



INFRASTRUCTURE AND PUBLIC WORKS COMMITTEE AGENDA & REPORTS

for the meeting

Tuesday, 15 August 2023

at 7.30 pm

in the Colonel Light Room, Adelaide Town Hall

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Members – The Right Honourable the Lord Mayor, Dr Jane Lomax-Smith
Councillor Couros (Chair)
Councillor Elliott (Deputy Chair)
Councillors Abrahamzadeh, Davis, Giles, Hou, Li, Martin, Noon, Dr Siebentritt and Snape

1. Acknowledgement of Country

At the opening of the Infrastructure and Public Works Committee meeting, the Chair will state:

‘Council acknowledges that we are meeting on traditional Country of the Kurna people of the Adelaide Plains and pays respect to Elders past and present. We recognize and respect their cultural heritage, beliefs and relationship with the land. We acknowledge that they are of continuing importance to the Kurna people living today.

And we also extend that respect to other Aboriginal Language Groups and other First Nations who are present today.’

2. Apologies and Leave of Absence

Apologies -

Councillor Elliott

3. Confirmation of Minutes - 25 July 2023

That the Minutes of the meeting of the Infrastructure and Public Works Committee held on 25 July 2023, be taken as read and be confirmed as an accurate record of proceedings.

View public 25 July 2023 Minutes [here](#).

4. Reports for Recommendation to Council

- | | | |
|-----|---|--------|
| 4.1 | NAGC Draft Master Plan and Mini Golf - Update | 3 - 7 |
| 4.2 | M2R revitalisation – Pitt Street | 8 - 20 |

5. Closure

NAGC Draft Master Plan and Mini Golf - Update

Strategic Alignment - Enabling Priorities

Public

Tuesday, 15 August 2023
Infrastructure and Public Works Committee

Program Contact:

Mike Philippou, Associate Director Strategic Property & Commercial

Approving Officer:

Tom McCready, Director City Services

EXECUTIVE SUMMARY

The North Adelaide Golf Course (NAGC) is located within Possum Park / Pirtawardli (Park 1) and has three golf courses that can accommodate a variety of skill levels. In 2018 a NAGC Draft Master Plan was prepared which proposed a significant redevelopment in the Park Lands.

On 24 July 2018, Council resolved to defer the consultation to allow for engagement with Kaurna and ultimately, it was decided not to proceed with the Master Plan approach and instead the Administration are proposing a staged investment into the Golf Course.

Mini Golf was identified as an alternate format that would have minimal disruption to the current offering and has the potential to capture those people who are not yet engaged in the sport. A Mini Golf facility will appeal to a diverse demographic and supports increased participation and activation within the Park Lands.

On 4 July 2023, a report was presented to the City Planning and Business Affairs (CPDBA) Committee which was as a response to a Motion on Notice dated 13 December 2022, including a presentation on the Mini Golf Business Case.

The CPDBA Committee noted the Business Case and resolved to defer the item to enable Council Members to be provided with information pertaining to the 2018 NAGC Draft Master Plan.

On the 27 July 2023, a project update was presented to Kadaltilla/Adelaide Park Lands Authority followed by a Workshop presentation on the 2018 NAGC Draft Master Plan to CPDBA Committee on 1 August 2023.

The purpose of this report is formally close out the 2018 Draft NAGC Master Plan and outline the proposed approach to engage with Council on the Mini Golf proposal.

RECOMMENDATION

The following recommendation will be presented to Council on 22 August 2023 for consideration.

THAT THE INFRASTRUCTURE AND PUBLIC WORKS COMMITTEE RECOMMENDS TO COUNCIL:

THAT COUNCIL

1. Resolves not to progress the North Adelaide Golf Course Draft Master Plan prepared in 2018 as presented to the City Planning, Development and Business Affairs Committee on the 1 August 2023.
 2. Notes that based on the feedback received from Kadaltilla/Adelaide Park Lands Authority and City Planning, Development and Business Affairs Committee, investigations will be carried out to address the feedback namely:
 - 2.1. Mini Golf Business Case
 - 2.2. Cultural Heritage Assessment
 - 2.3. Design Principles
 - 2.4. Concept Design and materiality.
 3. Notes that workshops will be held with Kadaltilla and City Planning, Development and Business Affairs Committee to progress discussions on the Mini Golf proposal
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IMPLICATIONS AND FINANCIALS

City of Adelaide 2020-2024 Strategic Plan	<p>Strategic Alignment – Enabling Priorities, Thriving Communities and Dynamic City Culture</p> <p>Golf and golfing activities have alignment to several Strategic Objectives given it delivers increased participation in health and wellbeing activities, Park Lands visitation a financial return and operating surplus.</p>
Policy	<p>The Community Land Management Plan (CLMP) for Possum Park / Pirltawardli (Park 1) is supportive of Mini Golf, confirmed at Kadaltilla on 26 May 2022. The CLMP (Park 1) Chapter 8:</p> <p>1.3.18 Support the progressive upgrade and increased usage of the North Adelaide Golf Links golf courses, clubhouse and supporting facilities to improve their viability and use and broadening of opportunities for social activity and other sporting activities. (RP16).</p> <p>The CLMP also recognises the Kaurna cultural heritage significance of the site now occupied by the Par 3 Course.</p>
Consultation	<p>Consultation with Kaurna has been undertaken through the preparation of the Cultural Heritage Assessment (CHA) Report. It is proposed to incorporate the key recommendations from this report into the project as appropriate. A Mini Golf Kaurna Advisory Committee has been formed and will be engaged throughout the process.</p>
Resource	<p>Internal Design and Project Management resources will be required to progress with future proposals.</p>
Risk / Legal / Legislative	<p>Risks associated with the proposal would be identified and managed within the agreed project's governance structure.</p> <p>A Cultural Heritage Management Plan (CHMP) will be prepared as per the key recommendation from the CHA Report.</p>
Opportunities	<p>This is an opportunity to develop diverse places, and facilities for all types of city residents and visitors. This will enable the Adelaide Park Lands to be further leveraged to promote health, wellbeing, and lifestyle experience.</p>
23/24 Budget Allocation	Not in relation to this report
Proposed 24/25 Budget Allocation	Not in relation to this report
Life of Project, Service, Initiative or (Expectancy of) Asset	Not in relation to this report
23/24 Budget Reconsideration (if applicable)	Not in relation to this report
Ongoing Costs (eg maintenance cost)	Not in relation to this report
Other Funding Sources	Not in relation to this report

DISCUSSION

1. The North Adelaide Golf Course (NAGC) is located within Possum Park / Pirltawardli (Park 1) and has three golf courses that can accommodate a variety of skill levels. A detailed locality plan of the NAGC can be viewed at Link 1 view [here](#).
2. In 2018 a NAGC Draft Master Plan was prepared which proposed a significant redevelopment in the Park Lands.
3. Noting the high cost to implement, and the impact the proposal would have on culturally significant land along the Riverbank, it was decided not to proceed with the Draft Master Plan in its current form.
4. In 2021 Administration reviewed the Draft Master Plan in the context of the 2020 - 2024 Strategic Plan and current operating environment to understand what opportunities remained and Council workshops were held to ascertain Council's view.
5. Through these discussions and in consultation with Golf Australia it was determined that a more effective approach was to progress through a staged plan, that would broadly prioritise the following four key projects in this order, each to be supported by separate Business Cases.
 - 5.1. Mini Golf.
 - 5.2. Existing Clubhouse Renewal/Upgrade.
 - 5.3. Driving Range Options.
 - 5.4. Golf Course upgrade/works/reconfiguration.
6. It was considered that each initiative would contribute to the financial sustainability of the Golf Course overtime and be assessed individually on their merits.
7. A report was presented to the City Planning and Business Affairs (CPDBA) Committee on 4 July 2023, providing a detailed overview of:
 - 7.1. The Mini Golf Business Case (responding to a Motion on Notic request).
 - 7.2. A summary of the Cultural Heritage Assessment report and key recommendations.
 - 7.3. The site analysis and Design Principles prepared by City Collective, in consultation with internal stakeholders, to ensure the development of the Concept Plan takes into consideration the unique qualities of the Park Lands.
8. The CPDBA Committee noted the Business Case and resolved to defer the item to enable the Committee to be provided with information pertaining to the 2018 NAGC Draft Master Plan.
9. On 27 July 2023 Kadaltilla was presented with a project update. The key areas of feedback included proposed materiality of the mini golf course, the project implementation, and its interface with the precinct.
10. On 1 August 2023, a detailed overview of the 2018 NAGC Draft Master Plan was provided to the CPDBA Committee.
11. It is proposed, noting the feedback from the CPDBA Committee, to formally close the 2018 NAGC Draft Master Plan.
12. In addition, feedback received from the recent engagement with the CPDBA Committee and Kadaltilla, requested further information relating to the NAGC and Mini golf proposal to assist with deliberations on Mini Golf initiative.

Next Steps

13. It is proposed to engage with Council and Kadaltilla members through future workshops, with the following key objectives highlighted below:
 - 13.1. Mini Golf Business Case
 - 13.2. Cultural Heritage Assessment
 - 13.3. Design Principles
 - 13.4. Concept Design and materiality.
 - 13.5. Interface with pedestrian linkages, cycle paths and car parking within the precinct.

- 13.6. Present a comprehensive overview of the NACG including the health, wellbeing, and social benefits it provides to the community.

DATA AND SUPPORTING INFORMATION

Link 1 – 2018 North Adelaide Golf Course Plan

ATTACHMENTS

Nil

- END OF REPORT -

M2R revitalisation – Pitt Street

Strategic Alignment - Thriving Communities

Public

Tuesday, 15 August 2023

**Infrastructure and Public
Works Committee**

Program Contact:

Mark Goudge, Associate Director,
Infrastructure

Approving Officer:

Tom McCready, Director, City
Services

EXECUTIVE SUMMARY

At its meeting 25 July 2023, Council requested that Administration provide a report to the next Infrastructure and Public Works Committee on the development of projects options associated with the Pitt Street project development including consultation, design outcomes, development timelines and next steps.

RECOMMENDATION

The following recommendation will be presented to Council on 22 August 2023 for consideration

THAT THE INFRASTRUCTURE AND PUBLIC WORKS COMMITTEE RECOMMENDS TO COUNCIL:
THAT COUNCIL:

1. Notes that extensive consultation has been undertaken for the Pitt Street upgrade.
 2. Approves the continuation of the Pitt Street project with the two-way design as presented at the Infrastructure and Public Works Committee meeting on 25 July 2023 and detailed in Attachment A to Item 4.2 on the Agenda for the meeting of the Infrastructure and Public Works Committee held on 15 August 2023.
 3. Notes the Award of Contract for the Pitt Street Project will be presented to the City Finance and Governance meeting on 19 September 2023.
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IMPLICATIONS AND FINANCIALS

City of Adelaide 2020-2024 Strategic Plan	Strategic Alignment – Thriving Communities
Policy	
Consultation	Pre-construction stakeholder consultation has been undertaken in 2017, 2022 & 2023. Stakeholder engagement will continue through the construction period.
Resource	City of Adelaide have engaged URPS to undertake pre-construction stakeholder consultation in 2022 and 2023.
Risk / Legal / Legislative	<p>Council has received written objection to the use of Section 32 of the <i>Road Traffic Act 1961</i> (SA) for the closure of one lane in the southern section of Pitt St. The author of this objection has reserved their right to pursue legal proceedings if Council commences this process.</p> <p>There is an existing Partnership Agreement between the Minister for Housing and Urban Development and The Corporation of The City of Adelaide. This funding agreement expires on 30 June 2024. Any deviation from the agreement will need to be reconsidered by Renewal SA.</p>
Opportunities	Completion of works will mark the final stage of the Market to Riverbank program completing the link between the Riverbank and Adelaide Central Markets.
23/24 Budget Allocation	<p>2023/24 Business Plan and Budget</p> <ul style="list-style-type: none"> - Major Projects funding of \$1.9m, including Joint funding contribution (50%-50%) between City of Adelaide and Renewal SA - Asset renewal funding of \$0.41m for pavement, kerbing and stormwater
Proposed 24/25 Budget Allocation	Not as a result of this report
Life of Project, Service, Initiative or (Expectancy of) Asset	30 years
23/24 Budget Reconsideration (if applicable)	If the project is delayed by undertaking additional consultation, then works will not be completed in 2023/24.
Ongoing Costs (eg maintenance cost)	Not as a result of this report
Other Funding Sources	Joint funding CoA and Renewal SA

DISCUSSION

Background

1. The Market to Riverbank link project commenced in 2017 and is a joint investment project between the City of Adelaide and the State Government (through Renewal SA) to upgrade Bank Street, Leigh Street, Topham Mall, Bentham Street and lastly Pitt Street.
2. To date, 4 of the 5 street sections have been completed with Bentham Street finalised in January 2023, and only Pitt Street remaining.
3. As the program is being delivered in partnership with Renewal SA all scoping decisions have been jointly agreed and supported by both parties.
4. The focus of the Market to Riverbank link is to provide a key city connection, promote economic vitality and enhance each laneway’s character with flexible public spaces.
5. All segments will feature upgrades that include new paving, lighting, trees, landscaping, street furniture, public art and a program of to enable activation.

Development Options

6. During the progression of the Market to Riverbank program (2017-2023), the ability to deliver to the project objectives have been challenged through an escalation of pricing. Several factors have impacted this including the significant rise in inflationary construction costs. As such, considerations have been made throughout the design process to ensure minimal impacts on utility service relocation costs due to installation of trees, stormwater systems, bollards and public lighting.
7. It is worth noting all design changes are reviewed against the project objectives, and then assessed to determine budget impacts due to the diminishing value of the existing budget and the impacts this will have on the final scope and outcome delivered to the community.
8. Following the meeting of the Infrastructure and Public Works Committee on 25 July 2023, the City of Adelaide met with Renewal SA on 26 July 2023 to discuss the Pitt Street project and the committee’s feedback.
 - 8.1. Renewal SA remain supportive of the decision as approved by the Market to Riverbank Project Control Group on 5 May 2022 to proceed with maintaining 2-way traffic flow.
 - 8.2. In addition, Renewal SA emphasised that any deviation from this approach will need to be reconsidered by Renewal SA with scope, timing and budget implications to be considered.

Consultation

9. In 2017 initial consultation was undertaken on concept drawings that included a partial 1-way street component. Care Park strongly objected to this proposal via written correspondence from their Lawyers, noting, detrimental effect on their client’s business and projected significant financial loss.
10. Due to project delays caused by COVID-19, the initial consultation was undertaken again in 2022 (Link 1 - 2022 consultation report – view [here](#)), through URPS, based on a partial 1-way south bound concept. Meetings were held with 11 key stakeholders.

Supportive	Neutral	Unsupportive
Adelaide Central Markets	Her Majesty’s Theatre	Care Park
Care Park	Anderson’s Lawyers	U Park – City of Adelaide
Department for Infrastructure and Transport		
Hotel Metropolitan		
Infinity Community Solutions		
Pitt Street Café		
Reconciliation SA		
Uniting Communities		

11. Although the majority of stakeholders were neutral or supportive of the proposed 1-way street, Care Park re-affirmed their initial position that any consideration of 1-way traffic restrictions was not supported. It was also noted throughout the consultation process that the Grote Street carpark owned by Council will be detrimentally impacted by introducing a partial 1-way Street at Pitt Street, preventing northbound flow of traffic from the car park and access to Franklin Street.
12. Based on the commentary and overarching position found through consultation, and feedback received, a meeting was held between CoA and Renewal SA on 5 May 2022 where it was agreed to proceed with maintaining 2-way traffic flow, but at a restricted road lane width.
13. In June 2023, in unison with tendering the design documentation, CoA undertook a final round of consultation on the proposed 2-way design (Link 2 - 2023 consultation report – view [here](#)). Letters were distributed to all key stakeholders within the street, including offering the opportunity for stakeholders to meet with Council’s Project Manager and URPS, of which, 5 stakeholder meetings were held.

Supportive	Neutral	Unsupportive
Uniting Communities Care Park	Hotel Metropolitan	Her Majesty’s Theatre (Adelaide Festival Centre) UCity Apartment Residents

14. Concerns raised by Her Majesty’s Theatre centred around potential commercial impacts on their loading and unloading practice during ‘bump in and bump out’ for performances. These are currently being worked through to ensure where practical adequate provisions are in place during these times.
 - 14.1. The design, as tendered, includes a new at grade pavement adjacent Her Majesty’s Theatre loading area, which will ensure easier access for loading activities along with removal bollards allowing simpler and safer road closures.
15. UCity Residents requested additional pedestrian access and reduced vehicular traffic and believe a 1-way operation will help achieve this.
 - 15.1. A meeting was held with residents on 8 June 2023. It was attended by approximately 25 - 30 residents (82 were invited).

Design changes following Stakeholder Consultation Outcomes

16. Design outcomes were based on key themes and risks identified through the engagement process. These key themes and risks included the following:
 - 16.1. Maximise Greenery where possible.
 - 16.2. Additional on street parking including request for 2 disabled bays to serve Uniting Communities residents along with improved loading zone facilities to service Metropolitan Hotel deliveries.
 - 16.3. Removal of steep kerbs created during the development of Her Majesty’s Theatre, to improve pedestrian safety and vehicle loading.
 - 16.4. Additional space for outdoor dining request by Pitt Street Café and Metropolitan Hotel.
 - 16.5. Footpath accessibility with easier access including less Street furniture and ease to get out of cars with a suitable footpath finish.
17. The resultant 2-way design features include:
 - 17.1. A balance of pedestrian, cycling and vehicular traffic and improved safety for all street users, mitigating potential conflicts and complex vehicular manoeuvres.
 - 17.2. 20km/h speed zone.
 - 17.3. Improved pedestrian safety and amenity by providing areas to accommodate existing and increased pedestrian volumes in the future.
 - 17.4. Slows vehicles by reducing the road width, providing a ‘shared-space feel’, reducing volumes of through-traffic that do not have a destination within the street, while maintaining vehicular access to all businesses in the street from both directions.
 - 17.5. A wide footpath along the eastern side of Pitt Street of 4.7m (increased from the current 1.6m) to cater for an expecting rise in foot traffic along the street.
 - 17.6. Removable bollards to facilitate whole of street activation.

- 17.7. Improves opportunities for street activities including outdoor dining and small to medium sized events by providing sufficient spaces with improved amenity and traffic calming targeted at the southern end of Pitt Street.
- 17.8. Provision of greening such as tree planting and landscape improvement which meets the State Government and City of Adelaide key strategic goals, as per the Market to Riverbank Link objectives.
- 17.9. Provides accessible public parking spaces adjacent Uniting Communities.
- 17.10. Provides for loading zone for all businesses in the street.
18. Investigating changing the road configuration from its current 2-way operation to a 1-way configuration will invoke the following:
 - 18.1. Section 32 of the *Road Traffic Act 1961 (SA)*. This involves public consultation with each ratepayer abutting the road which will likely bring objection from Care Park. This process can be anticipated to take approximately 6 months to complete with risk of legal challenge to the plan.
 - 18.2. Revised Traffic Impact Statement provided by DIT. Assessment of any changes of the street will result in DIT process being re-started, with a likely revision of the proposed 20km/h speed reduction.

Next Steps

19. If Council endorse the current 2-way proposal it is anticipated construction works will commence in October 2023 with forecast completion in 2023/24.
20. If CoA are required to investigate a 1-way alternative, it is anticipated a 6-12 month delay in the overall delivery of the project and an escalation in costs based on the below impacts:
 - 20.1. Re design - 3 months
 - 20.2. Section 32 – approx. 6 month process from final design
 - 20.3. DIT Approval (Traffic Impact Statement) – 6 weeks from final design
 - 20.4. Renewal SA approval
 - 20.5. Re tendered works – 3 months
 - 20.6. Internal approvals

DATA AND SUPPORTING INFORMATION

Link 1 – 2022 Engagement Report Pitt Street Initial Concept

Link 2 – 2023 Engagement Report Pitt Street Finalise Design

ATTACHMENTS

Attachment A – Pitt Street Concept Design Pack

- END OF REPORT -

MARKET *to* RIVERBANK

Pitt Street Concept Design

July 2023

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CONNECTING
OUR CITY

The Market to Riverbank project is a joint venture between Adelaide City Council and Renewal SA's Vibrant Adelaide initiative.



RenewalSA
people • partnerships • progress



Attachment A

PITT STREET

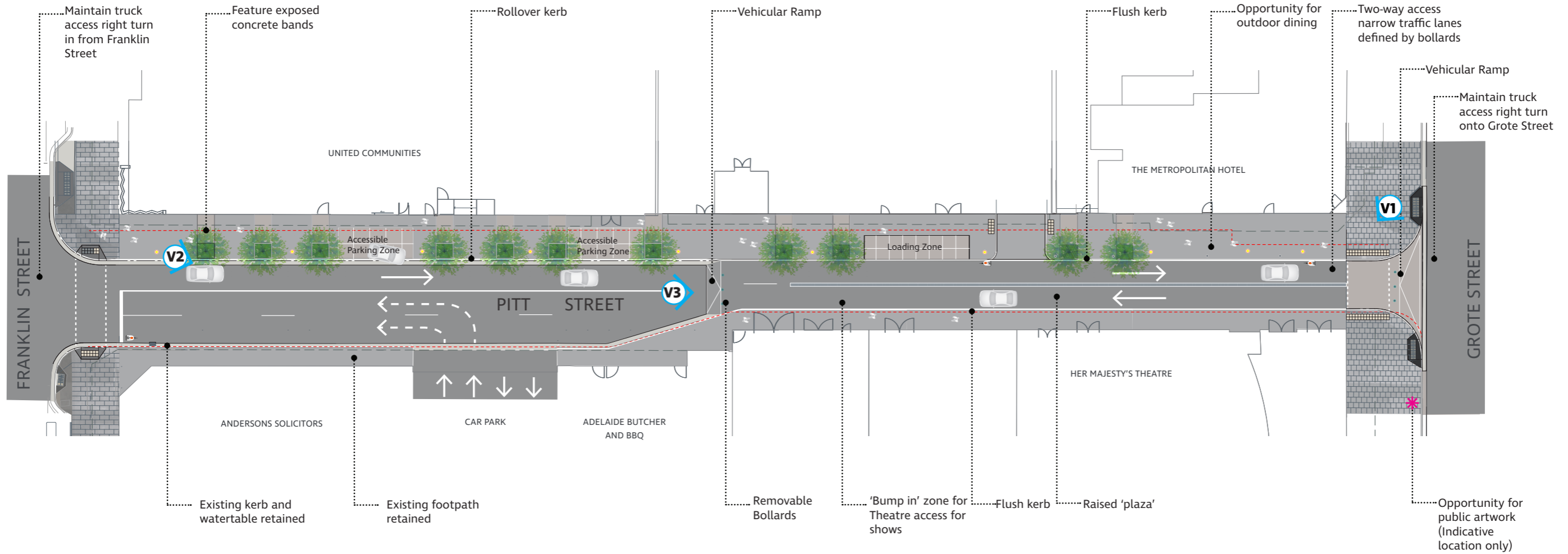
Concept Design

*The Upgrade of Pitt Street is the final section of the Market to Riverbank link:
A series of connected laneways linking the Adelaide Central Market and the
Riverbank, promoting economic vitality and enhancing each street's unique
character.*

*The vision for Pitt Street is to create a comfortable, accessible street, by calming
traffic and providing a safe, pedestrian-friendly environment, rejuvenating the
street and providing the opportunities for street activation such as outdoor
dining and events.*

PITT STREET

Concept Design - Plan



LEGEND

- New tree planting with understorey planting
- Existing kerb alignment
- Drainage grate
- Existing building awning
- Bollards (indicative only)
- Light poles (indicative only)
- Removable bollards (indicative only)

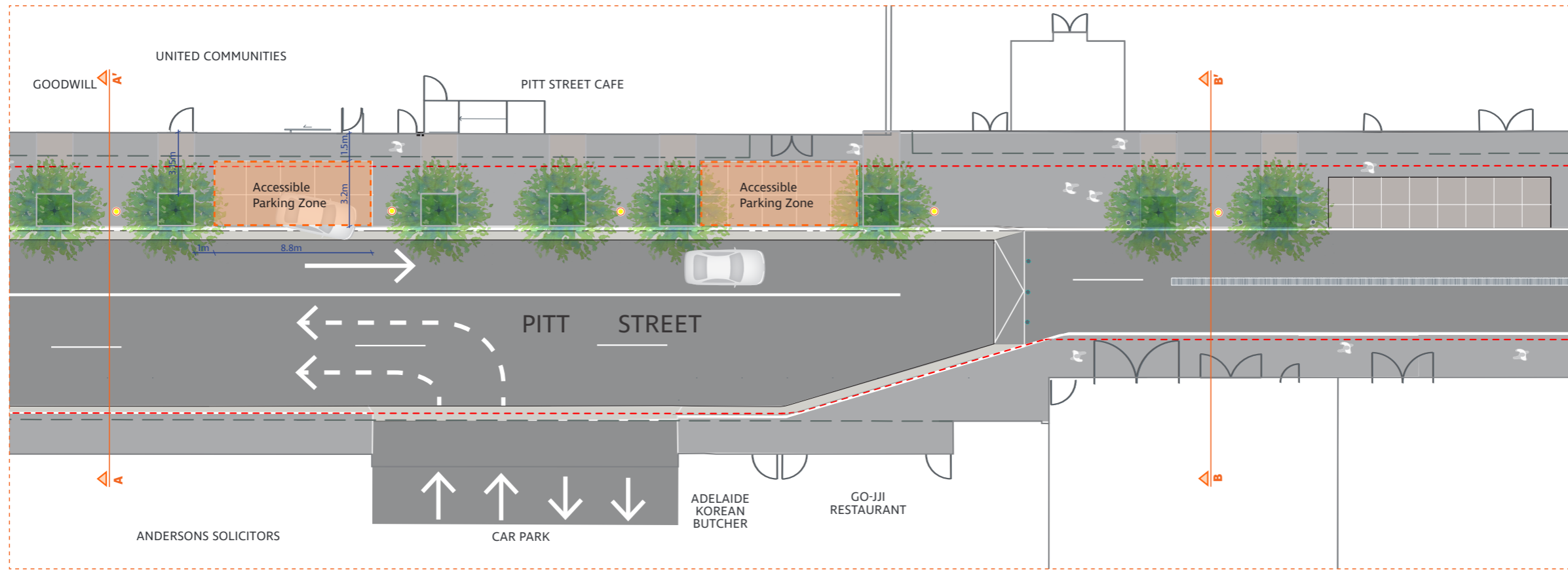
V2 View 1, View 2, View 3
See Artist's Impressions on pages 4-7



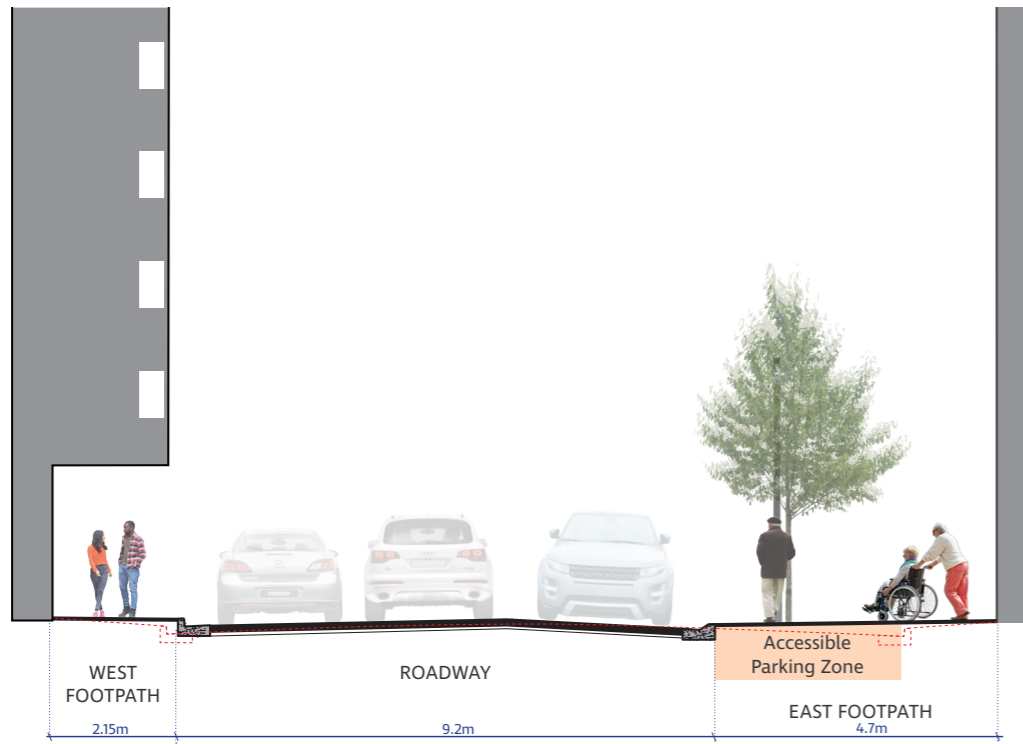
CONNECTING
OUR CITY

PITT STREET

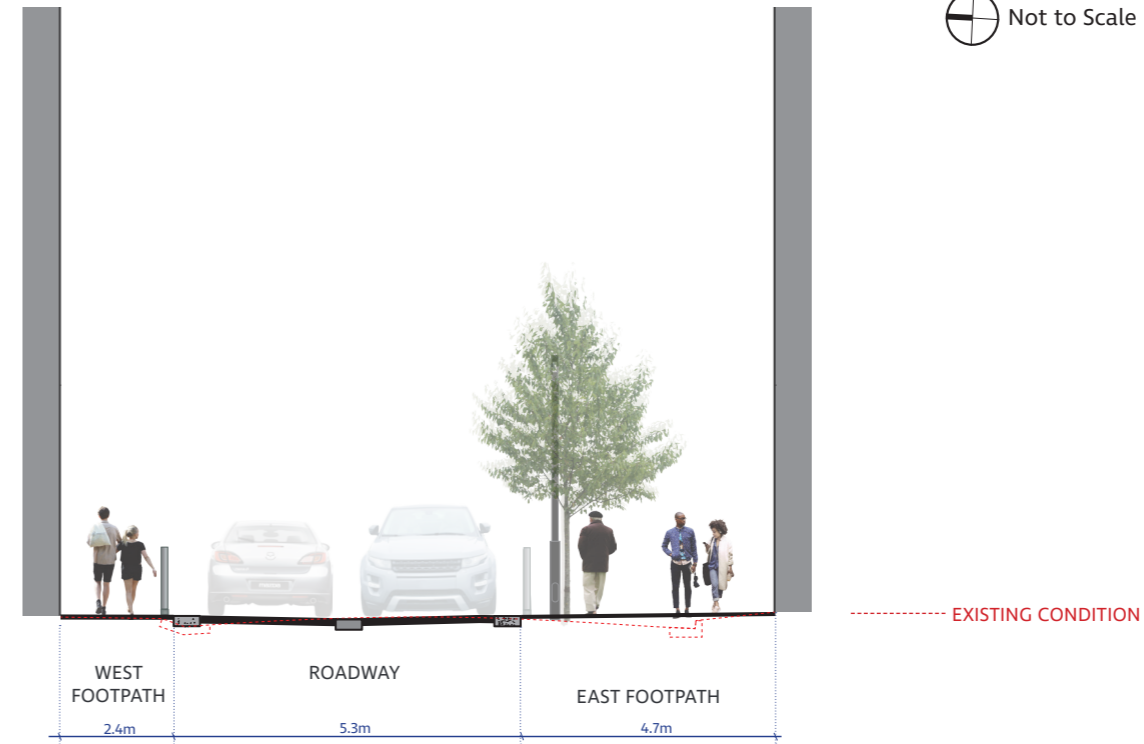
Concept Design - Detail Plan and Sections



⊕ Not to Scale



Section AA' Looking North
N.T.S



Section BB' Looking North - 'Plaza'(at-grade)
N.T.S

The Market to Riverbank project is a joint venture between Adelaide City Council and Renewal SA's Vibrant Adelaide initiative.

PITT STREET

Concept Design - Artist's Impression



to
**MARKET to
RIVERBANK**



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The Market to Riverbank project is a joint venture between Adelaide City Council and Renewal SA's Vibrant Adelaide initiative.



PITT STREET

Concept Design - Artist's Impression



to
**MARKET
RIVERBANK**



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PITT STREET

Concept Design - Artist's Impression - *Day-to-Day*



to
**MARKET
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PITT STREET

Concept Design - Artist's Impression - Activation



to
**MARKET
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