \$3.5 million budget. There is a significant high level of risk associated with committing to a project in the absence of any detailed costings or prudential management report.

Should the project's capital cost exceed \$4 million then a Section 48 Prudential Management report is required by the Local Government Act.

Should the project be able be delivered for the proposed \$3.5 million, and further evidence is provided to demonstrate this, it would be prudent for Council to consider a section 48 report. A section 48 report supports Council to fully consider the financial viability and sustainability of the project along with the potential risks arising from the project and the proposed strategies to manage those risks.

**Resource (capacity) Impact**

The specific detail of roles and responsibilities and the party responsible for the physical delivery of the project has not, as yet, been identified. Different roles and responsibilities will have differing resource requirements.

**CONCLUSION:**

An in principle funding commitment from the City of Marion and City of Onkaparinga will demonstrate a strong commitment from local government towards the delivery of a new UCI standard BMX facility at O'Halloran Hill. The State Government has indicated its intention to announce a \$2 million contribution for the delivery of the facility.