

Kadaltilla

Mini Golf Project Update

Thursday, 27 July 2023
Board Meeting

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Public

Purpose

The purpose of this report is to provide an update on the proposal to develop a Mini Golf facility within the Par 3 course footprint located at Possum Park / Pirltawardli (Park 1).

The proposal was first presented to Kadaltilla / Adelaide Park Lands Authority on 26 May 2022 and since that meeting several actions have been undertaken.

Neale Draper and Associates were engaged to prepare a Cultural Heritage Assessment which included engagement with Kaurna. Overall, the proposal was well received, and key recommendations are outlined within this report.

Consultants have led the development of Design Principles. The formulation of the Design Principles included a review of relevant Council strategies, an analysis of the site, exploration of opportunities for the site and the operational requirements of a Mini Golf facility. By way of summary, the Design Principles are outlined below:

Design Principle #1 – Mini Golf Facility: Create an appealing and entertaining Mini Golf facility and experience for a diverse variety of users that will maximise participation. Provide an inclusive and welcoming facility that can introduce and promote golf to a new audience.

Design Principle #2 – Cultural Heritage: Acknowledge and recognise the Traditional Owners of the land, the Kaurna people, and the historical significance of the site. Celebrate Kaurna heritage and stories through artworks or interpretive site features in consultation with the Kaurna Community.

Design Principle #3 – Site Infrastructure: Ensure that the infrastructure required to support the Mini Golf facility is integrated thoughtfully into its environment. Connect the facility with key destinations and routes within the Park Lands and with its broader surroundings. Facilitate logical and clear wayfinding from the course to and from the Kiosk.

Design Principle #4 – Landscape and Amenity: Be sensitive to the Park Lands environment and respectful towards the land, sky, and water. Respond and protect the existing landscape character and identity of the site. Sensitively integrate the Mini Golf facility into the existing Par 3 course, protecting existing trees and enhancing the customer experience through fostering a connection to the Park Lands. Consider bio sensitive design outcomes that protect existing natural feature and biodiversity whilst achieving a comfortable and attractive environment for Park Land users.

The investigations reveal that the opportunity lies in the ability to ensure that the unique qualities of the Park Land setting are preserved through this Mini Golf proposal. The procurement process will seek to ensure that a specialist Design Team is engaged to prepare a Concept Plan in accordance with the Design Principles.

On 4 July 2023, the City Planning, Development and Business Affairs Committee considered a report on this matter and resolved to defer the item to allow for Council Members to be provided a briefing on the 2018 Draft NAGC Master Plan. The outcome of that briefing is unlikely to have a bearing on the Mini Golf proposal. Council will reconsider the Mini Golf proposal in August.

Recommendation

THAT THE KADALTILLA / ADELAIDE PARK LANDS AUTHORITY ADVISES COUNCIL:

That the Kadaltilla / Adelaide Park Lands Authority:

1. Receives the Design Principles as contained on page 28 in Attachment A to Item 6.2 on the Agenda for the meeting of the Kadaltilla / Adelaide Park Lands Authority held on 27 July 2023, for the purpose of presenting the proposal to Council.
 2. Notes the Kaurna Cultural Heritage Assessment and associated recommendations as contained within Attachment B to Item 6.2 on the Agenda for the meeting of Kadaltilla / Adelaide Park Lands Authority held on 27 July 2023.
 3. Notes the Mini Golf proposal within Possum Park / Pirtawardli (Park 1), and that:
 - 3.1. the next steps include providing a confidential briefing to Council on the 2018 North Adelaide Golf Course (NAGC) Draft Master Plan.
 - 3.2. the Mini Golf Concept Plan will be presented to Kadaltilla prior to initiating the construction phase of the project.
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Implications

<p>Adelaide Park Lands Management Strategy 2015-2025</p>	<p>Adelaide Park Lands Management Strategy 2015-2025</p> <p>Pirltawardli is identified in the Adelaide Park Lands Management Strategy (APLMS) as the 'Golf Links Precinct' with a predominately sport and recreation landscape.</p> <p>The addition of the Mini Golf service offering is considered with the emphasis in the APLMS on broadening the offering of the Park Land and increase use of the park lands.</p> <p>The APLMS also seeks to "Recognise, promote and protect sites of Kaurna cultural heritage significance" as the proposed location is a site of cultural significance for Kaurna, this must also be considered as the proposal progresses.</p>
<p>2020-2025 Strategic Plan</p>	<p>Adelaide Park Lands Authority 2020-2025 Strategic Plan</p> <p>Strategic Plan Alignment – Management and Protection</p> <p>Mini Golf is an activity broadly consistent with the purpose of Kadaltilla's Strategic Plan: "To conserve and enhance the environmental, cultural, recreational, and social importance of the Adelaide Park Lands". Kadaltilla's Strategic Plan also places great emphasis on promoting Kaurna cultural values and as such this must be considered as the proposal progresses.</p>
<p>Policy</p>	<p>The Community Land Management Plan (CLMP) for Possum Park / Pirltawardli (Park 1) is supportive of golfing activity. In accordance with the Community Land Management Plan (Park 1) Chapter 8:</p> <p style="padding-left: 40px;">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>
<p>Consultation</p>	<p>Consultation with Kaurna has been undertaken and the details are outlined within the report.</p> <p>Public Consultation is not legislatively required; however, should Council support the project, the intent is to engage with the community once a draft concept design has been prepared.</p>
<p>Resource</p>	<p>Internal Design and Project Management resources would be required to facilitate the delivery of a project.</p>
<p>Risk / Legal / Legislative</p>	<p>Should the project progress, risks associated with construction delivery would be identified and managed within the agreed project's governance structure.</p> <p>A Cultural Heritage Management Plan (CHMP) will be prepared.</p>
<p>Opportunities</p>	<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>
<p>City of Adelaide Budget Allocation</p>	<p>Should the proposal progress funds will be sought from the Council's Future Fund to support the implementation.</p>

Life of Project, Service, Initiative or (Expectancy of) Asset	The life expectancy of a Mini Golf asset is estimated to be approximately 15 years.
Ongoing Costs (eg maintenance cost)	Maintenance costs have been presented to Council as part of the Business Case.
Other Funding Sources	No other funding sources are proposed.

Discussion

1. On 26 May 2022, Kadaltilla considered a report on the Mini Golf proposal at Par 3 which is located at Pirtawardli.
2. This report addressed the following matters:
 - 2.1. An overview of the performance and participation growth of the North Adelaide Golf Course (NAGC)
 - 2.2. Commentary on the former NAGC Draft Master Plan. Additional context in relation to the 2018 NAGC Draft Master Plan, including the staging plans and costings can be viewed [here](#).
 - 2.3. Identification of Mini Golf as a project that has potential to deliver significant benefits and is in alignment with the City of Adelaide's Strategic Plan.
 - 2.4. Advice from Golf Australia on the benefits that could be delivered through the addition of Mini Golf at Pirtawardli.
 - 2.5. The rationale for the selected location and the strengths associated with the Mini Golf site selection within the Par 3 footprint.
3. The report can be viewed [here](#).
4. At that meeting Kadaltilla made the following recommendation to Council:

"That Kadaltilla / Park Lands Authority:

 1. *Notes the Community Land Management Plan (CLMP) for Possum Park / Pirtawardli (Park 1) is supportive of golfing activity.*
 2. *Notes that engagement will be undertaken with Kaurna community in conjunction with any further design and project considerations.*
 3. *Supports progressing a Mini Golf footprint proposal within Park 1 noting further designs will be presented back to Kadaltilla / Park Lands Authority for consideration.*
 4. *Does not support the inclusion of an additional building, and recommends further consideration given to increased functionality of the existing Kiosk / Restaurant.*
 5. *Recommends further design work should include the review and rationalisation of the existing car park area, opportunities to reduced hard paved areas, and improvements to support greater pedestrian and cyclist access from the CBD."*
5. Further to this decision, and over the past 12 months the following actions have been undertaken:
 - 5.1. Engaged City Collective to assist with preparation of Principal's Project Requirements (PPR) Brief including Design Principles to support the project's procurement process.
 - 5.2. Presented the Mini Golf proposal to the Kaurna Yerta Aboriginal Corporation (KYAC).
 - 5.3. Engaged Neale Draper and Associates to undertake a Cultural Heritage Assessment (CHA) Report, including archaeological and anthropological assessments and consultation with Kaurna.
 - 5.4. An internal staff workshop to ascertain key Council requirements for incorporation into the mini golf proposal.
6. City Collective were engaged to prepare a PPR Brief. This document will contain the Design Principles and a detailed scope of work to be addressed through the procurement process.
7. The formulation of the Design Principles included a review of background material and relevant Council strategies, an analysis of the site, exploration of opportunities for the site and the operational requirements of a Mini Golf facility. The PPR document, including the Design Principles can be viewed in **Attachment A**.
8. By way of summary, the Design Principles are outlined below:
 - 8.1. Design Principle #1 – Mini Golf Facility: Create an appealing and entertaining Mini Golf facility and experience for a diverse variety of users that will maximise participation. Provide an inclusive and welcoming facility that can introduce and promote golf to a new audience.
 - 8.2. Design Principle #2 – Cultural Heritage: Acknowledge and recognise the Traditional Owners of the land, the Kaurna people, and the historical significance of the site. Celebrate Kaurna heritage and stories through artworks or interpretive site features in consultation with the Kaurna Community.

- 8.3. Design Principle #3 –Site Infrastructure: Ensure that the infrastructure required to support the Mini Golf facility is integrated thoughtfully into its environment. Connect the facility with key destinations and routes within the Park Lands and with its broader surroundings. Facilitate logical and clear wayfinding from the course to and from the Kiosk.
- 8.4. Design Principle #4 – Landscape and Amenity: Be sensitive to the Park Lands environment and respectful towards the land, sky, and water. Respond and protect the existing landscape character and identity of the site. Sensitively integrate the Mini Golf facility into the existing Par 3 course, protecting existing trees and enhancing the customer experience through fostering a connection to the Park Lands. Consider bio sensitive design outcomes that protect existing natural feature and biodiversity whilst achieving a comfortable and attractive environment for Park Land users.
9. The investigations undertaken to date have highlighted that the opportunity lies in the ability to ensure that the unique qualities of the Park Land setting are preserved through the Mini Golf proposal. The Design Principles seek to ensure that this will be achieved.
10. This process has also highlighted that there are four areas of focus, to be explored through the development of the Concept Design. The priority areas identified include:
 - 10.1. Site Entry
 - 10.2. Mini Golf Playing Area
 - 10.3. Open Air Hospitality Area
 - 10.4. Shared Space.
11. The areas outlined above can be viewed [here](#).
12. The area delineated as the Mini Golf Playing Area has increased since the previous report to Kadaltilla. The actual Mini Golf Playing Area is still estimated to be 1,500 square metres (as per the previous report) with the remaining area to be dedicated to landscaping, circulation, and refuge areas.
13. The rationale for this is to improve player safety, enhance design flexibility and ultimately ensure that the Park Land setting is maintained.
14. It is important to note that the playing surface will require an artificial treatment. This is because natural grass is not likely to withstand the foot traffic generated by Mini Golf. There are high quality options that can be considered that will be visually pleasing and minimise environmental impact on the Park Lands. This detail will be considered through the design phase.
15. At its meeting on 26 May 2022, Kadaltilla introduced new recommendations as expressed in paragraph 4, sub paragraphs 4 and 5 above. The recommendations relate to the Open Air Hospitality Area and the Shared Space. It is worth exploring those matters further.
16. As the Mini Golf facility will need to cater for a range of events/functions, i.e., children’s birthday parties, corporate events, golf competitions, Christmas parties etc. an Open Air Hospitality Area is proposed. The expectation is that this area remains as flexible as possible and designed to be welcoming to users of the Park Lands more generally.
17. New permanent enclosed structures are not proposed, but rather temporary structures that will support the Mini Golf facility, and always be available for public use. It is anticipated that the proposed structures would be consistent with “Arbours and Pavilions” and “Removable/Temporary Buildings” as defined in the Adelaide Park Lands Building Design Guidelines.
18. The existing Kiosk will continue to be the primary operational hub for the Par 3 and Mini Golf facility; a small service area is required within the Open Air Hospitality Area to ensure that the functioning of the Kiosk is not overwhelmed at peak periods.
19. Careful consideration to the Shared Space needs to be given as it provides access to all services in the area through a variety of transport modes. The preparation of the concept plan will include design improvements to minimise conflict between users and support greater pedestrian and cyclist access. There is no ability, through this project to reduce the hardstand or bitumen area within this space. This area provides access for deliveries to the restaurant, transporting Popeye from the River Torrens for repair work and, importantly for servicing the weir.
20. The potential to re-address this area would only be possible in association with changes to the weir.
21. Neale Draper and Associates were engaged to prepare the CHA. The final report was completed on 22 May 2023 and can be viewed in **Attachment B**.
22. The CHA process included anthropological and archaeological site inspections and consultation with Kaurna representatives, including direct discussions with Kaurna and Council representatives onsite.

23. On 14 February 2023 an archaeological site inspection of the general project area was conducted by the heritage consultants and Kurna representatives and an onsite anthropological consultation was held on 20 February 2023 followed by a workshop at the NAGC on 20 March 2023.
24. The CHA report includes the results of this work as well as the cultural heritage management recommendations from both the Kurna Traditional Owners and heritage consultants.
25. In summary, the report notes that the Mini Golf proposal is located on land that most likely retains a substantial archaeological record of traditional Kurna use as a large-scale camping and ceremonial precinct with a high probability of traditional burials occurring within 1.5 metres depth of the natural surface.
26. As such, should the project proceed, there are processes that will need to be considered in relation to the both the *Aboriginal Heritage Act 1988* and the *Heritage Places Act 1993*.
27. The CHA report also highlights opportunities to celebrate Kurna cultural heritage. Many examples were discussed and include the following:
 - 27.1. Promote Kurna cultural heritage through truth-telling related to the important cultural and historical significance of the native location.
 - 27.2. Provide Kurna cultural themes and historical interpretation in the design of the Mini Golf course as a story-telling opportunity, with a view to extending that to the larger scope of the main golf course and establishing cross-references to other linked places in the City of Adelaide and further afield.
 - 27.3. Enhance and provide more detailed cultural heritage interpretation, public education and awareness,
 - 27.4. Include appropriate Kurna cultural elements of design, symbology, and artwork to provide positive and easily recognisable visual badging for the project, as well as marketing opportunities.
 - 27.5. Provide educational, employment and training opportunities for Kurna, particularly young people looking to the future through participation in and contribution to the project, as well as users of its sporting and cultural interpretation facilities.
28. The key recommendations are outlined below:
 - 28.1. Establish and maintain a Kurna Advisory Committee to participate in the design, planning and implementation process for the project. Kurna members have been nominated to the Mini Golf Advisory Committee and should the project progress, this group will be formalised.
 - 28.2. Guide the project construction and implementation process with an appropriate Kurna Cultural Heritage Management Plan (CHMP).
29. Some of the key opportunities will be included as part of the formation of the Concept Design, whilst others will be more pertinent to the operational aspect of the Mini Golf facility.

Next Steps

30. The following next steps are proposed:
 - 30.1. A report to Council seeking approval on the Design Principles, Procurement Strategy and Business Case in August 2023.
 - 30.2. Subject to Council approval, we would commence the procurement process for a specialist Design Team to prepare a Concept Plan based on the PPR. This process is anticipated to take up to six (6) months.
 - 30.3. Provide an update to Kadaltilla and Council for endorsement on the selected Concept Plan prior to initiating the construction phase of the project.

Attachments

Attachment A – Principal’s Project Requirements Brief

Attachment B – Cultural Heritage Assessment Report

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