

# Community Land Management Plan for Victoria Park/Bakkabakkandi





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### Introduction

Adelaide City Council is required to prepare management plans for community land pursuant to section 196 of the Local Government Act 1999 and section 19 of the Adelaide Park Lands Act 2005. This document also gives effect to Council's Strategic Framework – Visions, Outcomes and Strategic Directions 2008–09.

A management plan must state the purpose for which the land is held, Council's objectives, policies and proposals (including performance targets and measurements), restrictions on public use and specific information on the granting of licences or leases over the land.

As a precursor to the development of this Community Land Management Plan (CLMP), Council undertook both the preparation of a Cultural Landscape Assessment and community consultation. In doing so, Council has endeavoured to ensure that management directions are based on a sound understanding of the cultural heritage of the Park as well as community needs.

The Adelaide Park Lands Act 2005 requires that individual management plans for community land are consistent with the (yet to be prepared) Adelaide Park Lands Management Strategy (the Strategy). This CLMP will be reviewed once the Strategy has been endorsed.





## Part A – Management Statements, Principles and Directions



## PART A – MANAGEMENT STRATEGIES

### 1.0 Statement of Significance

Contributory Role of Victoria Park / Bakkabakkandi within the context of the Adelaide Park Lands  
At 72 hectares, Victoria Park / Bakkabakkandi (Victoria Park) is the largest intact segment of the Adelaide Park Lands and is characterised by the presence of a large horse racing track with an expansive internal open space affording important views both towards the Hills and City.

The park retains its original shape and form as devised by Colonel Light and its significance lies in its contribution as an integral segment of Colonel Light’s overall Park Lands Plan.

The racecourse has state cultural significance as the site for South Australia’s first formal horse racing venue, which enjoyed continued use from the 1840s until the end of 2007.

Use of the area as a horse racing venue gradually declined during the 1980s and 90s and since 1985 the park has been dominated more so by motor sport.

The domination by horse racing, and more latterly by car racing, has led to a sense of public alienation. However despite this, the park is popular for walking, jogging, dog exercising and mixed use recreation and sport. It is also used regularly by two major schools for junior soccer and cricket. The schools each maintain three ovals at the southern end of the inside track area, held under an annual sporting licence.

An area immediately south of the creek is of national significance as the site of the inaugural Arbor Day Plantings in 1889 and revived Arbor Day plantings in the late 1980s.

The Olive Grove in the north western corner of the park was planted progressively from 1872 and forms an integral part of Adelaide’s unique Olive Heritage.

#### Dual naming

The park’s additional Kaurna name of Bakkabakkandi was endorsed by Council in 2003 and means ‘to trot: a term applied to horses’.

#### Aboriginal Significance

Verbal history held by surviving members of the Kaurna community indicates that the area was used for camping and corroborees and

that the north-west corner of the park was the site of a native police camp watching Aboriginal camps/meetings in the 19th century (ACHM 2005).

Victoria Park has great importance to South Australian Aboriginal history. In February 1980, members of the Pitjantjatjara, Yankunytjatjara, and other Aboriginal Elders from the north-west of the State converged here to confront the State Government and protest for Aboriginal Land Rights. This stand was crucial in the long battle for land rights in that it ultimately led to the passage of the SA Pitjantjatjara Land Rights Act 1981 and the establishment of the freehold Aboriginal Lands in the north-west of the State (ACHM 2005).

### 2.0 Victoria Park in 2008

The Park is currently characterised by the presence of:

- Racecourse grounds, which in turn are characterised by the presence of
  - » a Victorian era Grandstand which is a State Heritage Place;
  - » a collection of generally uninspiring and dilapidated 1950s style buildings;
  - » an imposing red brick wall fronting Fullarton Road;
  - » a collection of significant, mature exotic trees, in particular a magnificent specimen of a Dragon Tree;
- Horse Race track;
- Car Race Track;
- Large central open area with a few scattered mature remnant Eucalypts;
- Park Lands Creek in the south-eastern corner;
- Historically significant Olive Groves;
- Mature Eucalyptus perimeter plantings; and
- Semi-natural area between Creek and Greenhill Road containing significant remnant native plants.

The appearance of the park as a flat, low lying area gives no indication that topographically the south-east corner of the Park (at 56m) sits higher than the highest point in North Adelaide (50m).

Victoria Park today, with the demise of horse racing (which has dominated the design and use of the park for over 160 years) faces the challenge of being completely re-created as a truly public space worthy of its status as a great inner city park.



Figure 1 – Existing features map for Victoria Park / Bakkabakkandi



## 2.1 Motor Sport in Victoria Park – infrastructure, access and occupation

Motor Sport in Victoria Park occurs under the powers provided to the South Australian Motor Sport Board (SAMSAB) by the South Australian Motor Sport Act 1984 (SAMS Act).

Event set up, pull down and restrictions on public access  
New infrastructure allowing the construction of improved modernised temporary race facilities will be installed within the Park during 2008/2009. Typically, construction for the event will commence in mid December and conclude in mid May each year. During this period public access will gradually be restricted to certain areas within the park as more and more infrastructure and fencing is constructed.

The actual event period is restricted to five days by legislation and normally occurs in mid-March each year. During this period public access is restricted to all but the very southern end of the park.

### Permanent infrastructure

The SAMS Act provides the SAMSAB with the power (in the course of performing its functions) to install permanent infrastructure on land comprising a 'declared area' (a specified area consisting of road and/or park land for the purposes of an event) at any time. Section 10 (2) (b) of the Act, which provides the SAMSAB with this power, is not limited to temporary structures.

### Occupation of land

The SAMSAB does not however have a general power to occupy land. However during a 'declared period' (a specified event period not exceeding five days) the SAMSAB may fence off and take the care, control and management of land comprising a 'declared area', during which Council's rights and interests in relation to that land are suspended.

### SAMSAB access to land

The SAMSAB may also have access to land comprising a 'declared area' for a motor sport event at any time outside of a 'declared period' and further may carry out works and do any other things on that land provided that they are reasonably necessary for or incidental to the performance of its functions.

The SAMSAB has free and unrestricted access to land comprising a 'declared area' during a 'prescribed works period' (specified period/ periods during which the SAMSAB may have access to land within a declared area for the purpose of carrying out works). However the SAMSAB may also have access to that land outside of a 'prescribed

works period' and outside of a 'declared period'. That is, access is not limited to a 'declared period' or 'prescribed works period'. In other words, the SAMSAB can have access to a 'declared area' at any time and undertake work at any time, but only in the course of performing its functions.

### Bitumen car track

The SAMSAB has the power to construct a car track and there is no specific power within the Act which enables Council to remove it. The track does not enjoy any specific tenure as such but it is constructed lawfully under the provisions of the Act and it would be contrary to the intended flexibility within the Act for Council to be able to remove it without the agreement of the SAMSAB.

## 2.2 Relevant recent changes

The Lease between the SAJC and Adelaide City Council expired 31 August 2004. Since that time a 'holding over' arrangement has been in place on a monthly basis.

Given the poor conditions of the buildings, a number of unsuccessful attempts have been made over the years to facilitate an upgrade of the buildings to allow a longer term leasing arrangement with the SAJC.

In December 2006 the State Government proposed a Master Plan for the park based around the construction of a permanent, 200m long, three stories high building centrally located between a re-designed horse track on the western side of the park and a relocated car track on the eastern side of the park.

The new multi-purpose building was to serve as both a modern horse racing facility and, for the duration of the car racing, as a combined corporate, pits and technical facility. The key to the proposal was the separation of the horse and car tracks to allow extended use of the horse track during the set up time for the car race (which would also be reduced due to the permanent structure being in place).

Two requirements had to be satisfied for the proposal to proceed, namely the provision of planning consent and a site lease to the State Government. However, although the Development Assessment Commission provided planning consent for the development, Council eventually declined to enter into a lease due to overwhelming public opposition to a draft lease proposal issued for public consultation (specifically the construction of a permanent building of the scale proposed).



Following the State Government's withdrawal of its redevelopment proposal, the SAJC initially advised of plans to undertake a redevelopment of the existing buildings including an extension to the existing Members Stand. However the SAJC formally advised Adelaide City Council on 31 March 2008 that it would no longer be conducting horse racing at this venue and that they wished to terminate the current lease arrangement by providing the required one month notice. This decision precipitated ongoing discussions as to responsibilities for an exit strategy.

### 3.0 Vision and Guiding Principles for Managing Victoria Park

#### Vision

'Create a vibrant, flexible and sustainable recreational open space within the iconic Adelaide Park Lands to serve all South Australians, supporting a variety of community activities whilst preserving the unique landscape and heritage qualities of the place.'

Except for the Victorian Heritage Listed Grandstand and some minor contributory features, all horse racing infrastructure will be removed. However the cultural significance of the site as the first and longest serving racecourse will be recognised and interpreted.

The open, expansive nature of the park, made necessary by the presence of the horse track, will be retained together with the associated vistas across the park to the hills and City.

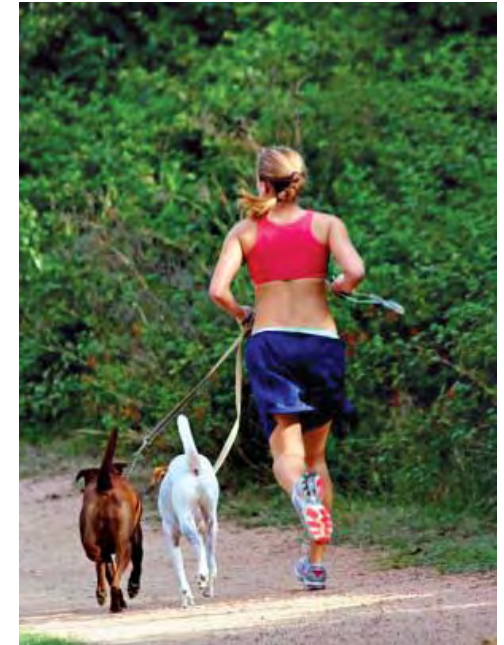
In the resulting re-design of the park, both the natural assets of the park and the formal and informal recreational facilities will be enhanced, providing for a far more diverse visitor experience.

#### Guiding Principles

On 11 March 2008 Council endorsed the following set of ten Guiding Principles for the development of a Master Plan for Victoria Park, intended to form part of this Management Plan.

- P1 Consider the design within the context of the City
  - » Provide connectivity to adjacent parks via natural features
  - » Link pedestrian/cycle networks
  - » Consider the Park as a whole
- P2 Rejuvenate the Heritage Listed Grandstand
  - » Find renewed uses for the restored Grandstand including the provision of recreation and sport facilities
  - » Provide a complementary setting for the Grandstand.

- P3 Remove redundant buildings and structures
  - » Remove redundant buildings and structures whilst considering opportunities to incorporate elements that have been identified as having heritage value
  - » Minimise fenced or 'restricted' areas
- P4 Ensure best practice in facility provision
  - » Allow for the requirements of the South Australian Motor Sports Board that are imperative to staging sanctioned motor racing events
  - » Ensure facilities are multi-use and incorporate Ecologically Sustainable Development principles
  - » Create a welcoming environment through safely designed facilities
- P5 Create a flexible design that permits a range of activities
  - » Explore improvements to formal recreation opportunities including the provision of a sealed surface 'loop' to support cycle racing (criterium events) and pedal prix events and expansion of existing sports fields with consideration of supportive infrastructure (e.g. change rooms, toilets and shade)
- P6 Provide choices for the community
  - » Create improved opportunities for casual/informal recreation with supportive elements (e.g. shade, toilets, seating and kiosks) and in particular consider the needs of people exercising dogs
  - » Provide lighting to support extended hours of use for community recreation and sport
  - » Develop landscape themes to foster a range of experiences (e.g. urban forests and open plains)
- P7 Connect spaces and encourage movement throughout the Park
  - » Provide greater access to facilities and support active movement within the Park for pedestrians and cyclists
  - » Build in public transport connections
  - » Draw links to car parking facilities in the City and maximise adjacent areas for car parking to support events and regular sporting activities (e.g. Beaumont Rd)
- P8 Improve the natural assets of the Park
  - » Retain significant trees





- » Strengthen perimeter plantings to define the Park from surrounding built form
- » Protect and enhance remnant native vegetation sites
- » Enhance existing creeks
- » Incorporate sustainable landscape features

P9 Ensure sustainable and efficient water use

- » Incorporate the Glenelg to Adelaide pipeline water reuse scheme
- » Provide for an Aquifer Storage and Recovery scheme including a wetland with associated recreation amenities
- » Implement water sensitive urban design throughout the Park

P10 Create a strong identity

- » Reflect the City's characteristic of open parklands by retaining vistas across the Park and to the City and Hills
- » Maximise the open character of the Park with infrastructure to support community based sporting activities
- » Interpret the history and environmental qualities of the Park

Other key documents that have contributed to subsequent management directions include:

- Cultural Landscape Assessment (Jones 2007) Appendix 2;
- Victoria Park Grandstand Conservation Plan (Phillips/Pilkington Architects 2000); and
- Overview Heritage Assessment (Danvers Architects 2002).

#### 4.0 Management Directions for Victoria Park

In keeping with the above Guiding Principles established by Council, along with referenced documents and feedback from both key stakeholders and the general public, the following specific management directions are provided:

##### 4.1 Landscape Character – general

- Implement the Victoria Park Master Plan in accordance with Appendix 1 in this document
- Consider the park as a contributory segment of the Adelaide Park Lands system;
- Retain the open character along with the existing views into and across the Park;
- Reinforce the four precincts as described in the Master Plan, namely:

- » Woodland Recreation;
- » Community Recreation and Sport;
- » Heritage Listed Grandstand and Premium Field; and
- » Special Events.

- Remove all built structures from the north east corner of the Park except for the:
  - » Victorian Heritage Listed Grandstand;
  - » timber clad ticket booth and kiosk;
  - » wrought iron main entrance gates; and
  - » the Bookmakers League building and adjoining Grandstand Entrance façade;
- Provide a formal, complementary setting adjacent to the Victorian Heritage Listed Grandstand in the form of a community plaza.
- Provide an open flexible playing field between the Victorian Heritage Listed Grandstand and the eastern arm of the car track to facilitate an ongoing use of the Grandstand – must be as close to the Grandstand as possible.
- Create a number of formal entrances to the Park, particularly in the vicinity of the Victorian Heritage Listed Grandstand, Fullarton Road/Greenhill Road intersection, Halifax Street and Wakefield Road.
- Provide a large open expanse of playing fields in the centre of the park, south of the Halifax Street/Fullarton Road connector.
- The southern end of the park – the area south of and including the creek line and wetland should be a predominantly semi-natural area.
- Layback and restore creek through revegetation with locally indigenous riparian species.
- Create a wetland at the southern end of the Park in association with an enhanced creek line. This wetland should be designed to:
  - » provide ecological, educational and recreational benefits;
  - » be consistent with the Brown Hill and Keswick Creeks Flood Management Masterplan;
  - » include an interpretive display under shelter; and
  - » include Aquifer Storage and Recovery if possible.
- Incorporate public art into the Park where appropriate.
- Ongoing watering should be restricted to the following areas:
  - » playing fields;
  - » East Terrace and Wakefield Road frontages;

- » formal setting associated with the Victorian Heritage Listed Grandstand in the north-eastern corner of the Park; and
- » heavily used areas associated with the Car Race Track and facilities.
- Ongoing watering should be via the most efficient irrigation methods available and should use water supplied from the Glenelg Waste Water Re-use scheme, which should be regularly monitored for acceptable levels of salinity.

#### 4.2 Landscape Character – plantings

- Additional, scattered tree planting can occur within the existing central open space (special events precinct) area (without compromising the existing open character and vistas to the hills and City and retaining the flexibility of an open area for the programming of activity).
- Extend the existing perimeter woodland plantings into the central sporting (community recreation and sport precinct) area to provide shade (without compromising the existing open character and vistas to the hills and City and retaining the flexibility of an open area for the programming of activity).
- Strengthen the perimeter plantings with River Red Gums (*Eucalyptus camaldulensis*) and other suitable indigenous species, with additional strengthening emphasis along the Fullarton Road and Wakefield Road edges.
- Create avenue plantings where appropriate particularly along the Halifax Street/Fullarton Road pathways.
- Where appropriate, retain the exotic feature plantings within the old racecourse grounds, in particular the Dragon’s Blood Tree (*Dracena draco*).
- Retain the *Brachychiton* sp. planted along Fullarton Road – though these are outside of the Park (and thus City) boundary necessitating liaison with Burnside City Council.
- Recognise and interpret the 1889 Arbor Day plantings south of the creek.

#### 4.3 Built Form

- Restrain built form to the presence of:
  - » The Victorian Heritage Listed Grandstand and associated, complementary structures, i.e. the Ticket Booth, Kiosk and wrought iron Entrance Gates;
  - » Investigate the retention of the Bookmakers League building and the adjoining Grandstand Entrance Façade which are

described in the Victoria Park Grandstand Conservation Plan as an “important piece of 20th Century design by architects Pointer and Glover” which provides a “finely proportioned and detailed entrance statement addressing Fullarton Road”;

- » Additionally these complement the wrought iron entrance gates, providing a unified composition of former horse racing infrastructure, highly suited to adaptive reuse and interpretation of the site’s racing heritage;
- » This group of elements, together with the Heritage Listed Grandstand, also provide a strong and rich identity for the park.

- Apart from the Victorian Heritage Listed Grandstand, the retention of the other structures should be subject to justifiable restoration costs and viable, compatible uses being found.
- Remove the Horse Racing Track fence.
- Remove the large colour-bond shed inside the race track (at the northern end) currently used by Prince Alfred College.
- Remove and replace existing toilets with attractive public facilities designed in accordance with Council’s Crime Prevention Through Environmental Design Policy, situated in the following locations
  - » eastern side of playing fields (adjacent to or as part of the sports changerooms);
  - » western side of playing fields (adjacent to or as part of the sports changerooms);
  - » within the Heritage Grandstand; and
  - » at the southern end of the Park in association with the wetland, interpretive facility and kiosk.
- Provide two sports changerooms, one on either side of the central ovals.
- Provide a number of shelters around the park (especially between the playing fields) for use by sporting participants, spectators and casual recreational use
  - » These shelters must be well designed, aesthetically pleasing and demountable/relocatable to suit multiple user and seasonal requirement configurations.

#### 4.4 Heritage

- Continue the restoration of the Victorian Heritage Listed Grandstand and provide a formal, complementary setting, one that is most likely to facilitate its long term use as a grandstand, thereby guaranteeing its future maintenance and care.
- Recognise and creatively interpret the heritage significance of the:





- » former racing use, including the Heritage Listed Grandstand and associated retained natural and built features;
  - » the past location of the race track;
  - » 1889 Arbor Day plantings; and
  - » Olive groves in the north-western corner.
- The significance of the site to the Kaurua community should also be appropriately recognised, as determined by that community.

- Include a Kaurua Heritage/Bush Tucker Trail in the semi-natural area at the southern end of the Park.
- A comprehensive and integrated interpretation plan for the Park should be developed prior to implementation of the Master Plan.

#### 4.5 Biodiversity

- The area contains a diversity of remnant native vegetation, including species of State conservation significance (*Stipa gibbosa*), species that are rare on the Adelaide Plains (*Wurmbea dioica* and *Hypoxis*

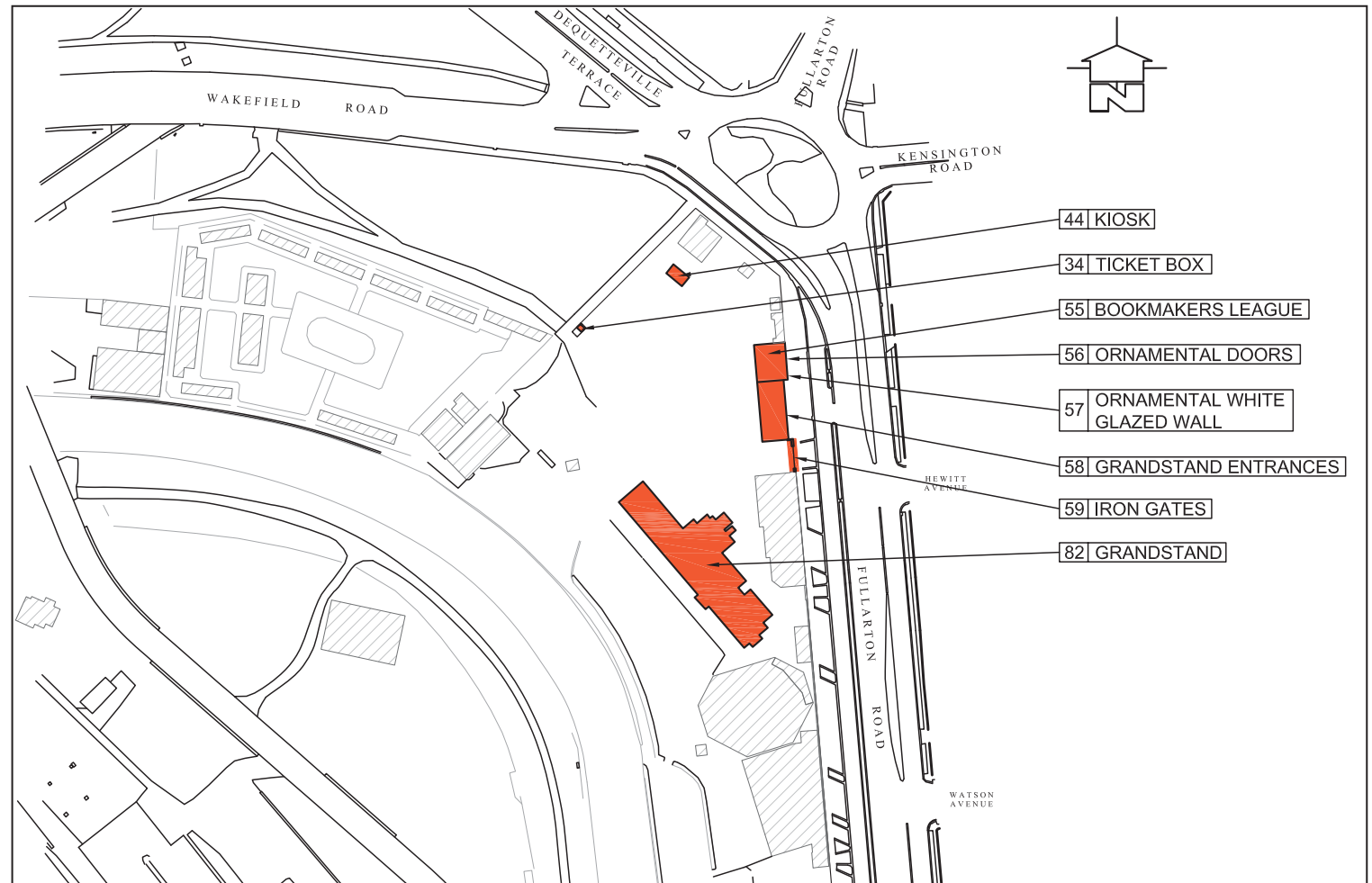


Figure 2 – Victoria Park / Bakkabakkandi – Buildings for retention

glabella) and those that are rare in the Park Lands (*Wurmbea dioica*, *Calostemma purpureum* and *Hypoxis glabella*).

- The remnant native plants found within the park must be conserved and managed.
- At present these plants are located amongst and adjacent to playing fields. The proposed expansion of these fields will possibly impact upon their management through turf grass invasion, over-watering and changes in adjacent soil levels leading to changed micro-climatic conditions.
- If these plants cannot be managed in their current location, consideration should be given to re-locating them further south to the semi-natural area of the park. Every effort shall be made to maintain these plants in their present location.
- Appropriate professional advice should be sought and implemented regarding the conservation and management of the native flora and fauna.
- Provide interpretive information to encourage understanding and appreciation of the park's remnant native vegetation.
- See Section 13 for interim management actions.

#### 4.6 Events

- The Park is highly suitable for a range of community based recreation and sporting activities.
- Support the staging of mass participation community sporting activities such as the Masters Games, Police and Fire Games, Golden Oldies and University Games.
- The Victorian Grandstand setting, with the open space in front of it and the proposed new adjoining community plaza, is a suitable venue for a range of community oriented events such as:
  - » Sports, in particular cycling and pedal prix;
  - » School sporting carnivals;
  - » One-off special sporting events eg State Amateur sporting finals in baseball, cricket, basketball, volleyball, frisbee etc;
  - » Small concerts;
  - » Cinema in the Park;
  - » Garden Festivals;
  - » Cultural Festivals; and
  - » Other compatible community uses.
- Any use must recognise the ongoing use of the park for motor sport, in particular the presence of the car track, associated

infrastructure and the required set up and pull down periods for the event.

- Any use must also recognise the close proximity and need to minimise disturbance to the neighbouring residential areas, especially the most densely populated areas west of the park. However, occasional one-off major events should be considered by Council on merit.

#### 4.7 Other uses/facilities

- The park should provide for a culturally diverse range of activities and gathering places, including the southern, semi-natural area.
- Identify opportunities for utilising the internal lower section of the Heritage Listed Grandstand (including kitchen/catering facilities) to support the Park's purpose, including community sporting and recreation use.
- Provide a multi-purpose cycling, running track that passes close to the front of the heritage listed grandstand (which may extend to also use a portion(s) of the existing car track). This track must meet the needs of the specific cycling and pedal prix communities and is desirable to be 1.25 km in length and 10m wide.
- Retain a large open grassed area directly in front of the Heritage Listed Grandstand for the use of a range of organised community sports and informal recreation. This should be maintained to a high quality to be used as a premium surface.
- The existing Annual Sporting Licences for certain playing fields within the Park (Prince Alfred College, Christian Brothers College and the Southern Soaring League) should be continued.
- The term of these licences may be extended to three or five years if this use is compatible with the long term management directions for the Park.
- Rationalise and possibly re-locate (within the Park) some of the existing licensed sporting fields to provide a much larger space for the programming of activities/events by Adelaide City Council.
- Both renewals of existing sporting licences/leases and new applications for additional sporting licences/leases should be assessed on merit and whether they are compatible with broader management objectives for the Park.
- A specific management model that considers the tenure, maintenance and programming of the Park's facilities should be developed to ensure effective management of this important community resource.
- Permit lighting for playing fields but avoid light spill onto residential areas.





- Provision of facilities for equestrian activities such as jumping, dressage, cross country and polo should be considered, as part of the multi-purpose facilities.
- Create an informal, nature based, contemporary adventure playground at the southern end of the park to complement the semi-natural character of the area; including such facilities as:
  - » A flying fox;
  - » Alternatively designed swings;
  - » Small scale climbing structures;
  - » Overwater decking; and
  - » Logs and boulders.
- Create a more conventional playspace within or adjacent to the Community Plaza.
- Extend and upgrade the current 'sweat track' facility to include 'stations' around the entire perimeter of the park.
- The presence of a small café/kiosk would enliven the area, ideally associated with the Victorian Grandstand or a refurbished Bookmakers League building, which has the added benefit of 'street frontage'.
- Investigate the provision of a small kiosk to service the picnic and wetland area at the southern end of the Park.
- Investigate the provision of a new Petanque piste facility adjacent to the Victorian Grandstand and/or retain the existing facility off East Terrace.
- Refer to master plan for details of proposed community facilities and space.

#### 4.8 Access/Paths

- Reconsider and improve connections without the constraints of the horse track.
- Create a number of formal entrances to the Park, particularly in the vicinity of the Victorian Grandstand, Fullarton Road/Greenhill Road intersection, Halifax Street and Wakefield Road.
- Provide a network of shared use paths which facilitates access across and to all areas of the Park.
- Heavily used areas and paths should be well lit.
- Retain the east-west Halifax Street connector.
- A perimeter path should be provided.
- The wetland should be well connected and include a boardwalk across/or decking out into this feature.

- The Adelaide Park Lands Trail should continue to travel through the Park on the eastern side as it currently does, linking with adjacent parks.
- A 4km long soft surface running/walking track should be included which links up with the historic Elm Avenue in adjacent Tuttanga (Park 17).
- A 2km cross country circuit should also be identified. This need only be identified through markers and does not require a dedicated track.
- Refer to master plan for details of proposed path networks.

#### 4.9 Car Parking

- Parking should be provided for three levels of use:
  - » Casual Park Use
    - on surrounding roads only – with parking restrictions to deter commuter parking and facilitate short term community use of the park;
  - » Medium sized sporting or community activities
    - using supplementary/overflow parking 'on park' adjacent Fullarton Road - using permeable surfaces; and
  - » Large Scale events
    - Inside park on grass or track surface as required.
- Any parking on grassed areas should be subject to suitable ground conditions.
- Encourage the SA Motor Sport Board to move the Clipsal 500 event parking currently amongst the trees at the end of Angas Street further into the park on an open grassed area.
- Formalise and rationalise the parking on Beaumont Road through an upgrade and delineation of parking bays to maximise available space and utilising permeable surfaces where possible.
  - » In doing so the extent of hard surface can be reduced by extending the re-landscaped central section that currently divides Beaumont Road.
- In conjunction with Burnside City Council, create a formal kerb along Greenhill Road, remove the fencing, formalise the parking and create a pedestrian pathway.

#### 4.10 Dog Off-Leash Area

- Short Term
  - The current off-leash area is defined by the horse track fencing. When this is removed, and until the Community Plaza and wetlands are constructed, the dog off-leash area should be defined as the

whole park, excluding the area south of the existing creek line (excepting when sporting activities or events are being held within the Park).

- Long Term  
Redefine the current dog off-leash area to include the whole of the park except for the Community Plaza and the area south of (and including) the wetlands (except when sporting activities or events are being held within the Park).

#### 4.11 Lighting

- The following areas should be lit:
  - » Premium Playing Field;
  - » Halifax Street – Fullarton Road Pathway;
  - » Community Plaza; and
  - » The remaining playing fields as required in the future.

#### 5.0 Master Plan Overview

The Master Plan (Appendix 1 to this CLMP) has been developed using the above Guiding Principles and Management Directions as well as the Cultural landscape Assessment for this Park (Appendix 2 to this CLMP).

##### Introduction/Context

The Park lends itself to a range of community activities due to its accessible open space, proximity to the CBD, availability of parking, facilities, size and picturesque location.

##### Current uses include:

- School sports
- Football, soccer and cross country carnivals
- Pedal Prix
- Prologue event for the Classic Adelaide Car Rally
- Clipsal
- Model plane flying
- Horse Trials
- Community recreation activities such as use of the exercise trail, dog walking and running.

Consultation with key stakeholders was undertaken to explore the possible future of Victoria Park within the context of the South Australian Jockey Club (SAJC) vacating the site. The draft Master Plan is informed by the consultation findings and looks to build on and reinforce the existing site features and functions to encourage greater and more diverse use of the park for community based activities. Whilst the park may be used for mass participation events such as

SAPSASA sporting carnivals, Pedal Prix, Masters Games or University Games, it is equally important to ensure access to the park for a variety of everyday individual recreation pursuits.

##### Landscape character

The open space character and long vistas to the Adelaide foothills provide identity to Victoria Park within the context of the Adelaide Park Lands. The edges of the park are reinforced by extensive plantings of River Red Gums (*E. camaldulensis*) and Blue Gums (*E. leucoxylon*) which assist in enclosing and defining the Park.

##### Built Form

The majority of built structures in Victoria Park / Bakkabakkandi are old and dilapidated and do not contribute to the many active uses of the park by the community and licence holders. The result of the SAJC leaving the site will be that many of the buildings and fencing dominating the north-eastern corner of the site will be redundant and ultimately removed allowing new possibilities and uses for the site. Removal of this redundant infrastructure will greatly improve public access to the Park.

##### Vision

The draft Master Plan has been developed in line with a set of Council endorsed guiding principles. In addition, the project team propose the following vision for the improvement of Victoria Park/Bakkabakkandi.

‘To create a vibrant, flexible and sustainable recreational open space within the iconic Adelaide Park Lands, supporting a variety of community activities whilst preserving the unique landscape and heritage qualities of the site.’

##### Design Themes

Community use of Victoria Park / Bakkabakkandi for a wide variety of recreation activities drives the Master Plan. Multiuse recreation amenities support a range of users including school sports, sporting clubs, individuals and mass participation sporting and recreation activities.

Existing landscape qualities such as the sense of open space and vistas to the hills are retained, whilst planting of the park edges is substantially reinforced. New trees and understory build on the existing ecology of the site to achieve a rich biodiversity that is educative, attractive and sustainable. Improvements are made to the site’s biodiversity, with the wooded urban forest character strengthened. Stormwater is retained within a wetland in the south, offering opportunities for discovery, interpretation, revegetation and education whilst linking walking trails to the wider Park path network.





An additional layer of exploration and adventure is established through experiences of the urban wilderness, nature trails, boardwalks and cultural gathering spaces.

#### Park Precincts

The draft Master Plan considers the site in four precincts.

- Precinct 1 (Woodland Recreation) reinforces connections with adjacent Park Lands and provides a strong site identity particularly along Fullarton and Wakefield Roads.
- Precinct 2 (Community Recreation and Sport) is a flexible recreation and sporting precinct which is designed to foster a variety of community based activities.
- Precinct 3 (Heritage Listed Grandstand and Premium Field) incorporates an informal plaza, gathering space and entrance axis along with securing a future for the heritage listed grandstand.
- Precinct 4 (Special Events) looks to take advantage of the existing Clipsal infrastructure for a broader range of community uses year round.

These improvements will contribute towards a revitalised Victoria Park as one of the Adelaide Park Lands best used venues for community Park Land recreation activities, building onto existing uses and introducing new ones. At the same time, the biodiversity and ecological value of the park will be increased by new plantings and adoption of contemporary park management techniques that support water conservation and ecological sustainability. Realisation of the Master Plan will also contribute to the blueprint for responsible management of the wider Adelaide Park Lands that realises their world class value.

### 6.0 Implementation

The Master Plan should be implemented progressively in the following packages, with packages 1 to 4 receiving priority.

#### Package 1

- Removal of agreed buildings, structures and site remediation
- Selected pathways
- Majority of trees

#### Package 2

- Sportsfields and premium playing field (including toilets and changerooms)

#### Package 3

- Recreation facilities – including playgrounds and extended sweat track

#### Package 4

- Community Plaza

#### Package 5

- Wetland and educational/interpretational facilities

#### Package 6

- Grandstand understorey adaptive re-use

Note all packages include an integrated public art and interpretation component.

Council has set aside the following amounts for the implementation of the Master Plan:

- \$1.1m in its current (08/09) Business Plan & Budget;
- \$1.5m in its Long Term Financial Plan for the 09/10 financial year;
- \$0.3m in its Long Term Financial Plan for the 10/11 financial year; and
- \$0.3m in its Long Term Financial Plan for the 11/12 financial year.

In addition, Council has also allocated \$250k to be spent on the ongoing refurbishment of the Victorian Heritage Listed Grandstand for the current (08/09) financial year and in its Long Term Financial Plan for the following two years (09/10 and 10/11).

It should be noted that significant additional funding beyond this current commitment will still be required to bring the Victorian Heritage Listed Grandstand to a useable standard in order to permit public use and access.

#### Performance Targets

- A more versatile, accessible and attractive park setting primarily aimed at meeting the needs of casual park users and regular sporting and recreational users.
- A safe park.
- Biodiversity levels are improved.
- Heritage is recognised and interpreted.
- The park design and maintenance requirements and levels are environmentally sustainable.

#### Performance Measurements

Performance will be measured against feedback from the:

- Adelaide Park Lands Authority; and
- Community in general through Council's established City Users Surveys.





## Part B – Background

## PART B - BACKGROUND

### 7.0 Overview of Historical Changes to the Park

Prior to white settlement the area would have been a large flat expanse of Grey Box and SA Blue Gum Woodland.

Horse racing in what is now Victoria Park began soon after settlement. The first races however took place near what is now Thebarton. While no race track is shown on Colonel Lights' survey map of 1837, a map drawn in 1839 by John Arrowsmith does show a rudimentary course for what came to be known as the 'Old Course'.

Council first sanctioned the use of the park for horse racing in 1855 but recognised that it had no power to consent to the erection of a permanent grandstand.

The first lease for horse racing in Victoria Park was issued in 1864 and covered the vast majority of the park. Subsequent leases excluded the centre of the track and also outlying areas, ie only the track and racecourse grounds in the north-eastern corner were leased.

From the 1850s through to the late 1870s Victoria Park was also used (in addition to horse racing) for light grazing and firewood collection. It was not fenced until the late 1880s and by this time most of the indigenous vegetation had been effectively removed (Jones,2007).

The first olive trees were planted in the north-western corner of the park in 1872.

Sometime in the 1880s the park number '16' began to be used for the park and appears on maps drawn in the 1890s. The numbering system was based on the section numbers, which for Victoria Park is S6016.

In 1897 the 'Old Course' was re-named Victoria Park Racecourse by Council as part of Adelaide's Queen Victoria's Diamond Jubilee celebrations.

The White Poplar grove situated between the race track and the creek was planted in 1953 in an attempt to improve a low lying swampy area.

Originally, Beaumont Road, from the corner of South Terrace and East Terrace, followed the curve of the racecourse in the south-western corner of the park and intersected the corner of Greenhill and Fullarton Roads. A re-alignment in 1963 resulted in its current alignment. Following this re-alignment the southern end of the park, beyond the old Beaumont Road (which was previously part of what was then known simply as Park 17, became known as 16A.

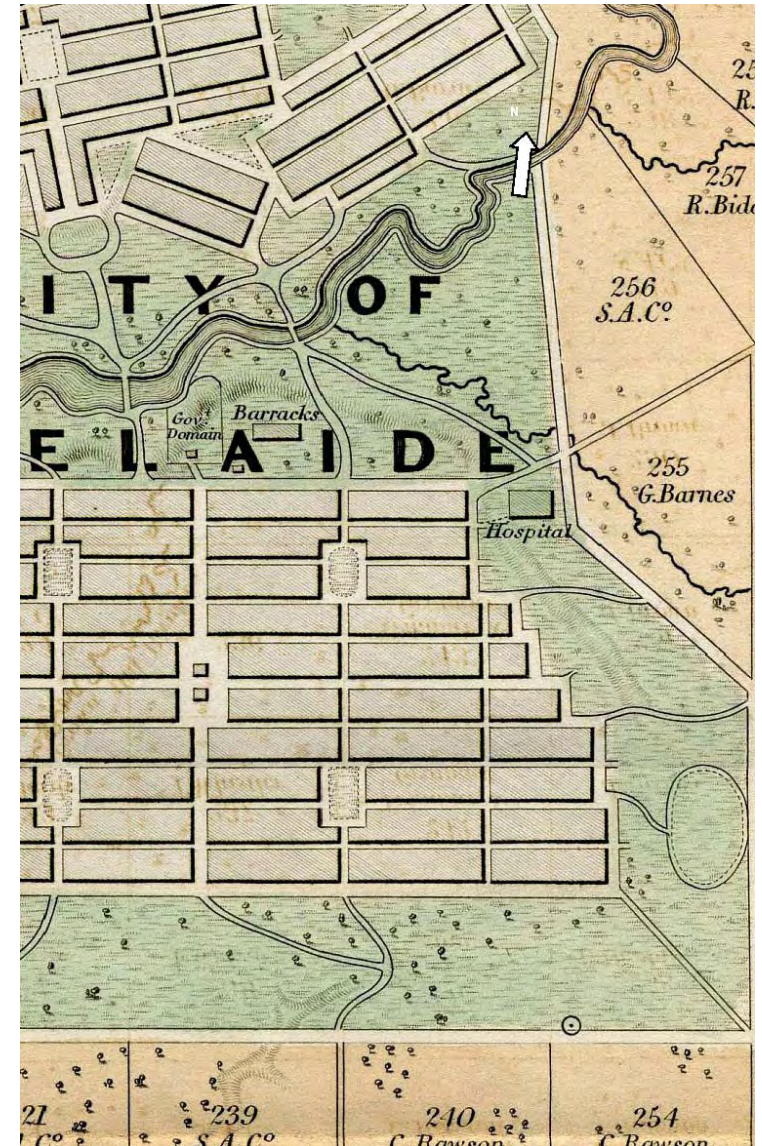


Figure 3 – Victoria Park / Bakkabakkandi – Early representation of Race Course  
The earliest known representation of the Victoria Park Racecourse, shown on a map by John Arrowsmith drawn in 1839.



Figure4–VictoriaPark/Bakkabakkandi–Comparison of historic and current aerial maps  
The aerial photograph on the left is from 1936 the right from 2007.

## 8.0 Tenure and Management Framework

Management Area	Victoria Park / Bakkabakkandi is bounded by Fullarton Road, Greenhill Road, Beaumont Road, East Terrace and Wakefield Road				
Tenure	Title reference	Parcel reference	Land Owner	Custodian	Comment
	CR5707/712	S6016	Crown in the right of the State	The Corporation of the City of Adelaide	Main parcel
	CR5766/799	S1199	Crown in the right of the State	The Corporation of the City of Adelaide	Old Beaumont Road corridor
	CR5766/801	S6030	Crown in the right of the State	The Corporation of the City of Adelaide	Closed portion of current Beaumont Road (Greenhill Road end)
	CR5766/800	S6029	Crown in the right of the State	The Corporation of the City of Adelaide	Closed central portion of current Beaumont Road
Lease/Licence Details	<p>South Australian Jockey Club lease expired on 31 August 2004. A monthly 'Holding Over' arrangement in place until 31 April 2008. Currently an 'exit strategy' is being negotiated.</p> <p>Prince Alfred College currently holds an Annual Sporting Licence for three soccer/cricket ovals.</p> <p>Christian Brothers College currently holds an Annual Sporting Licence for a 1.8 hectare oval.</p> <p>The Southern Soaring League holds a licence to fly model aeroplanes in the centre of the Park.</p>				
Buildings	Tenure	Owner/licence holder		Description	
	Expired Leased	At the completion of the SAJC obligations under the former indenture, the ownership of any improvements pass to Council		Victoria Park Racecourse Complex	
	Expired Leased			Victorian Grandstand – State heritage Place	
	N/A	Council		Toilets – northern end	
	N/A	Council		Toilets – southern end	
	Lease	Prince Alfred College		Sports Store Rooms, steel shed – northern end	
Purpose for which land is held	Adelaide City Council holds this land for the benefit of the community. Victoria Park / Bakkabakkandi is managed in accordance with the Park Lands Management Strategy and this Management Plan for informal and formal recreation and sporting use.				
Native Title Status	The Kurna People have submitted a Native Title Claim over various Crown Titles within the Adelaide City Council. It has been recognised by the Federal Court of Australia that there is a case to answer. The Kurna Claim has only progressed to various hearings within the Courts. The claim is not ready to progress to mediation at this stage. As a result of the Kurna interest in the Park Lands, the Kurna people are consulted during the CLMP process.				

Table 1 – Victoria Park / Bakkabakkandi – Tenure and Management Framework

## 9.0 Details of Park Boundary

The eastern boundary of Victoria Park, which is also the City boundary, aligns with the red brick wall fronting Fullarton Road. The boundary then runs south along the back (western or park side) of the car park adjacent Fullarton Road.

Further south, opposite Grant Avenue, an area of what appears to be Park Lands protrudes eastwards towards Fullarton Road. From old maps this appears to have been the site of an old car park. This area falls within the jurisdiction of Burnside City Council and is maintained by that Council.

At the southern end of the Park, the City (and park) boundary follows the existing fenceline, with the car parking between the fence and Greenhill Road being the responsibility of Burnside City Council



Figure 6 – Victoria Park / Bakkabakkandi – Boundary detail, eastern  
Eastern Boundary shown in red, area east of line falls outside of Park and City Boundary.



Figure 5 – Victoria Park / Bakkabakkandi – Boundary detail, upper eastern  
Upper Eastern Boundary of Park and City shown in red, follows brick wall and then southwards along the back of the car park adjacent Fullarton Road.



Figure 7 – Victoria Park / Bakkabakkandi – Boundary detail, southern  
Lower Eastern and Southern Boundary of Park and City shown in red. Parking along Greenhill Road occurs outside of City Boundary.



## 10.0 Legislative Requirements for Management Plans

Local Government Act 1999

196 – Management plans

- (1) A council must prepare and adopt a management plan or management plans for its community land if—
  - (a) the land falls within the ambit of section 194(1)(b) or (c); or
  - (b) the land is, or is to be, occupied under a lease or licence; or
  - (c) the land has been, or is to be, specifically modified or adapted for the benefit or enjoyment of the community.
- (1a) The Adelaide City Council must prepare and adopt a management plan for the Adelaide Park Lands.
- (2) A single management plan may apply to one or more separate holdings of community land.
- (3) A management plan must—
  - (a) identify the land to which it applies; and
  - (b) state the purpose for which the land is held by the council; and
  - (c) state the council’s objectives, policies (if any) and proposals for the management of the land; and
  - (d) state performance targets and how the council proposes to measure its performance against its objectives and performance targets; and
  - (e) in the case of the management plan for the Adelaide Park Lands—
    - (i) provide information on any arrangements or restrictions on public use of any part of the park lands, or on movement through the park lands; and
    - (ii) provide specific information on the council’s policies for the granting of leases or licences over any part of the park lands.
- (4) If a management plan relates to land that is not in the council’s ownership, the council must consult with the owner of the land at an appropriate stage during the preparation of the plan and the plan must—
  - (a) identify the owner of the land; and
  - (b) state the nature of any trust, dedication or restriction to which the land is subject apart from this Act; and
  - (c) contain any provisions that the owner reasonably requires and identify those provisions as provisions required by the owner.

- (5) A management plan—
  - (a) should (as far as practicable) be consistent with other relevant official plans and policies about conservation, development and use of the land; and

Example—

The management plan should be consistent with strategic plans affecting development of land in the relevant area and with statutory or other official policies for protecting the State heritage, or for encouraging recreational or sporting activities, or for fostering tourism.

  - (b) must contain any special provisions required under the regulations.
 

Example—

The regulations may for example contain special provisions relating to the management of the Adelaide Park Lands for inclusion in the relevant management plans.
- (6) In the event of an inconsistency between the provisions of an official plan or policy under another Act and the provisions of a management plan under this Act, the provisions of the official plan or policy prevail to the extent of the inconsistency.
- (7) A council must have a management plan for community land in its area (if required)—
  - (a) if the land was owned by the council or was under the council’s care, control and management at the commencement of this Part—within five years after the commencement of this Part; or
  - (b) if the land is acquired or placed under the council’s care, control and management after the commencement of this Part—as soon as practicable after the requirement for the plan arises.
- (8) The Adelaide City Council must have a management plan under this section for the Adelaide Park Lands within 2 years after the adoption of the first Adelaide Park Lands Management Strategy under the Adelaide Park Lands Act 2005 unless the Governor, by regulation, allows an extension of time.
- (9) In this section—
 

Adelaide Park Lands means the Adelaide Park Lands under the Adelaide Park Lands Act 2005, but does not include any land constituting a road (or part of a road).

Adelaide Park Lands Act 2005  
Division 2—Management plans  
19—Adelaide City Council

- (1) The Adelaide City Council must ensure that its management plan for community land within the Adelaide Park Lands under Chapter 11 of the Local Government Act 1999 is consistent with the Adelaide Park Lands Management Strategy.
- (2) The Adelaide City Council must, before it releases its proposed management plan, or a proposed amendment to its management plan, for public consultation under the Local Government Act 1999, consult on a draft of its proposal with—
  - (a) the Minister; and
  - (b) the Authority; and
  - (c) any State authority or adjoining council that has a direct interest in the matter; and
  - (d) to the extent that paragraph (c) does not apply—any government department or agency, or any council, specified by the Minister.
- (3) The Adelaide City Council must undertake a comprehensive review of its management plan for community land within the Adelaide Park Lands at least once in every 5 years.

Other relevant legislation

- Development Act 1993 and Adelaide (City) Development Plan and Park Lands PAR (yet to be approved by the Minister)
- Environment Protection Act 1993
- National Parks and Wildlife Act 1972
- Native Title Act 1994
- Native Vegetation Act 1991
- Natural Resources Management Act 2004

#### 11.0 Relevant Council Policies

- Built Heritage Management Policy
- Children's Play Spaces Policy
- Community Safety Strategy 2003-2007
- Companion Animal Policy
- Environment Policy
- Indigenous Consultation Protocol
- Integrated Movement Strategy
- Light-n Up City Recreation and Sport Plan

- New Directions: Strategic Management Plan 2004-2007
- On Street Parking Policy and Operating Guidelines
- Park Land Olive Management Plan
- Park Lands Signage Plan
- Public Art Policy – Watch this Space
- Public Communication and Consultation Policy
- Public Convenience Policy
- Recreation and Sport Park Lands Facilities Policy

#### 12.0 Adelaide (City) Development Plan – Relevant Excerpts

The Adelaide (City) Development Plan establishes the legislative requirements for development in the City (including the Park Lands), under the Development Act. Victoria Park / Bakkabakkandi is in Eastern Park Lands Policy Area 34.

This Policy Area also comprises Ityamaitpinna (Park 15).

Desired Character

The desired character for the Policy Area is comprised of:

- (a) formal and informal outdoor recreation activities with sporting grounds set amongst dense woodland plantings of local native species;
- (b) Victoria Park being used for informal and formal recreation within a large open sports field surrounded by the Victoria Park Racecourse and remnant peripheral woodland planting; and
- (c) Glover Playground retained in the south-western corner of Park 15.

OBJECTIVE

Objective 1: Development that strengthens, achieves and is consistent with the desired character for the Policy Area.

PRINCIPLES OF DEVELOPMENT CONTROL

Land Use, Built Form and the Public Environment

Development should strengthen, achieve and be consistent with the desired character for the Policy Area.

Development may include the following:

- (a) Informal Recreational Area;
- (b) Formal Recreational Area;
- (c) Victoria Park Racecourse contained within its existing site boundaries;





- (d) Special Events, within the area marked A as shown on Maps Adel/52, 57 and 58, where they do not require the erection of additional permanent structures; and
- (e) Cafés where they:
  - (i) are ancillary to the use of the Park Lands;
  - (ii) provide a range of goods and services for the users of activities in the Park Lands, and where such goods and services are otherwise not conveniently located;
  - (iii) do not increase the building footprint; and
  - (iv) do not become more visually prominent, but enhance its setting.

Other than the State heritage listed Victoria Park Grandstand, the replacement of existing buildings by well designed pavilions and structures which are sensitively sited and complementary to the park character and which do not result in an increase in total floor area is desirable.

Buildings which become superfluous to racecourse functions and the associated sports fields should be removed in order to reinforce the open character of the park.

Additional permanent buildings should not be developed unless enabling the removal of superfluous buildings.

Temporary stands and facilities are appropriate in association with Special Events where they will not result in permanent damage to the surfaces or character of the Park Lands. The setting up for the event and the dismantling after the event should be done in an expeditious manner.

The undergrounding of all utility services is encouraged to enhance the open character of the Policy Area.

#### Planting Character and Landscape

The Policy Area contains a tributary of First Creek which runs into Parks 13 and 14, and the Botanic Gardens. The banks of this creek and its tributary in Park 15 should be re-graded to improve safety and amenity and planted with local native species. The variation in landform and Park Land feature provided by the creek should be acknowledged in its planting character.

Management of stormwater should be achieved through the laying back of creek banks and the introduction of swales and trash racks where appropriate.

Existing sports grounds should be retained and enhanced by additional perimeter woodland planting of local native species.

The Victoria Park Racecourse is the most significant element of the Policy Area character. The open character of the park should be retained and the peripheral woodland planting of local native species should be maintained and reinforced.

Items of significant landscape interest include:

- (a) a central row of Peppercorn trees and Eucalypts along the tributary and Wakefield Road in Park 15;
- (b) the Olive Grove between the tributary and East Terrace in Park 15;
- (c) the dominant groups of Eucalypts at the northern, southern, western and Fullarton Road edges of Park 16;
- (d) the Olive Grove in the north western corner of Park 16;
- (e) the avenues of trees along the cycle paths of Park 16;
- (f) the Glover Playground; and
- (g) the remnant native vegetation to the area south of Victoria Racecourse.

These trees should be retained to maintain the environmental character of those parts of the Policy Area.

#### Car Parking and Access

In any development, it is desirable that the extent of car parking in the Policy Area should be reduced.

Vehicular access associated with the racecourse function should be retained with the principal entrance being off Wakefield Road.

Car parking on the inner racecourse track area should only be permitted when races and special events are conducted at Victoria Park Racecourse. Car parking should be limited to the area south of the cycle track which extends in an easterly direction from Halifax Street. Car parking should be permitted in the designated car parks along the Fullarton Road frontage to the Policy Area.

#### STATE HERITAGE PLACE

Street No. Street Name Description of Place Certificate of Title

13661 Fullarton Road Grandstand, Victoria Park Racecourse 5707/712



### 13.0 Topography, Water and Soils

Topographically the park is described in the Cultural Landscape Assessment as a 'bowl' with low limestone rises around its perimeter.

There are two watercourses through the Park

- Park Lands Creek runs through the southern part of the Park from east to west flowing into Tuttingga (Park17).
- Botanic Creek runs south to north along the western side of the Park starting at the corner of Halifax Street and East Terrace. At this point it is a drainage channel lined in stone. The creek flows north and from the Angas Street/East Terrace corner has eroded soil banks. Another drainage channel drains into the creek from under Angas Street at this junction between Angas Street and East Terrace.

Natural drainage lines also existed across the park from the vicinity of Parkstone Avenue, Dulwich to Halifax Street and from Alexandra Avenue towards Wakefield Road. Both of these have been diverted underground with the latter now emerging under the car track near the chicane

Soil type is heavy red brown clay to red brown clay.



