

18.2 South Adelaide Basketball Club Proposal and 262 Sturt Road Precinct Plan

| | |
|----------------------------|--|
| Report Reference | GC211214R18.2 |
| Originating Officer | City Activation Senior Advisor – Brett Grimm |
| Corporate Manager | Manager City Activation - Charmaine Hughes |
| General Manager | General Manager City Development - Ilia Houridis |

CONFIDENTIAL MOTION

That pursuant to Section 90(2) and (3)(d)(i) and (ii) of the *Local Government Act 1999*, the Council orders that all persons present, with the exception of the following persons: Chief Executive Officer, General Manager City Development, General Manager Corporate Services, General Manager City Services, Manager Office of the Chief Executive, Manager City Activation, Manager City Property, Chief Financial Officer, City Activation Senior Advisor, Unit Manager Sport & Recreation Facilities, Communications Advisor, Unit Manager Governance and Council Support and Governance Officer, be excluded from the meeting as the Council receives and considers information relating to South Adelaide Basketball Club Proposal and 262 Sturt Road Precinct Plan, upon the basis that the Council is satisfied that the requirement for the meeting to be conducted in a place open to the public has been outweighed by the need to keep consideration of the matter confidential given the information relates to commercial information from a third party along with reference to a current confidential item within the same precinct.

REPORT OBJECTIVE

For Council to consider an indoor facility proposal from the South Adelaide Basketball Club for a staged development of a 6-court indoor facility off Norfolk Road, Mitchell Park.

REPORT HISTORY

| Report Reference | Report Title |
|-------------------------|---|
| GC211123R16.2 | Confidential – Unsolicited Proposal – 262 Sturt Road Marion |
| EMF211109R1.4 | Indoor Courts Review |
| GC190312F03 | Confidential Report- Outcome of Business Case- 262 Sturt Road Marion |
| GC180828F01 | Confidential Report- Expression of Interest 262 Sturt Road Progress Report and Next Stage |
| GC261113R04 | Sports & Community Club Master Plans |

EXECUTIVE SUMMARY

The South Adelaide Basketball Club (SABC) have recently provided a proposal (see Attachment 1) to Council for a staged expansion to the existing two-court Marion Basketball Stadium (Stadium) located on Norfolk Road.

The proposed redevelopment outlines a facility with six indoor courts, administration spaces and undercroft car park, total estimate of cost [REDACTED].

The proposal represents scalable options with Stage 1 consisting of two new courts, administration, food and beverage, change rooms and allied health services built in a structure to the south of the existing two-court stadium (refer page 11, attachment 1) at a forecast cost of [REDACTED].

To consider the SABC's proposed expansion of the existing Stadium, consideration needs to be given to the potential impacts on the 262 Sturt Road sports and community precinct and surrounding residents.

Council has committed to consider the future use of 262 Sturt Road in its current 4-year business plan and a number of proposals, suggestions and issues have been raised for consideration on this site over the last few years. Council staff have developed some high-level concepts on the 262 Sturt Road site footprint. This has been expanded with the receipt of an Unsolicited Proposal, for which the terms of development and operation have been agreed by Council.

To progress all the considerations on this site, it is recommended that Council progress feasibility assessments and a business case into the proposed expansion of the Stadium with planning that considers the needs for indoor infrastructure, with a focus on a two court expansion and any relevant impacts to the 262 Sturt Road sports and community precinct.

Whilst a master plan (2013) and business case (2018) have been undertaken, a number of factors have changed since this time, so consideration of an appropriate scale of development (2 court expansion) and impacts for the precinct is recommended.

Noting the SABC proposal is for six courts, Council may wish to consider a modified version of the SABC proposal comprising of two new indoor courts as part of a total four court indoor facility as discussed at the recent Elected Member Forum on 9 November 2021 (EMF211109R1.4). This option consists of two new courts to the north of the existing Marion Basketball Stadium followed by renewal of the existing Marion Basketball Stadium in the future.

RECOMMENDATION

That Council:

- 1. Note South Adelaide Basketball Clubs proposal.**
- 2. Endorse a feasibility and business case be developed and allocate funding of up to [REDACTED] for consultant fees to undertake this work through the 2nd Budget Review process.**
- 3. Includes the project on its list of unfunded priorities and seek election commitments towards the stage 1 development consisting of two new indoor courts and amenities.**
- 4. In accordance with Section 91(7) and (9) of the *Local Government Act 1999* the Council orders that this report, South Adelaide Basketball Club Proposal and 262 Sturt Road Precinct Plan, any appendices and the minutes arising from this report having been considered in confidence under Section 90(2) and (3)(d)(i) and (ii) of the Act, except when required to effect or comply with Council's resolution(s) regarding this matter, be kept confidential and not available for public inspection for a period of 12 months from the date of this meeting. This confidentiality order will be reviewed at the General Council Meeting in December 2022.**

GENERAL ANALYSIS

The South Adelaide Basketball Club (SABC) have been in discussions with Council for a number of years seeking opportunities for the development of additional indoor courts to address the increased demand for the sport and the significantly ageing Stadium that is currently their home on Norfolk Road.

The City of Marion Business Plan 2019-2023 outlines the need to identify options for recreational

facilities at 262 Sturt Road. This has progressed on a number of fronts with an expression of interest (EOI) process and negotiations occurring at present for an unsolicited proposal [REDACTED]
[REDACTED]

For a number of years, the SABC has been seeking a solution to address the growing demand for indoor courts and the ageing condition of the Stadium. In 2013 Council completed a master plan for the 262 Sturt Road site (Club Marion and affiliated licensees) to consider a possible solution for a new indoor facility and in 2018 a business case was undertaken. The SABC and Basketball SA have also presented to Council various options of potential developments during this time.

Council subsequently incorporated a two-court indoor facility as part of the new Mitchell Park Sports and Community Centre development to address some of the need that had been outlined by the SABC. This new facility opening in April 2022 should provide some benefit to the SABC but does not address the ageing Marion Basketball Stadium or the number of additional courts the SABC suggests it needs. As presented to Council at the Elected Member forum on 9 November 2021 (EMF211109R1.4), Mitchell Park will be the only two compliant basketball courts in the City of Marion.

The Stadium is located on the northern boundary of the 262 Sturt Road sports and community precinct (refer to Attachment 2) and is surrounded by the Marion Tennis Club, Marion Oval and outdoor playing fields utilised by football, soccer and other sporting groups.

1. South Adelaide Basketball Club Proposal

The proposal illustrates a staged plan of development to create a six-court indoor facility. Stages 1 and 2 illustrate retention of the existing two indoor courts on Norfolk Road, Mitchell Park with the addition of four new courts directly to the south/ south east. Stage 3 proposes to demolish the existing courts and replace with two new courts with supporting commercial allied health offering at ground level.

The proposed six indoor court development would imply relocation of six tennis courts from the existing site locality, being the current home of Marion Tennis Club.

Car parking demand and supply has not been tested or verified in the proposal. Hence a site wide strategy should be considered with traffic assessment on access/ egress and related effects.

The bulk and scale of the proposal will represent a significant change to the locality with a two storey vertical façade addressing Norfolk Road and also the main oval. The form of the proposed building will also contain views across the site.

The proposal provides flexibility to consider options of reducing the number of courts provided at this site. The proposed separation and retention of the existing courts for stage 1 provides potential to investigate a four-court stadium, with future works to consider integration of the built form and related effects on the locality.

Consideration is required on the staging of works and functional integration with changes in levels between the retained two courts and proposed new build.

1a Options Assessment- Four Court Facility (Two New Courts and Two Renewal)

The proposal presented by SABC reflects scalable options that can support increased provision of indoor courts at this locality whilst also being considerate to the site and context of land capacity and existing user groups.

It has been interpreted through initial site scoping that a total four court indoor facility (two new courts and renewal of the two existing court stadium) could provide a practical solution at this locality. To meet known and evidenced shortfalls in indoor court provision across the City of Marion.

A four indoor court facility would imply building two new courts and amenities at grade, beside and to the north of the existing Marion Basketball Stadium, with a future staged renewal of the existing building.

Test fit assessments have previously been undertaken by Administration that show this scale of development can be accommodated at the site, without displacing other users such as Tennis under the 6 court proposal put forward by the SABC and BSA.

Future consideration of indoor court provision across the City would be assessed as part of the Indoor Facility assessments (Imagine Indoor Facilities Imagine IF plan) and City of Marion Property Asset Strategy (ComPAS).

Demand for the Facility

- The SABC have 1301 players and is the largest sporting Club in the City of Marion and may be the largest individual sports Club in the southern suburbs of Adelaide.
- The SABC utilizes 11 venues outside of their core home venue the Marion Basketball Stadium.
- The existing Marion Basketball Stadium is over 50 years old and is non-compliant for basketball competition, lacks appropriate spectator seating, lacks administration and meeting spaces, with change rooms and toilets that are not fit for purpose.
- There has been a recognised need to address the Marion Basketball Stadium condition and shortage of indoor courts for basketball for a number of years.

Potential Benefits

- Developing a four court indoor facility option with an initial two court project would decrease the overall investment required. The initial estimated cost for the two new courts is [REDACTED]. Stage 1 would require validation, with consideration of other related service locations, geotechnical investigations, civil engineering, car parking, traffic management etc.
- This option would imply the development could be conceptualised at grade, limiting issues with integration of the existing facility and bulk scale of the built form. Further evaluation is required to address circulation, architectural qualities and interfaces with surrounding locality.
- This revised approach to Stage 1 is unlikely to require displacing existing tenants on the site.

Challenges

- This revised option may not allow for future extension to a six-court facility due to site capacity. Consultation with key stakeholders during feasibility and business case development would be required to determine future demand requirements across the precinct.
- Integration with local community and impacts on traffic movements, albeit a four-court facility will have less effect than the six-court proposal.
- Acknowledging additional car parking will be required to accommodate patronage. However, it is suggested this could be addressed as a precinct strategy to ensure capacity, circulation, and traffic management within the locality is appropriately managed.

Response to SABC proposal

- A four-court facility is unlikely to address the total demand for indoor court provision within the region. It will address some shortfall with further investigations on locality of facilities to be undertaken through the CoMPAS.
- Whilst the SABC have outlined a demand for an additional four indoor courts at the Marion Basketball Stadium, the SABC have indicated that the initial addition of two new courts beside Marion Basketball Stadium and access to courts at the new Mitchell Park Sports and Community Centre will help offset their immediate needs.

- The proposed at grade concept would not imply inclusion of commercial opportunities such as allied health services on Norfolk Road. However, this component of the proposal has not been validated through market analysis and would require further details through business case.
- The SABC and Basketball SA (BSA) are in discussions with both Federal and State governments for significant funding commitments of Stage 1 (two new courts) and are confident of a positive result.
- The SABC along with BSA have pledged a commitment up to [REDACTED] to help proceed this project.
- The SABC along with BSA have offered to continue to manage the two new indoor courts under a licence with the City of Marion akin to the model in place for the Marion Basketball Stadium.

Budget

- The propose Stage 1 works for two new courts is estimated at [REDACTED] Cost estimate for renewal of existing courts has not been evaluated to date however is anticipated to be less than Stage 1 works and is not proposed to be completed for a further 5 – 10 years. Further due diligence on the cost estimates is required through feasibility business case development.
- Should Council commit to a 50/50 funding contribution supported by an external source, then consideration needs to be given to the risk of total project costs exceeding [REDACTED] and therefore requiring Council to contribute additional funds.

Previous Precinct Plan – 262 Sturt Road

In November 2013 Council endorsed (Ref GC261113R04) four master plan documents encompassing Cove Sports and Community Club, Edwardstown Soldiers Memorial Recreation Ground, Mitchell Park Sports & Community Club and Marion Sports and Community Club.

Since the development of the 2013 master plan a number of individual improvements have occurred inclusive of the upgrade of the floor in the existing Marion Basketball Stadium.

In part, the shortage of indoor Courts has also been addressed through the development of two new indoor courts at the new Mitchell Park Sports and Community Centre (MPSCC) primarily to be used for club sport by Austral Phoenix Volleyball Club and South Adelaide Basketball Club. Whilst the two new courts will improve the number of available courts, a recent review into indoor courts indicates an ongoing shortage of indoor courts and issues with ageing infrastructure that can no longer be considered fit for purpose.

2. Current 262 Sturt Road Considerations

Council has already commenced initial high level concept planning for the Marion Sports Club (262 Sturt Road) site in line with item 36 in Councils 4-year Business Plan, which aims to take into consideration a number of issues and opportunities.

More recently Council have been presented an unsolicited proposal [REDACTED] This proposal represents a significant investment and attraction to the site, with related effects on activation, traffic, car parking and new user groups.

Understandably any additional new proposed developments should be assessed within the context of the precinct with consideration of existing site users and impacts on the adjacent locality.

There exists a number of other site issues that require consideration. These include, but are not limited to:

- Requests from Club Marion to upgrade the change rooms in their main facility or build new external change room facilities.
- Requests from Club Marion to upgrade the main car park lighting.
- The future use of the ex-Women's Bowling Club facility and green.

- Requests from the Marion Bowling Club to upgrade the shelters along Sturt Road and playing space lighting to LED.
- Potential impacts to the Marion Tennis Club.
- Future usage rates and potential impacts to football, soccer, croquet and the other sports using the outdoor playing spaces.
- Local residents and community for open space provision and passive recreation amenity.

The available space at the Marion Sports and Community Club is in high demand and any future developments will require further analysis and consultation with the site's user groups.

Site demand considerations include:

- There are currently seven clubs from different sporting codes using the open space playing fields at the Marion Sports and Community Club.
- The Marion Bowling Club is listed as a Premier Regional Bowls facility and the club has strong membership.
- The Marion Croquet Club currently occupy a large land area within the site but have a low membership.
- The ex-Women's Bowling club is currently short term under license arrangements with no long-term plan identified for use of the building or adjacent land.
- A summary of the current lease and licensing arrangements and site stakeholder groups is provided as Attachment 3.

Feasibility work to address the outcomes sought at this location, including impacts of other proposals is being undertaken, however the next step will be to combine these assessments into a plan to deliver on the infrastructure needs at this site.

Indoor Court Review

An Indoor Courts Review has been discussed at two Elected Member Forums (EM210629R02 and EMF211109R1.4), which included preliminary information and discussion on the potential issues with the Marion Basketball Stadium and the demand for more indoor courts by South Adelaide Basketball Club. As a result of the initial Indoor Courts Review and the forum discussions, a decision was made to develop an Indoor Facility Plan for the City of Marion.

The development of the Indoor Facility Plan will provide Council a platform to:

- Coordinate future maintenance and capital works budgets.
- Prepare advocacy strategies in advance.
- Be prepared to take advantage of possible funding opportunities (grants – shovel ready).
- Provide clear communication to the community, sports and recreation groups, and
- Ensure the best spend of future funds.

The plan is expected to be completed by the end of the current financial year 2021/22 and will outline recommendations on options and future prioritisation of proposed capital works to address gaps, issues or deficiencies in indoor facility provision.

As with other infrastructure projects currently at varying stages of development and subject to formalisation of funding such as Marino Hall and The Cove Sports and Community Club these projects do not have to wait for the completion of the CoMPAS or the Indoor Facility plan to be progressed.

Feasibility and Business Case Development

It is proposed Council engage a suitably experienced Contractor to develop a feasibility report for Council's consideration on options for the site and the associated budgetary requirements. A precinct approach to 262 Sturt Road is recommended.

A business case will allow Council to undertake further due diligence of the SABC proposal. The feasibility study will:

- Establish a clear community vision for the redevelopment.
- Consideration of options for scale and scope of basketball court provision. Options to consider impacts on existing tenants, car parking and circulation, locality amenity and open space provision, and impacts on adjacent residential locality.
- Consult with user groups and key stakeholders.
- Develop a plan that evaluates the proposed indoor court development within the context of the site locality and recent proposed unsolicited proposal development.
- Establish site capacity and related effects of user groups across the site both current and future projected demand.
- Review indoor court provision across the region with a considered interpretation of standards, occupancy and likely demand within the locality. Consideration of sites such as Mitchell Park Sports and Community Centre to be factored.
- Interrogate existing user group site provision and infrastructure. Options to consider any impacts on potential relocation of groups either within the site or to an alternative site.
- Assessment of broader community connections, circulation with validation of options that address traffic impact assessment.
- Consider the impact to existing structures, views and levels and integration with the existing basketball facility.
- Consider the spatial relationships that will support efficient and compliant use.
- Assessment of existing capacity of existing service infrastructure.
- Provision for spaces internally and externally that can provide for an array of user groups, with an emphasis on adaptability and redevelopment site wide sustainable initiatives.
- Identify opportunities to ensure the development is sensitively positioned within the neighbouring context.
- Establish options for scalable development with consideration of future proofing.
- Identify the extent of car parking available on site and capacity with noted proposed future works across the site in particular integration of unsolicited proposal.
- Identify the capital required for redevelopment and estimates of Whole of Life costs.
- Estimates of contribution to economic growth

Required professional services for this body of work are:

- Architectural.
- Car parking and traffic advisor.
- Planning and Building Rules advisor.
- Cost planning.
- Structural and Civil engineering advisor.
- Services engineering advisor.
- Geotechnical advice
- Licenced Surveyor.
- Sustainability advisor.

The assessment will also consider the current Planning and Design Code Land Use as per Attachment 4.

Resources

The project will be managed by City Activation within existing resources. Consultants will be engaged to undertake the detailed investigations and development of a feasibility business case.

If the project were to proceed a Section 48 Report would be required to which the foundations of this document would be supported by the feasibility business case.

Feasibility Business Case Timelines

| Phase | Stakeholder | Deliverables | Date |
|---|---|---|-------------------------------|
| Tender professional services | Council Staff | Feasibility/ business case services brief | December 2021 to January 2022 |
| Submission and award of professional services | Council Staff | Tender assessment of submissions | Late January 2022 |
| Start-up meeting | Council's representatives | Agreed milestones, communication format and programme, background literature review | February 2022 |
| Site Visit, existing facilities review | Council staff, South Adelaide Basketball Club President, Basketball SA representative | Site analysis, review of asset condition reports etc. | February 2022 |
| Brief formulation - Stakeholder consultation | Key Stakeholders, Elected members and Council staff | Opportunities and constraints analysis | Late February |
| Draft options and indicative costings | Council staff | Clarification of objectives, Site plan, stacking model, car parking layout, accommodation schedule, sustainability review, building rules analysis Structural/civil and services review, cost estimate | March 2022 |
| Draft options review with stakeholders | Key Stakeholders, Elected members and Council staff | Objectives overview Visitation analysis Site plan, stacking model, car parking layout, accommodation schedule, access analysis | April 2022 |
| Final options and indicative costings | Key Stakeholders, Elected members and Council staff | Objectives overview, option assessment methodology, community feedback obtained, Site plan, stacking model, car parking layout, sustainability and building rules review, Structural/Civil and services review, Conceptual building plans and elevations/3D render image, Cost estimate Feasibility and financial WOL analysis reporting | May/June 2022 |

ATTACHMENTS

1. 2121 SABC Pitch Document V 3 - BILL [18.2.1 - 18 pages]

2. 20211126 Context Plan [**18.2.2** - 1 page]
3. Current lease and licensing of 262 Sturt Rd [6S8H] [**18.2.3** - 1 page]
4. Planning and Design Code Land Use Zone [**18.2.4** - 1 page]

Current lease and licensing of 262 Sturt Rd

The table below provides a summary of lease and licence arrangements for the site.

| Tenant | Description | Lease Commencement | Lease Expiry | Lease Term |
|---|------------------------|--------------------|--------------|---------------------|
| Marion Sports & Community Club Inc | Marion Club | 12/09/2018 | 11/09/2039 | 21 years |
| Minister for Administrative Services | Basketball Stadium | 12/09/2018 | 11/09/2023 | 5 years |
| Marion Tennis Club | Tennis Club | 12/09/2018 | 11/09/2023 | 5 years |
| Marion Croquet Club | Croquet Club | Nil | Nil | Nil |
| Dover Gardens Kennel & Obedience Dog Club | Ex Womens Bowling Club | 7/12/2020 | 28/02/2022 | 1 year and 3 months |
| Mitchell Park Sports & Community Club Inc | Ex Womens Bowling Club | 7/12/2020 | 28/02/2022 | 1 year and 3 months |

The Marion Sports and Community Club site supports 17 known sporting clubs and 15 known community groups.

Sports Clubs

Arista Marion Korfbal Club
 Atlantas Masters Swimming Club
 Cove Marion Women's Soccer Club
 Sturt Marion Thunder Soccer Club
 Diving SA
 Glenelg Rebels Softball Club
 Korfbal SA
 Marlin Masters Swimming Club
 Marion Bowling Club
 Marion Cricket Club
 Marion Croquet Club
 Marion Rams Football Club
 Marion Swimming Club
 Marion Tennis Club
 South Adelaide Basketball Club
 South City Chiefs (American Football)
 Cove Marion Women's Soccer Club

Community Groups

Lions Club of Blackwood
 Lions Club of Edwardstown
 Rotary Club of Holdfast Bay
 Probus Club of Marion
 Mitcham Kiwanis
 Brighton Kiwanis
 Lions Club of Brighton
 Marion Historical Society
 Lions Club of Marion
 Holdfast Evening VIEW
 Marion VIEW Club
 Holdfast JP's
 Community Network Forum
 Hawks SA Supporters Club
 Boothby FEC

Planning and Design Code Land Use Zone

The subject site is located within the '**Recreation Zone**', which seeks a range of accessible recreational facilities.

Development should be associated with or ancillary to the primary purpose of structured, unstructured, active and / or passive recreational facilities.

The Zone seeks a high quality landscaped urban realm with built form achieving a high visual amenity, especially along public roads and open space. Buildings should be designed and sited to manage visual impacts and achieve setbacks of 8 metres to a public road and allotments zoned for residential use (i.e. the residential allotments to the east and west of the site). Importantly, buildings adjacent residential development should mitigate both impacts of visual massing (i.e. bulk and scale) and overshadowing. Buildings near the boundary should be staggered in height to reduce visual impacts.

The site is also subject to several traffic related overlays which, depending on the design and proposal, will result in additional requirements (in relation to built-form outcomes) and referrals (DIT).

In addition to the above any proposal would be subjected to the applicable assessment criteria relating to noise, traffic, appropriateness of use, access, waste disposal, design etc.

The design should have architectural merit, should ensure impacts on adjacent properties (particularly residential) are minimised, will ensure additional traffic can be accommodated on site and does not impact the road network within the locality and incorporates appropriate WSUD and landscaping treatments.

Whilst the Code suggests 4.5 spaces per 100m² of total floor area should be provided for a '*Indoor recreation facility*', given the site has a number of existing uses sufficient on-site vehicle parking should be provided to meet the needs of the development. When considering a reduced on-site rate, the availability of on-street car parking and the provision of shared use of other parking areas should be considered.

Access should be designed to allow safe entry and exit to and from a site to meet the needs of development and minimise traffic flow interference associated with access movements along adjacent State Maintained Roads.

It is likely a proposed 'development' of this nature would require Public Notification, and if receiving representations would be considered by the Marion Council Assessment Panel. The applicant (especially if Council) could also seek the Minister be the relevant Authority – it is noted however the Minister in the past has declined stating CAP is the appropriate decision maker.