

Golden Wattle Park / Mirnu Wirra (Park 21W) Community Sports Building Concept Design

Strategic Alignment - Our Community

Public

Tuesday, 3 December 2024
City Community Services and
Culture Committee

Program Contact:

Jennifer Kalionis, Associate
Director City Culture

Approving Officer:

Ilia Houridis, Director City
Shaping

EXECUTIVE SUMMARY

The purpose of this report is to seek Council approval, as landlord, of the Park Lands Community Building Concept Design (Concept Design) for Golden Wattle Park / Mirnu Wirra (Park 21W). This report contains the Administration's analysis of the Concept Design, which demonstrates alignment with the Draft Adelaide Park Lands Community Buildings (Sport and Recreation) Policy.

The provision of a Community Building in Park 21W is consistent with the Adelaide Park Lands Community Land Management Plan and the purpose for which the land is held, including 'providing sporting fields and fit for purpose support facilities'.

On 12 November 2024, Council resolved (in part):

'That Council:

7. *Approves Golden Wattle Park / Mirnu Wirra (Park 21W) and Mary Lee Park (Park 27B) as the first priority Park Lands Community Buildings projects and to receive the 'Park Lands Buildings Upgrades' capital budget allocations for 2024/25 and 2025/26.*
8. *Notes the \$1,763,000 for 'Park Lands Buildings Upgrades' in the 2024/2025 Business Plan and Budget will be re-timed to the 2025/26 financial year at Quarterly Forecast Two (QF2).'*

The Adelaide Community Sports and Recreation Association (ACSARA) is the Lessee of the existing community sports facilities in Park 21W and has committed \$2.55m to redevelop the Community Building in Park 21W.

The proposed redeveloped Community Building will service three large playing fields in Park 21W.

The existing facilities in Park 21W are used by more than 15 community organisations, equating to an estimated 88,000 participants annually. This use will grow as improvements are made. The approximately 1,700 average weekly users of the Park 21W facility include young people between the ages of 6 and 18 and men's and women's teams in the sporting codes of football (AFL), netball, soccer and cricket. In addition to these primary users, the ACSARA sub-lets and hires the facilities in Park 21W to a range of community organisations which are detailed in this report.

As community football is the sporting code with the largest number of participants on a team (18 plus up to four interchange players) and satisfies the requirements of the other sports played in Park 21W, this report refers to the AFL Preferred Facility Guidelines (AFL Guidelines) as a reference point in relation to the Concept Design. This guideline is used in this report contextually to illustrate the provision requirements of a contemporary facility for community sport. References to the AFL Guidelines are as a guide only, and the final decision on the Concept Design rests with Council in its application of the Draft Adelaide Park Lands Community Buildings (Sport and Recreation) Policy, which prevails over any sporting code guideline in Council's decision-making on Park Lands Community Buildings.

The existing Community Building in Park 21W was built in the 1960s, prior to the introduction of standardised building regulations across Australia, and well before legislation was introduced as part of the Disability Discrimination Act which mandated features in buildings. From the 1960s to 2024, Australian building standards have transformed significantly, as have community expectations about once marginalised women's sports, inclusivity, safety and dignity for people living with disability. For example, change rooms in community sports

buildings have evolved from small, utilitarian spaces to larger, inclusive areas designed to meet the needs of a wide range of participants in community sports including women, children, and people living with disability.

Administration acknowledges the ongoing strategic tension between a desire to upgrade the community facilities in Park 21W and maintaining the Adelaide Park Lands as valuable and protected green space. The Concept Design for Park 21W proposes a larger building footprint, which is necessitated by a combination of providing contemporary and fit-for-purpose facilities to service multiple users and playing fields, meeting legislative requirements, and meeting community expectations.

The Concept Design contains two building footprint options. Both options are less than what is recommended in the AFL Guidelines for a local community facility servicing three ovals. The options respond to the typical usage patterns of the facilities in Park 21W, with the flexibility to adapt to multiple sports.

Option B contains slightly larger floor areas of specific building elements in recognition of the number of users and user groups that utilise the community sports facilities in Park 21W, and regarding the community room, reflects what is currently provided.

Further reports relating to the management and detailed design of the Community Building in Park 21W will be presented to Council in 2025.

RECOMMENDATION

The following recommendation will be presented to Council on 10 December 2024 for consideration

THAT THE CITY COMMUNITY SERVICES AND CULTURE COMMITTEE RECOMMENDS TO COUNCIL

THAT COUNCIL

1. Approves the Park Lands Community Building Concept Design for Golden Wattle Park / Mirnu Wirra (Park 21W), incorporating floor plan Option B, as contained in Attachment A to Item 5.2 on the Agenda for the meeting of the City Community Services and Culture Committee held on 3 December 2024.
 2. Notes that the Administration will present further reports on the management and detailed design of the Community Building in Golden Wattle Park / Mirnu Wirra (Park 21W).
-

IMPLICATIONS AND FINANCIALS

City of Adelaide 2024-2028 Strategic Plan	Strategic Alignment – Our Community A key action of the Strategic Plan is to ‘ <i>enable community led services which increase well-being, social connections and participation in active lifestyles, leisure, recreation and sport.</i> ’
Policy	<u>Adelaide Park Lands Management Strategy (2015-2025)</u> Strategy 1.4 - Support activation of the Park Lands by upgrading and enhancing buildings and structures responsive to their park setting Strategy 1.6 - Strengthen the role of the Park Lands as a regional destination for competitive sport and a variety of active and passive forms of recreation <u>Adelaide Park Lands Community Land Management Plan (CLMP)</u> The CLMP for this park supports the leasing of this Community Building and adjoining playing fields and the provision of sporting fields and fit-for-purpose support facilities. <u>Draft Adelaide Park Lands Community Buildings (Sport and Recreation) Policy</u> The Park Lands Community Building Concept Design (Concept Design) for Golden Wattle Park / Mirnu Wirra (Park 21W) has been developed in accordance with this Draft Policy.
Consultation	The Concept Design for Park 21W was developed in consultation with the Adelaide Community Sports and Recreation Association (ACSARA).
Resource	This project will be undertaken within current operational resources.
Risk / Legal / Legislative	Not as a result of this report.
Opportunities	This project enables a redeveloped Community Building to fulfil its intended purpose of supporting community sport while facilitating broader community benefit through facilities that are accessible to all Park Lands visitors.
24/25 Budget Allocation	The City of Adelaide (CoA) 2024/25 Business Plan and Budget includes: <ul style="list-style-type: none"> • \$2.173 million in Capital, New and Upgrade • \$100,000 - Golden Wattle Park / Mirnu Wirra (Park 21W) – Community Sports Building (detailed design) CoA’s Buildings Asset Management Plan has forecast renewal funding for a number of Park Lands Buildings.
Proposed 25/26 Budget Allocation	\$1,763,000 Capital, New and Upgrade (subject to the approval of being retimed from 2024/25) and \$1,360,000 CoA Capital, Asset Management Plan
Life of Project, Service, Initiative or (Expectancy of) Asset	The provision of the Community Building will be reviewed in accordance with the Buildings Asset Management Plan.
24/25 Budget Reconsideration (if applicable)	Not as a result of this report
Ongoing Costs (e.g. maintenance cost)	The Lessee will be responsible for maintenance costs.
Other Funding Sources	The ACSARA will contribute \$2.55M to the redevelopment of the Community Building in Park 21W, which includes a \$1.55M State Government grant.

DISCUSSION

Background

1. The Adelaide Community Sports and Recreation Association (ACSARA) is the Lessee of a Community Building (375sqm) and three large playing fields (5.26 hectares) in Golden Wattle Park / Mirnu Wirra (Park 21W).
2. Following an Expression of Interest (EOI) process, the ACSARA was previously granted a five-year Park Lands Community Lease Agreement (Lease Agreement) for the community sports facilities in Park 21W. This Lease Agreement expired on 30 April 2024. The ACSARA currently has a short-term Lease Agreement expiring on 30 September 2025.
3. The ACSARA is comprised of the following organisations:

Organisation	Participation
Adelaide Lutheran Sports Club	<ul style="list-style-type: none"> • Senior Football – three teams • Junior Football – three teams plus Auskick activities • Senior Cricket – three teams • Junior Cricket – three teams • Netball – 14 teams
Concordia College	<ul style="list-style-type: none"> • Football – eight teams • Cricket – five teams • Soccer – five teams
Concordia College Old Collegians Cricket Club	<ul style="list-style-type: none"> • Cricket – three teams

4. In addition to these primary users, the ACSARA sub-lets and hires the facilities in Park 21W to a range of community organisations including:

Organisation	Participation
Concordia Old Collegians	<ul style="list-style-type: none"> • Soccer – three teams (seasonal) • Netball – three teams (year round)
South Australian Flying Disc Association	<ul style="list-style-type: none"> • 260 participants per week (year round)
Adelaide Nepalese Cricket Association	<ul style="list-style-type: none"> • Multiple teams using two ovals (seasonal)
Pashtun Association of SA	<ul style="list-style-type: none"> • Multiple teams using one oval (seasonal)
Bute Football Club	<ul style="list-style-type: none"> • Two teams (seasonal)
Adelaide Falcons Cricket Club	<ul style="list-style-type: none"> • One team (seasonal)
Blue Brigade Cricket Club	<ul style="list-style-type: none"> • 20 participants per week (seasonal)
Keith Football Club/Tanunda Football Club	<ul style="list-style-type: none"> • Two teams (seasonal)
Unley Cricket Club	<ul style="list-style-type: none"> • One team (seasonal)
SANFL	<ul style="list-style-type: none"> • AFL 9s – 200 participants per week (seasonal)
Adelaide Lions Cricket Club	<ul style="list-style-type: none"> • 20 participants per week (seasonal)
Croydon Cougars Soccer Club	<ul style="list-style-type: none"> • Two teams (seasonal)
Grand Masters Cricket Club	<ul style="list-style-type: none"> • One team (seasonal)
Sturt Street Community School	<ul style="list-style-type: none"> • Ad-hoc use including sports days

5. Administration estimates that the community sports facilities in Park 21W are used by 88,000 participants annually, which equates to 1,700 weekly users
6. The existing 375sqm Park 21W Community Building was constructed of Besser Block in the 1960s to service a single playing field. Structural issues were identified in 2010.
7. On 10 November 2020, following an extensive stakeholder and community engagement process, Council adopted a new Community Land Management Plan for Park 21W, incorporating a Concept Plan to inform the enhancement of a community sporting hub within this park. This Concept Plan is referenced in the latest Adelaide Park Lands [Community Land Management Plan](#).
8. In considering this matter on 10 November 2020, Council resolved (in part):
'That Council:
 3. *Notes the design intent of the preliminary building concept for Golden Wattle Park/Mirnu Wirra (Park 21W) as per Attachment C to Item 10.4 on the Agenda for the meeting of the Council held on 10 November 2020, which has been developed for the purpose of the lessee seeking external funding.*
 4. *Notes that once funding is secured by the lessee, a revised building concept based on the design intent will be tabled with the Adelaide Park Lands Authority and Council that includes:*
 - 4.1. *A maximum footprint of 465sqm on up to two levels (as previously approved in principle) as defined by the Adelaide Park Lands Building Design Guideline.*
 - 4.2. *Undergrounded rainwater tanks or above ground rainwater tanks that are concealed and counted towards the building ground footprint.*
 - 4.3. *An examination of the visual and cost differences associated with incorporating and not incorporating an undercroft.*
 5. *Approves the Lord Mayor providing a letter of support to assist the lessee in securing funding for a new building in Golden Wattle Park/Mirnu Wirra (Park 21W).'*
9. In 2021, the ACSARA raised \$1.0M towards the redevelopment of the Community Building in Park 21W.
10. In 2022, the ACSARA raised a further \$1.55M by securing a grant from the State Government through the Office for Recreation, Sport and Racing.
11. These funds raised equated to approximately half of the estimated funds required to replace the existing Community Building with a facility that would meet community expectations, fulfil its intended purpose and use, and contain amenities aligned to the three large playing fields.
12. On 2 May 2023, a workshop was held with Council Members to obtain feedback on a proposed investment strategy to improve Park Lands sites, which included budget estimates for multiple Park Lands enhancement projects.
13. On 27 June 2023, Council resolved:
'That Council:
 1. *Seeks a report from the Administration by September 2023 providing policy options for Park Lands buildings for the provision of fit for purpose facilities including toilets, changerooms and storage.*
 2. *Requests Administration works with ACSARA to submit a revised proposal.*
 3. *Notes that there are no existing approvals by Council to fund or build the ACSARA project proposal to redevelop an existing change room facility on Golden Wattle / Mirnu Wirra (Park 21W).'*
14. On 10 September 2024, Council endorsed the Draft Adelaide Park Lands Community Buildings (Sport and Recreation) Policy (Draft Policy) for the purposes of public consultation.
15. On 26 September 2024, the Draft Policy was presented to Kadaltilla / Adelaide Park Lands Authority (Kadaltilla) for the purpose of obtaining their feedback.
16. On 5 November 2024, Administration's analysis of the public consultation findings along with a revised Draft Policy was presented to the City Community Services and Culture Committee.
17. On 12 November 2024, Council resolved (in part):
'That Council:
 7. *Approves Golden Wattle Park / Mirnu Wirra (Park 21W) and Mary Lee Park (Park 27B) as the first priority Park Lands Community Buildings projects and to receive the 'Park Lands Buildings Upgrades' capital budget allocations for 2024/25 and 2025/26.*

8. Notes the \$1,763,000 for 'Park Lands Buildings Upgrades' in the 2024/2025 Business Plan and Budget will be re-timed to the 2025/26 financial year at Quarterly Forecast Two (QF2).'

Community Building Concept Design

18. The Park Lands Community Building Concept Design (Concept Design) for Golden Wattle Park / Mirnu Wirra (Park 21W) is contained in **Attachment A** to this report.
19. Administration's analysis of the Concept Design against the Draft Policy is summarised in the table below:

Draft Policy Objective	Design Response
Maximise investment and community benefits by consolidating buildings and creating shared-use facilities and amenities accessible to the public.	<p>The proposed new Community Building will replace the existing Community Building in Park 21W.</p> <p>The Concept Design allows for multiple community groups to utilise the Community Building's facilities simultaneously.</p>
Enable the provision of Community Buildings that fulfil their intended purpose, with a building footprint and scale, that minimises the impact on the Adelaide Park Lands.	<p>The Community Building has been designed with a continuous roof allowing for visual and physical permeability and reducing the mass of the single-level, low-scale design.</p> <p>Existing trees and additional landscape treatments integrate the Community Building with the park setting.</p> <p>The community room transitions out to a covered outdoor area and playing fields for larger gatherings.</p>
Create quality, welcoming and inclusive facilities to maximise community benefit.	<p>The Community Building incorporates:</p> <ul style="list-style-type: none"> publicly accessible toilets, handwashing facilities, a drinking fountain, shelter and seating. all services and amenities at ground level for ease of access. <p>The Community Building is located close to Goodwood Road and connects to on-street car parking through landscape treatments.</p>
Foster diverse participation in sports and recreation by investing in facilities that meet the needs of users and the public.	<p>The Community Building incorporates:</p> <ul style="list-style-type: none"> three AFL compliant changerooms (including amenities) that can be divided into six changerooms servicing a range of community sports across the three playing fields. building elements to support formal and informal use of the Park Lands. building elements that comply with the Building Code of Australia, the <i>Disability Discrimination Act (1992)</i> and sports facility guidelines for community-level sports competition (AFL Preferred Facility Guidelines 2024).
Optimise the sustainable development, efficient use and environmental performance of Community Buildings.	<p>The Community Building:</p> <ul style="list-style-type: none"> is sited to avoid removing existing trees and maximise summer shading and winter wind protection. features high-level windows on both sides, which promote natural passive ventilation and reduce the need for artificial lighting. is proposed to be all-electric. utilises permeable materials and indigenous plantings for landscaping.
Ensure a consistent approach to designing and redeveloping the upgrade and redevelopment of Community Buildings.	<p>Administration has managed the Concept Design development in consultation with the Lessee.</p> <p>The Community Building utilises materials and landscape treatments consistent with the Adelaide Park Lands Building Design Guidelines to reflect its park setting.</p>

	The Concept Design includes 'before and after' perspectives to demonstrate how the proposed Community Building integrates with the existing landscape.
--	--

Community Building Footprint Options

- 20. The provision of a Community Building in Park 21W is consistent with the Adelaide Park Lands Community Land Management Plan and the purpose for which the land is held, including 'providing sporting fields and fit for purpose support facilities'.
- 21. Park 21W's total area is 29.2 hectares.
- 22. The proposed maximum building footprint is 583 sqm, which equates to 0.2% of the Park's total area.
- 23. The existing 375sqm Community Building in Park 21W, constructed in the 1960s to service a single playing field, does not:
 - 23.1. service the needs of existing users
 - 23.2. provide accessible, inclusive amenities for players, officials and spectators (including disability access as per the *Disability Discrimination Act (1992)*)
 - 23.3. align with relevant community sports facility guidelines
 - 23.4. provide benefit to Park Lands visitors not associated with the ACSARA or its sub-tenants.
- 24. Those constructing the existing Community Building would not have envisaged the level of usage that it now services. This usage will grow as the ACSARA continues investing in the playing surfaces and sports lighting, expanding carrying capacity and programming opportunities.
- 25. The attached Concept Design incorporates two options for the redeveloped Community Building. These have been informed by the [AFL Preferred Facility Guidelines 2024](#) (AFL Guidelines) and consultation with the ACSARA.
- 26. The AFL Guidelines are referenced as they represent a sport with the largest number of participants on a team (18 plus up to four interchange players) and satisfy the requirements of the other sports played in Park 21W.
- 27. The proposed larger building footprint is necessitated by a combination of meeting legislative requirements , providing fit-for-purpose facilities to service multiple users and playing fields, and community expectations.
- 28. Maintaining a community room in the redevelopment enables the Community Building to be used by community organisations when sport is not being played in Park 21W, noting that most community sports training and competition sessions occur on weeknights and during the day on weekends. The provision of these spaces within Community Buildings enables mental and physical health benefits to be realised beyond on-field participation, enhancing community connections, supporting diverse community activities and providing safe spaces in times of need.
- 29. The proposed kiosk/kitchen area allows for dry storage, heating and refrigeration of food and beverage supplies to service the estimated 88,000 annual participants with light snacks and alcoholic and non-alcoholic beverages. The proposed Community Building will not contain a commercial kitchen.
- 30. The terms and conditions of the Lease Agreement will inform the nature of activities that the community room and kiosk/kitchen will service, and Council will consider this separately.
- 31. The total building footprint of the existing Community Building compared to the AFL Guidelines (for a 'Local' facility) and the two proposed options are shown in the following table:

Existing Building	AFL Guidelines (Local)	Option A	Option B
375sqm	860sqm	495sqm	583sqm

- 32. A more detailed comparison of the building elements and floor areas is provided in the Concept Design (**Attachment A**).
- 33. Consistent with the Draft Policy, both options do not exceed the total floor area recommended in the AFL Guidelines for a local community facility servicing three ovals.
- 34. The floor area of most building elements is equal in each option, with the exceptions being that Option B includes:

- 34.1. Three change rooms of 50sqm, enabling these to be divided into six change rooms of 25sqm to meet the guidelines for community soccer and cricket.
- 34.2. A community room of 130sqm, equivalent to what is currently provided at Park 21W, accommodating up to 130 people standing.
- 34.3. A kitchen/kiosk area of 40sqm that gives consideration to food storage in addition to food preparation and service areas, noting that there is no provision for a commercial kitchen.
- 34.4. Storage areas totalling 50sqm to service the multiple user groups of facilities in Park 21W.
35. The ACSARA prefers Option B as the proposed community room and kitchen/kiosk areas replicate what they currently have spatially..
36. Administration recommends that the project progress based on Option B in recognition of the number and variety of user groups that utilise the existing facilities, the anticipated growth in participation, and the opportunities for broader community use of the community room.

Community Building Project Management

37. The cost to construct the proposed redeveloped Community Building in Park 21W is estimated at \$4.9M.
38. Council will allocate up to \$1,763,000 (Capital, New and Upgrade) and \$1,360,000 (CoA Capital, Asset Management Plan), while the ACSARA will contribute \$2,550,000.
39. It is recommended that Administration develop a Project Agreement that outlines these co-funding arrangements and responsibilities in relation to the funding and management of the project.

Next Steps

40. Subject to the approval of Council of the Park Lands Community Building Concept Design for Golden Wattle Park / Mirnu Wirra (Park 21W), Administration will commence the detailed design phase of the project in early 2025.
41. A report proposing future lease terms and conditions for the community sports facilities in Park 21W will be presented to Kadaltilla in February and Council in March 2025.
42. A draft project agreement will be presented to Council in March 2025, detailing the proposed project funding and management arrangements.
43. A report summarising public consultation findings on the proposed lease terms and conditions and detailed designs of the Community Building will be presented to Kadaltilla in June and Council in July 2025.
44. A report to award a contract for constructing the Community Building in Park 21W will be presented to Council in September 2025. Construction of the new Community Building is expected to commence in 2025/26.

DATA AND SUPPORTING INFORMATION

Nil

ATTACHMENTS

Attachment A – Park Lands Community Building Concept Design - Golden Wattle Park / Mirnu Wirra (Park 21W)

- END OF REPORT -