

Mini Golf - Project Proposal

Strategic Alignment - Enabling Priorities

Public

Tuesday, 4 July 2023

**City Planning, Development
and Business Affairs
Committee**

Program Contact:

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EXECUTIVE SUMMARY

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. 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.

The Mini Golf facility is proposed at the Par 3 golf course, a location known to be significant to Kaurna. A process of engagement was commenced in late 2022 and the culmination of this process captured in a Cultural Heritage Assessment (CHA) Report. The key recommendations from this report can be integrated into the design and construction processes.

To guide an appropriate design outcome, Architectural consultants City Collective were engaged to assist Council in the preparation of a Principals Project Requirements Brief (PPR) which includes Design Principles. The Design Principles capture the aspirations and key considerations to be addressed through a future design tender process.

Importantly, 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.

Whilst the Mini Golf facility is aligned to several Council strategies and is consistent with the Community Land Management Plan (CLMP), it also provides a revenue generating opportunity for Council.

This report responds to a Motion on Notice approved by Council on 13 December 2022 seeking presentation of a Business Case for consideration.

A Business Case has been prepared that outlines the opportunity, including a detailed assessment of the proposed Mini Golf operation, the key market drivers, risk analysis, and comprehensive financial modelling which demonstrates a financial return for Council.

The Business Case supports the use of the Future Fund to fund this opportunity.

RECOMMENDATION

The following recommendation will be presented to Council on 11 July 2023 for consideration

THAT THE CITY PLANNING, DEVELOPMENT AND BUSINESS AFFAIRS COMMITTEE RECOMMENDS TO COUNCIL

THAT COUNCIL

1. Endorses the Business Case in Attachment A to Item 5.3 on the Agenda for the meeting of the City Planning, Development and Business Affairs Committee held on 4 July 2023.
 2. Endorses the Design Principles as contained in Attachment B to Item 5.3 on the Agenda for the meeting of the City Planning, Development and Business Affairs Committee held on 4 July 2023, for the purpose of initiating a Lump Sum Design Contract Tender process, noting that the Concept Plan will be presented to Council prior to proceeding with a Construction contract.
 3. Approves a budget allocation of \$200,000 for design to be funded from the Future Fund.
 4. Resolves not to progress the North Adelaide Golf Course Draft Master Plan prepared in 2018 noting its financial impact and the impact the proposal would have on culturally sensitive land.
 5. Notes that a project update will be presented to Kadaltilla on 27 July 2023.
 6. Notes the Cultural Heritage Assessment Report and key recommendations to be integrated into the design and construction processes.
 7. Notes that Stakeholder Engagement will be undertaken by way of informing the precinct's key users of the 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>The Mini Golf proposal has alignment to several Strategic Objectives given it delivers increased participation in health and wellbeing activities, Park Lands visitation and returns and operating surplus.</p>
Policy	<p>The Community Land Management Plan (CLMP) for Possum Park / Pirtawardli (Park 1) is supportive of Mini Golf, confirmed at Kadaltilla on 26 May 2022. CLMP (Park 1) Chapter 8: 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>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>Consultation with Kaurna has been undertaken through the preparation of the CHA Report. It is proposed to incorporate the key recommendations from this report into the project as appropriate.</p>
Resource	<p>Internal Design and Project Management resources would be required to facilitate the delivery of a project.</p>
Risk / Legal / Legislative	<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 as per the key recommendation from the Cultural Heritage Assessment 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	<p>Not in relation to this report</p>
Proposed 24/25 Budget Allocation	<p>Subject to Council approval for the Concept Plan, a capital allocation of \$1.8 million to be funded from the Future Fund is proposed and this will be the subject of a future report to Council.</p>
Life of Project, Service, Initiative or (Expectancy of) Asset	<p>The Mini Golf facility has an anticipated minimum life of 15 years.</p>
23/24 Budget Reconsideration (if applicable)	<p>A capital budget allocation of \$200,000 for design will be required and it is proposed to fund this through the Future Fund.</p>
Ongoing Costs (eg maintenance cost)	<p>Mini Golf will deliver an operating surplus from the commencement of the operation with further detailed financial analysis available in Section 12 of Attachment B. The average annual operating surplus is projected to be \$557,000 excluding depreciation (\$1.228m revenue less \$671,000 expenses) and will require an additional 6 FTE.</p>
Other Funding Sources	<p>Not in relation to this report</p>

DISCUSSION

Background

1. The North Adelaide Golf Course (NAGC) is located within Pirltawardli 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](#).
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. As part of its considerations, Golf Australia was commissioned to prepare a report on alternate formats of the game.
5. Mini Golf was identified as an alternate format that would have minimal disruption to the current offering and can capture those people who are not yet engaged in the sport. The nature of Mini Golf construction is such that it can be quite flexible in its land requirements and can complement its surrounds.
6. Therefore, it was determined that the proposed approach is to progress a staged plan, that would broadly prioritise the following four key projects in this order, each to be supported by separate Business Cases.
 - 6.1. Mini Golf.
 - 6.2. Existing Clubhouse Renewal/Upgrade.
 - 6.3. Driving Range Options.
 - 6.4. Golf Course upgrade/works/reconfiguration.
7. To progress a Business Case for Mini Golf, the following actions have been undertaken:
 - 7.1. Commissioned Crafter + Mogford Golf Strategies to expand the Golf Australia Report to provide a Mini Golf feasibility study in late 2021.
 - 7.2. Presented a project overview to Kadaltilla in May 2022. The report can be viewed at [Link 2](#) and the decision at [Link 3](#).
 - 7.3. Commenced engagement with Kaurna. The project was delayed ensuring a comprehensive engagement with Kaurna could be undertaken, this included a presentation to Kaurna Yerta Aboriginal Corporation (KYAC) in late 2022.
 - 7.4. Engaged Neale Draper and Associates in late 2022 to prepare a Cultural Heritage Assessment (CHA) Report which included Kaurna engagement on both archaeological and anthropological matters which was completed in May 2023.
 - 7.5. Appointed Architectural firm City Collective in late 2022 undertake a site analysis and assist Council develop Design Principles that will guide the detailed design process.
8. Kadaltilla supported progressing the Mini Golf proposal within Pirltawardli and recommended that further design work to review opportunities for reduced hard paved areas and improvements to support greater pedestrian and cyclist access from the CBD be undertaken.
9. Kadaltilla resolved not to support the inclusion of new buildings. However, it is worth noting that new, permanently enclosed structures are not proposed, but rather only temporary structures that will support the Mini Golf facility and 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.
10. A presentation was prepared which provides additional background information on the NAGC and the Mini Golf proposal and can be viewed at [Link 4](#).

Business Case

11. A Business Case has been prepared which is a culmination of the work undertaken to date and can be viewed at **Attachment A**.
12. The Executive Summary contained within the Business Case provides a detailed overview of the key considerations in assessing the Mini Golf proposal with the key points outlined below:

- 12.1. The introduction of a Mini Golf facility aligns with several Council Strategies, including, the Strategic Plan, NAGC Sub-Strategy, Active City Strategy, Adelaide Park Lands Strategy, FY23/24 Budget Principles and Draft Finance Strategy and the CLMP for Pirltawardli.
- 12.2. The objective of the Business Case is to analyse the value proposition of adding a Mini Golf service to NAGC to extract maximum value for the community and the City of Adelaide.
- 12.3. In developing the Business Case, expert advice has been received from Golf Australia, Crafter and Mogford and Golf Business Advisory Services (GBAS).
- 12.4. An options analysis was undertaken to determine the ideal scale and location for the proposed Mini Golf facility. It was concluded that the most appropriate option to progress through the feasibility and Business Case was a 3000-5000m² (Large) 18-hole Mini Golf facility, and an associated open air hospitality area (to accommodate family gatherings, birthday parties, corporate events etc) within the existing Par 3 Golf Course located within Park 1
- 12.5. The area by the Par 3 kiosk was selected due to its location being in proximity to car parking, the synergy between the expected users of Mini Golf and existing users of the Par 3 facility and will cause the least disruption to the existing traditional facility at the clubhouse.
- 12.6. The market analysis demonstrates that the proposal will drive increased visitation to the Park Lands with a minimum of 42,500 rounds anticipated to be played per annum.
- 12.7. The construction costs have been explored within the Business Case and take into consideration the construction of the Mini Golf Facility, modifications to the Par 3, open air hospitality requirements and modifications to the Par 3 kiosk.
- 12.8. The financial modelling over a 15-year period demonstrates based on the expected rounds per annum there will be Return on Investment (ROI) of 16% per annum.
- 12.9. Based on the potential return, it is proposed to fund the project via the Future Fund.

Establishment of Design Principles

13. Architectural consultants, City Collective have been engaged to assist Council develop Design Principles. The purpose of which is to ensure that the Mini Golf proposal can reach its potential and drive increased activation and visitation to the Park Lands. Furthermore, they seek to capture the requirements of relevant Council strategies and policies and guide the proposal to ensure that it respects the Park Land setting and Cultural significance of the place.
14. The Design Principles and detailed scope requirements will be incorporated into a Principals Project Requirements Brief (PPR). The PPR will form the basis of selecting an appropriate landscape design team to bring the project to life. The PPR can be viewed in **Attachment B**.
15. By way of summary, the Design Principles are outlined below:
 - 15.1. 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.
 - 15.2. 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.
 - 15.3. 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.
 - 15.4. 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.
16. The process of developing the Design Principles highlighted four areas of focus to be explored through the development of a Concept Plan. The priority areas identified include:
 - 16.1. Site Entry
 - 16.2. Mini Golf Facility

16.3. Open Air Hospitality Area

16.4. Shared Space.

17. The areas above can be viewed on page 26 of Attachment B.
18. The area delineated as the Mini Golf Facility has increased since the project was presented to Kadaltilla in May 2022. The actual Mini Golf playing area is still estimated to be 1,500m² (as per the previous report) with the remaining area to be dedicated to landscaping, circulation, and refuge areas.
19. The rationale for this is to improve player safety, enhance design flexibility and ultimately ensure that the Park Land setting is maintained.
20. It is important to note that the playing surface will require an artificial treatment. This is because natural grass cannot 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 addressed through specifications of product selection. Examples of Mini Golf facilities utilising artificial grass can be viewed at [Link 5](#).
21. As noted in paragraph 9, new permanent structures are not proposed, however as the Mini Golf Facility will need to cater for a range of events/function, an Open Air Hospitality Area is proposed. The expectation is that this area will remain as flexible as possible and designed to be welcoming to users of the Park Lands more generally.
22. 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.
23. 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.
24. The potential to re-address this area would only be possible in association with changes to the weir.

Cultural Heritage Assessment Report

25. In 2022, the Mini Golf proposal was presented to Kadaltilla and KYAC. Feedback from those meetings recommended that engagement with Kurna was required before progressing with the project.
26. Neale Draper and Associates were engaged to prepare a CHA Report.
27. The CHA was completed in May 2023 and can be viewed at [Link 6](#).
28. The CHA process included anthropological and archaeological site inspections and consultation with Kurna representatives, including direct discussions with Kurna and Council representatives onsite.
29. 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.
30. 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.
31. 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 with a high probability of traditional burials occurring within 1.5 metres depth of the natural surfaces.
32. The key recommendations are outlined below:
 - 32.1. Establish and maintain a Kurna Advisory Committee to participate in the design, planning and implementation process for the project.
 - 32.2. Guide the project construction and implementation process with an appropriate Kurna Cultural Heritage Management Plan (CHMP) if ground disturbing works associated with construction might impact buried Aboriginal heritage sites, artefacts or burials that are expected to occur within the project area.

Next Steps

33. Should Council approve to progress the project, the following actions will be taken:

- 33.1. Report to Kadaltilla on 27 July 2023 to provide an update on the project and seek endorsement of the Design Principles.
- 33.2. Finalise the PPR Brief.
- 33.3. Commence the lump sum design contract tender process.
- 33.4. Select specialist Design Team and commence preparation of the Concept Plan.
- 33.5. Establish a Kaurna Advisory Group in line with the CHA Report recommendation.
- 33.6. Engage with Key Stakeholders on the proposal.
- 33.7. Assess the Concept Plan outcomes against the Critical Success Factors within the Business Case.
- 33.8. Present the Concept Plan to Council and Kadaltilla before initiating the construction phase of the project.

DATA AND SUPPORTING INFORMATION

Link 1 – North Adelaide Golf Course Plan

Link 2 – Kadaltilla Report – 26 May 2022

Link 3 – Kadaltilla Decision – 26 May 2022

Link 4 – Committee Workshop Paper – 16 May 2023

Link 5 – Examples of Mini Golf with artificial grass

Link 6 – Cultural Heritage Assessment Report

ATTACHMENTS

Attachment A – Business Case – Mini Golf Proposal

Attachment B – Principals Project Requirements (PPR) Brief

- END OF REPORT -