

10.2 BROADVIEW COMMUNITY & SPORTS HUB – PLANNING APPLICATION AND COST PLAN UPDATE

File Number: IC22/148
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EXECUTIVE SUMMARY

At its July 2020 Council meeting, Council endorsed the Broadview Oval / Yarnta Tutu yarta Draft Master Plan.

In January 2021, Council endorsed the Draft Master Plan Option 1 - locating the proposed new Hub building on the centre wing position. Administration subsequently lodged a grant application with the Office of Recreation Sport and Racing for an Infrastructure Projects Grant.

In June 2021, Council was successful in securing a grant of \$1.5m towards the project with Council funding an additional \$2.5m to deliver the Broadview Community and Sports Hub project valued at \$4m.

Councillor workshops were held in October and November 2021 to resolve the terms of reference to form a Community Reference Group (CRG) and to present options on facility management models for consideration by Council. Council endorsed the principles of the operational model, risk register, community engagement plan and authorised progression of the design brief at the November 2021 Council meeting.

CRG workshops commenced in January 2022 following an expression of interest to join the CRG. The feedback from the CRG enabled the Project Control Group (PCG) and Council to understand the matters that a broad section of our community believe are important when designing the project.

Development of the concept design in accordance with the CRG feedback resulted in a total cost forecast at \$5.8m. The design team were instructed by administration to review the design to align with the \$4m funding and following a series of iterations presented a \$4m design and cost update at a Councillor Information and Workshop Session on 10 May 2022.

Following feedback from the Information and Workshop Session, this report provides the requisite recommendations to seek endorsement to submit the revised design (with 129m² of additional area), for planning consent and to address the funding options for the shortfall in the approved budget for approval.

RECOMMENDATION**That Council:**

- 1. Having considered Item 10.2 Broadview Community & Sports Hub – Planning Application and Cost Plan Update receives and notes the report.**
- 2. Delegate authority to Chief Executive Officer to make minor variations to the design in accordance with planning, architectural and financial advice within budget constraints**
- 3. Endorse Administration to lodge the 30% design plans for development planning consent.**
- 4. Endorse an increase in the project budget by \$650k to be considered as part of the finalisation of the Draft Annual Business Plan 2022-2023.**
- 5. Delegate the Chief Executive Officer to provide to Council, 70% and 100% design development plans for information.**

DISCUSSION

Background

Following success in securing a \$1.5m grant from the Office for Recreation, Sport and Racing, Administration has developed the project brief for the Broadview Community and Sports Hub and consulted with the CRG to develop this major investment into our community.

As per the grant application, the purpose of the grant funding is:

To enhance a regional sports hub with new clubrooms, changerooms, function and meeting rooms, storage facilities and spectators area for the Eastern Adelaide region which provides equitable access to user groups, increases participation and promotes safety.

Whilst the endorsed concept design was essentially submitted as a concept to obtain funding, it provided the basis for the grant outcomes.

The endorsed concept design used for the grant application was formed on a 958m² building within a \$4m full project budget. The original cost plan as at December 2020 allowed no forecast for escalation beyond mid-2021.

Council was successful in securing the \$1.5m grant funding on 29 June 2021.

Since COVID-19 case numbers in Australia commenced from January 2020, severe economic impact has become apparent. This, together with CPI and inflationary pressures has impacted directly on the cost forecasting of this project.

Development of Project Brief

Council engaged a capital funded Project Manager to deliver this project in October 2021 and in accordance with our Project Management Framework set out to commence project planning phase via a Councillor workshop on 5 October 2021 to establish:

- Project governance principles
- Community engagement plans
- Establishment of a CRG and relevant terms of reference
- Establishment of a Project Control Group (PCG).

This was followed by a workshop on 2 November 2021 that identified:

- Project background
- Project - Grant objectives
- Operational Model objectives and similar local government management models for community and sporting based venues
- Broadview Football Club considerations
- Commencement of a Prudential Report
- Procurement and Risk management principals
- Programme
- Revised Cost Plan Oct 2021 (based on grant submission concept plans) was forecast at \$5.8m (including escalation to 2023)

At its November 2021 Council meeting, Council endorsed:

RESOLUTION 2021/223

That Council:

1. *Having considered Item 10.1 Broadview Oval Community and Sports Hub - Report on Operational Model receives and notes the report.*
2. *Provides in-principle support for the external management operational model set out in the Report and, more specifically, that upon practical completion of the Broadview Oval Community and Sports Hub project, the Broadview Football Club will manage the use of the facility pursuant to an agreement to be agreed in the future with the Council;*
3. *With a view to enabling the progression of a design brief, authorise, the Chief Executive Officer to negotiate on behalf of Council, and enter into a non-binding Memorandum of Understanding (MoU) with the Broadview Football Club that outlines the key elements of the proposed future management proposal (including the governance model), generally consistent with the matters identified in the Report and, otherwise, on terms acceptable to the Chief Executive Officer;*
4. *Endorse the Risk Register as presented in Attachment 1 to the Report;*
5. *Approve the Community Engagement Plan as presented in Attachment 2 to the Report;*
6. *Adopt the Terms of Reference for the Community Reference Group established pursuant to the Community Engagement Plan as presented in Attachment 3 to the Report;*
7. *Endorse the procurement method for the project as identified in the Report, to be advanced on the basis of a 'lump sum' delivery model;*
8. *Subject to settling the MoU referred to above, support the progression of a procurement process to engage a design partner to advance the detailed design phases of the project (subject to consultation per the Community Engagement Plan);*
9. *Delegate authority to the CEO or his delegate to submit an extension application to the Office of Recreation, Sport and Racing in relation to the Broadview Oval grant funding agreement, sufficient to enable delivery of the project within expected timeframes; and*
10. *Reaffirm the current budget commitment of \$4M for the delivery of the project, comprising the \$1.5M grant from the Office of Recreation Sport and Racing and that Administration provide a further report to the Council by February 2022 in respect of the cost analysis and prudential report.*

Prudential Report

Administration presented the Audit Committee with a copy of the Prudential Report at its meeting on 20 April 2022.

The Committee recommended as follows (at recommendation 2022/15):

1. *That Audit Committee having considered Item 8.3 Broadview Community & Sports Hub – Prudential Report receives and notes the report.*
2. *That Council considers the commentary provided by the Audit Committee regarding Item 8.3 Broadview Community & Sports Hub – Prudential Report, (as presented in Attachment 1), as follows:*
 - 2.1 *That the outstanding matters and risks identified within the prudential report are addressed as the project is planned.*

Subject to Council's decision arising out of this report, it is expected that the 30% planning drawings will be finalised to enable design development to commence, which in order, will allow outstanding matters contained within the Prudential Report to be resolved.

30% Design Development

Administration procured the services of a principal design consultant firm (City Collective) and independent cost manager (Chris Sale Consulting), in accordance with Council's Procurement Policy and Council Resolution 2021/223. The team were engaged in January 2022 and commenced development of the project design in association with the project brief and feedback from the PCG and CRG.

The project programme aimed to develop the 30% concept design and cost plan by 31 March 2022.

Whilst the 30% concept plan development achieved this programme milestone; in consultation with feedback from the CRG, the forecast total cost of the project was \$5.8m. This was based on a total floor area of 1,118m².

Administration then investigated value management opportunities with the design team.

An updated cost plan was provided to Administration on 6 April 2022. This was valued at \$5.4m with a number of club requested elements being excluded from the forecast including:

- Operable wall to function space – excluded
- Display cabinets - excluded
- Cool rooms - excluded
- Reduction in bar equipment of \$20k
- Reduction in kiosk fit out \$10k

Further value management elements were considered including:

- Deletion of gymnasium
- Target reduction in ground floor circulation space 20m²
- Deletion of kiosk and public toilets
- Reduction of 50m² from function space
- Retain northern car park (no upgrades apart from new crossover entry from Poltawa Terrace)

This cost estimate, whilst elemental, in the context of traditional construction cost management; included revised forecast cost allowances based on the preliminary structural design and cost estimate that was provided by structural engineer and service engineers respectively.

At this time, 6 April 2022, Chris Sale Consulting reported that "...*market conditions must continue to be monitored and managed throughout design development, documentation and construction phases as the construction market remains extremely busy and is expected to remain so for the foreseeable future. The supply chain is being adversely impacted by material shortages and steep price rises in certain materials.*" Allowance was made for escalation to mid-2023.

As the total project budget including revisions was valued at \$4.2m, administration instructed the Design Team to scale the design concept, to be managed within the \$4m funding limits.

Through extensive review and amidst the market volatility, a design and cost plan were developed and presented at a Councillor Workshop on 10 May 2022 which sought to meet grant objectives and deliver the project within the funding limits.

This cost plan established a \$4m project budget including design, construction contingency and escalation based on club fit out items being excluded, together with exclusion of fit out to the kiosk, kitchen and bar.

For clarity, this \$4m cost plan, including project contingencies included the following concessions:

- Reduction of function space

- Reduction of circulation space
- Reduction/deletion of gym
- Revised total building footprint of 800m².

Councillor Workshop 10 May 2022

At the Councillor workshop held on 10 May 2022, City Collective led a presentation that:

- Presented the design journey to date
- Key consistent architectural design strategies and responses
- Updated plans and cost plans to deliver the project for \$4m (with conditions)
- Seeking feedback to prepare to lodge the design for development planning consent

The workshop noted that the design elements of the build were representative of the local urban and natural landscape and as a consequence, aesthetically pleasing. However further questions were raised around the potential impact to the budget in the event that certain features were to change.

In the interest of Broadview Football Club and the wider community; functional outcomes, key elements discussed included:

- Addition of 40m² to reinstate the gym on ground floor
- Addition of 10m² to kiosk
- Addition of 40m² to function space
- Addition of 15m² to kitchen
- Addition of 4m² to cool room to level 1
- Approximately 109m² in total

The cost manager indicated that, based on the elemental cost plan, this could add in the order of \$700k to the project budget (or \$650K if the kitchen fit out elements were omitted).

Following a presentation by the Broadview Football Club, Council sought to have Administration work with the design team and cost manager to prepare a report presenting a revised design framework incorporating the key elements listed above (approx. 109m²) and associated revised cost plan for decision.

Architectural and Cost Management Response to 10 May Workshop

As the 30% design development has required a number of iterations, the PCG team feel that the critical next steps require:

1. A decision on the additional area required to meet functional and community expectations;
2. Revised Forecast Final Cost;
3. Endorsement of steps 1 & 2 (this report);
4. Proceed to submit development planning consent following incorporation of the agreed additional area in consultation with the Broadview Football Club and the CRG; and
5. During the 70-100% design development phase, manage risks in accordance with the agreed final funding facility.

Following the Councillor workshop on 10 May 2022, the design team consulted with Broadview Football Club and the following changes were used to create a revised Cost Plan based on feedback from the workshop and the Club:

Table 1

Ground Floor Area	Area m ²	Area m ²	Add area following Workshop m ²	Additional Area proposed by Club m ²
Foyer	9	9		
Change rooms	9 x 45	180		
Toilet Shower	4 x 25	100		
Medical	15	15		
Umpire	19	19		
Kiosk	18	18	10	
Gymnasium	0	0	40	
Public Toilet	8	8		
Store	2 x 10	20		4
Access Toilet	7	7		
Cleaner	5	5		
Store	9	9		2
Sub Total GROUND FLOOR		390	50	6
REVISED GROUND FLOOR AREA				446m ²

First Floor Area	Area m ²	Add area following Workshop m ²	Additional Area proposed by Club
Dining/function	240	40	
Toilet	21		
Access	7		
Kitchen	15	15	
Bar	16	9	5
Cool room	6	4	
Store	17		
Office	10		
Balcony	60		
REVISED FIRST FLOOR AREA	392	68	11
PROPOSED TOTAL AREA m²	782	118	11
TOTAL FLOOR AREA			911m²

Cost Management

Based on additional areas tabulated in Table 1, the Cost Manager has provided an updated elemental Cost Plan which values the project at \$4.65m based on a foot print of 911m².

This costing includes appropriate design, construction, and escalation contingencies, as advised by Council's consultants.

The Cost plan also continues to exclude fit out to kiosk, kitchen and bar. Fit out of these areas will be subject to design development and club requirements. The club has identified that their contribution in the order of \$250k could be allocated to these areas.

No allowance has been made for an operable wall to the function space and display cabinets (currently forecast at \$65,600).

Funding Options

Based on the requirement to secure \$650k, Administration have investigated a number of options to fund the shortfall to deliver the project. These options will be considered as part of the finalisation of the draft budget for 2022-2023.

Options that will be presented for consideration include:

- Increase in forecast borrowings. At \$650k, an increased rate rise of at least 0.36% (in addition to that already proposed) may need to be considered to fund principal and interest repayments
- Redirecting project funding from projects identified in the Draft Annual Business Plan 2022-2023 currently out to community consultation – with such projects to either be deferred for consideration in future years on merit, or removed from future capital programmes permanently
- A combination of both options

Non-renewal-related capital projects for 2022/23 that could feasibly be delayed or cancelled include:

Prospect Oval Toilet Block Renewal	\$375,019
Memorial Gardens Pavilion Renewal	\$80,361
Toilet Renewal works	\$128,578
Open Space Lighting St Helens Park & Barker Gardens	\$55,000
Percy Street Reserve Upgrade	\$215,000
Peppermint Gums Reserve Upgrade	\$610,000
NAFC chair lift	\$55,000
Matthews Reserve design/consultation	\$15,000
Broadview Tennis Infrastructure Upgrade	\$264,000*
Charles Cane Reserve Storage Shed & Related Works	\$60,000
Broadview Oval Storage Shed	\$60,000

*Plus 2021/22 carry forward funding of \$350,000 from Broadview Oval Toilet Block

An option that staff have discussed is the possibility of diverting funding from the proposed toilet block replacement at Prospect Oval. If this block was instead renewed in line with other "light touch" toilet block renewals scheduled for 2022/23, this project budget could conceivably be reduced by \$330,000 to \$340,000, with the remainder funding a renewal and improvement of essential elements of the block.

Council has been notified of an extension to the current Local Roads and Community Infrastructure Grant (Phase 3 extension). Early indications are that Council will receive an additional \$286,180

(same as Phase 1) in grant allocation, payable after 1 July 2023 for eligible projects. Should the Broadview Community & Sports Hub not qualify directly for this funding, it is likely that another proposed project in the budget/LTFP will. This will result in Council being able to redirect its own funding to the same value. The grant is available to projects with a completion date between 1 July 2023 and 30 June 2024.

Given the staging of the project is likely to take the completion date into 2023/24, a final option would be to commit funding from the 2023/24 financial year to the project, via LTFP funding allocations. This will have a consequential impact on the capital programme for 2023/24, reducing the capacity of the budget in that year to sustain other capital works. As we do not yet have a definitive listing of projects for that year, it is impossible to establish a clear opportunity cost in terms of projects that may be impacted – but the option does exist if Council are minded to take it up.

Risk to Programme

It is likely that development planning consent will require a minimum of 12 weeks to process.

Based on this, it is likely that the approved date for commencement in accordance with the conditions of the grant (30 August 2022) is unlikely to be achieved. Accordingly, subject to resolution of this report, Administration will lodge the endorsed plans with the funding provider for information and lodge an application to revise the commencement date in accordance with a revised programme.

Office Recreation Sport and Racing (Funding Provider) feedback

Subject to endorsement of this report, the funding provider will be provided with the planning drawings to ensure that in accordance with the conditions of the grant, the recipient (Council) must not change the approved use of the land, facility or the assets without prior approval of the Government Party.

Concluding Statement

Whilst this report provides an update on many of the considerations required to deliver a project of this nature in this volatile economic environment, it is with optimism that Administration seek resolution of this report in the form of an additional funding model; to ensure that the most optimal community outcome is achieved for the greater Broadview region.

Implications, Related Questions and Further Information

- SANFL have provided a letter of support dated 17 May 2022 to Council (refer **Attachment 1**)

Relevance to Core Strategies / Policy

- Our Community Plan - towards 2040
- *Local Government Act 1999*
- Prudential Review Policy
- Draft Broadview Oval/ Yarnta Tutu yarta Master Plan
- Procurement Policy
- Asset Management Policy
- Community Engagement and Consultation Policy
- Corporate Risk Management Policy

Community Plan: Towards 2040

► Connected & Caring

FY 20/21 Measures

CC1.7 Foster new connections through community programs to support the community to recover from COVID-19

2 to 5 year timeline

CC2.2 Facilitate new bars, cafes, restaurants and other businesses which diversify our local offerings

CC2.4 Ensure greater recognition and support of precincts and neighbourhood gathering places such as Collinswood Precinct, Broadview Sports and Recreation Precinct / Yarnta Tutu yarta, Nailsworth Hall, Charles Cane / Parndo yerta Reserve, Howard Street precinct across the City:

CC2.4.1 Make these great places and create promotional campaigns

CC2.4.2 Install wayfinding signage (and 'digital trails') in key locations to highlight important and historic sites, as well as shopping and recreational opportunities in those neighbourhoods

CC2.4.3 Develop new place-making and urban renewal initiatives in those neighbourhoods

CC2.4.4 Facilitate the attraction of a key 'anchor' or 'hero' business to each of those key locations

► **Active & Engaged**

FY 20/21 Measures

AE1.2 Develop model governance frameworks for sporting and community groups to facilitate greater opportunities for involvement and access by residents to their facilities across the city

► **Proud of our past, excited by our future**

2 to 5 year timeline

PP2.2 Celebrate the achievements of Council and its community in the preservation and conservation of our rich heritage whilst also promoting innovation in built form and design

► **Inclusive & Diverse**

2 to 5 year timeline

ID2.3 Promote, facilitate and measure the utilisation of our buildings, parks and open spaces using SpacetoCo data

► **Responsible & Sustainable**

FY 20/21 Measures

RS1.6 Complete Broadview Oval / Yarnta Tutu yarta Concept Drawings as guided by the Masterplan and stakeholder involvement as part of our sustainable built environment

2 to 5 year timeline

RS2.2 Promote and support projects (public and private) that include water quality and Water Sensitive Urban Design measures

RS2.7 Demonstrate innovation in the supply and delivery of infrastructure projects

ATTACHMENTS

1. **SANFL Letter of Support - Broadview Hub** [↓](#)



17 May 2022

Mayor David O'Loughlin
City of Prospect
PO Box 171
PROSPECT SA 5082

Dear Mayor O'Loughlin,

This letter is to provide support to the Broadview Football Club and other users of Broadview Oval in relation to the proposed development at the site.

It is understood that, following extensive consultation and several design iterations, Elected Members from the City of Prospect will next week be provided with options to progress the development.

The existing Broadview Clubroom has served its purpose well over many years. It has been a place where locals have come together to celebrate, socialise, and connect. Social connection will continue to be the main purpose of the site, however, contemporary community expectations for increased functionality, inclusive design, modern aesthetics, and multi-purpose spaces drives an opportunity to redevelop this important regional classified venue.

The Broadview Football Club is the largest user group at the site with 471 playing members registered in the current 2022 season. Despite the significant impacts the COVID pandemic has had on community sport, Broadview Football Club have experienced a 20% increase in playing members since 2019.

This increase reflects the tireless work the Broadview Football Club is undertaking to engage families within their local area. Of the current 471 registered players, 205 of them (43.5%) come from within the City of Prospect postcode area (5081, 5082, 5083). With another 79 coming from just outside the LGA (Enfield, Greenacres, Manningham and Lightsview). To attract over 60% of players from within such a localised catchment is incredible, particularly when there are plentiful options available to families.

The growth in Australian Football is largely due to the introduction of a female competition at the highest level both in South Australia and Nationally. In South Australia, for every 1 female football team in 2010, there are now 13.8 teams.

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MAJOR PARTNERS



This year, Broadview Football Club have a total of 123 female players. 64 of these are juniors (5-17years) and 59 are seniors. We commend the City of Prospect for prioritising female friendly amenities in their proposed design to accommodate the changing needs of our players, umpires, and volunteers.

The benefits female participation brings to a community club is significant in so many ways. It promotes an inclusive environment that brings women, girls, babies, children, and grandparents into a venue they may not have historically frequented; it engages new families to the sport; it gets females playing sport that may otherwise not have; and it has economic benefits to the local community because of increases in club membership, catering needs and sponsorship opportunities. In 2015, AFL Victoria and Latrobe University undertook research to determine the social value of a typical community football club. The study found that for every \$1 spent on a community football club, there was at least \$4.40 return in social value.

SANFL, along with other State Sporting Organisations, have provided advice on this project in accordance with the Office for Recreation, Sport and Racing funding agreement. It is essential that the facility guidelines of sporting codes are met in the design of this building to ensure an evidence-based design approach that meets the operational needs of our sporting clubs. An important element of the design guidelines is to ensure that our volunteers have essential and functional spaces in which to conduct their duties. Kitchens, kiosks, medical, cleaning, function and administration rooms must be able to serve clubs well and make duties easy for volunteers. Storage is incredibly important to ensuring volunteers have everything they require that can be accessed easily and safely. SANFL strongly supports an increased floor plan that meets the needs described here. We understand the financial impact of new builds on council resources in the current construction market and hope that Elected Members will recognise the value of their significant investment and the positive impact it will have on their local community.

The Broadview Football Club is a well-respected club that operates at a high level both on and off the field. Their extensive experience in governance and facility management will no doubt ensure the new Broadview Oval development is a highly utilised and activated space for all users into the future.

If you have any queries in relation to this letter, please do not hesitate to contact me on 0438408305.

Sincerely



Belinda Marsh
Infrastructure Manager