

ITEM 5. PERRY PARK MULTIPURPOSE RECREATION CENTRE – PROJECT SCOPE UPDATE**FILE NO: S053936****SUMMARY**

This report provides details of the development options study to deliver additional 'cost effective' multipurpose courts to Perry Park, Alexandria. It was undertaken in consultation with the City of Sydney Basketball Association (CSBA).

On 24 June 2013, Council resolved to:

- (B) adopt the Operating and Capital Budgets, and future years' forward estimates, as included in the Corporate Plan 2013-2016 (Delivery Program), Resourcing Strategy (2013) and Operational Plan for 2013/14, including:
 - (i) the allocation of \$10M relating to Perry Park, noting that:
 - (a) the City will work with the City of Sydney Basketball Association to develop a more cost effective way of delivering the additional four basketball courts they require;
 - (b) advice detailing future options for the facility will be provided to Councillors prior to the end of the calendar year; and
 - (c) the City will work with the City of Sydney Basketball Association to support their efforts to State and Federal Government funding, and/or private contributions to construct an expanded stadium.

The report outlines three options to deliver additional multipurpose courts to Perry Park. It details scope options, costings and consultation undertaken.

The report recommends the endorsement of Option A: a new, separate building behind the existing stadium, with two practice courts, without an event court, with foundations and a ground slab for future expansion as a four court centre.

This option allows for expansion with the construction of two additional indoor courts (practice or event), subject to State and Federal funds and/ or private contributions becoming available. It is able to link to the existing stadium in the future.

It is proposed to lodge a Development Application for the four court facility, including event court. Construction could be staged from the two-court to the four-court centre, subject to funding, without further Development Applications then being required.

RECOMMENDATION

It is resolved that:

- (A) Council endorses the project scope for works described as Option A in the subject report for the purpose of design development, and that a further report be brought back to Council for approval of the developed scope before a Development Application is lodged;
- (B) Council note the indicative costs and financial implications detailed in confidential Attachments C and D to the subject report; and
- (C) the Four Court Study Costs and Financial Implications, Attachments C and D respectively to the subject report, remain confidential in accordance with Section 10A(2)(c) of the Local Government Act 1993.

ATTACHMENTS

Attachment A: Resolution of Council – 24 June 2013

Attachment B: Four Court Study Presentation

Attachment C: Four Court Study Costs (Confidential)

Attachment D: Financial Implications (Confidential)

(As Attachments C and D are confidential, they will be circulated separately from the Agenda Paper and to Councillors and relevant senior staff only).

BACKGROUND

1. Perry Park is located on the corner of Bourke Road and Maddox Street, Alexandria and is surrounded by industrial and commercial land uses. At approximately 24,000m², Perry Park is one of the larger open spaces in the Alexandria and Green Square area.
2. Perry Park currently consists of a large flat area of turf grass, some sport facilities and a small amenities building. The park boundary is defined by vegetated mounds, which limit views and access into the site.
3. Perry Park is Crown Land. Council acts as the Reserve Trust Manager for the ongoing park management and maintenance. The existing Alexandria Basketball Stadium was built in 1968 and is located in the south west corner of the park on a separate lease in perpetuity from the Department of Lands to the City of Sydney Basketball Association (CSBA).
4. Previous studies and investigations for the development of multipurpose indoor courts and other recreation facilities at Perry Park have been undertaken by Council since 2009. These included a six court indoor facility, multipurpose synthetic sports field and park upgrade. These previous studies are outlined in the last section of this report.
5. On 24 June 2013, Council resolved to adopt the Operating and Capital Budgets, and future years' forward estimates, as included in the Corporate Plan 2013-2016 (Delivery Program), Resourcing Strategy (2013) and Operational Plan for 2013/14, including the allocation of \$10M relating to Perry Park, noting that:
 - (a) the City will work with the City of Sydney Basketball Association to develop a more cost effective way of delivering the additional four basketball courts they require;
 - (b) advice detailing future options for the facility will be provided to Councillors prior to the end of the calendar year; and
 - (c) the City will work with the City of Sydney Basketball Association to support their efforts to State and Federal Government funding, and/or private contributions to construct an expanded stadium.

Four Court Study

6. In response to the June 2013 Resolution of Council, options were developed within the following simplified scope and accommodation as detailed below:
 - (a) Building (Multipurpose Recreation Centre)
 - (i) basic accommodation comprising four indoor multipurpose practice courts with or without event court or space for an event court, basic entry and staff areas, change rooms and amenities, store, plant and circulation. The building floor area was reduced to between 2,900m² and 4,225m², compared to 8,194m² in the previous six court design;
 - (ii) retain the existing Alexandria Basketball Stadium and allow the new centre to link to it;

- (iii) simple and cost effective construction systems and materials. Consider structure and materials with increased cost implications separately;
 - (iv) integrate viable environmental initiatives. Consider initiatives with increased cost implications separately;
 - (v) flexible centre operation. Allow the existing stadium to continue to operate while the new centre is built on Crown Land managed by Council;
 - (vi) allow for future development by demolishing the existing stadium and constructing a two event court facility;
- (b) Field
- (i) allow for a multipurpose playing field, spectator viewing and supporting amenities to be built on the site in the future;
- (c) Park Improvements
- (i) provide an area that is legible as a park with canopy trees. One large space, with good passive surveillance, rather than residual spaces left around buildings and field. Retain existing site features. Conserve or enhance views to and from the site and facilities;
 - (ii) allow for future park improvement works;
 - (iii) review need and space allocation for car parking.
7. All options have the ability to be built on Crown Land managed by Council.

DEVELOPMENT OPTIONS

8. Studies were refined to three Options. These are illustrated in Attachment B and are outlined below.

Option A (Recommended) – A new, separate building behind the existing stadium, with two practice courts, without an event court, with foundations and slab for future expansion as a four court centre as in Option C (2300m²)

9. This option retains the existing basketball stadium and adds a basic two practice court centre adjacent. It has no event court or space for an event court.
10. Accommodation is basic, comprising two indoor multipurpose practice courts, entry and staff area, change rooms and amenities for two courts, store, plant and circulation. Floor area is approximately 2,300m².
11. It also includes the foundations and concrete slab for the four court Option C (detailed below) for expansion in the future. The additional slab area could be used for outdoor practice courts in the interim.
12. Development cost for the base project scope is estimated to be in the order of \$10.7 to \$12 million.

13. This option allows for expansion with the construction of two additional indoor courts (practice or event), subject to State and Federal funds and/ or private contributions becoming available. It is able to link to the existing stadium in the future.
14. It is proposed to lodge a Development Application for the four court facility, including event court (Option C). Construction could be staged from the two court Option A to the four court Option C, subject to funding, without further Development Applications then being required.
15. Construction documentation would only be prepared for the Option A scope.

Option B – Four practice court centre without event court (3900m²)

16. This option retains the existing basketball stadium and a basic four practice court multipurpose recreation centre, with no event court or space for an event court.
17. It is able to link to the existing stadium in the future and also allows for further expansion, once State and Federal funds and/ or private contributions are made available.
18. Accommodation includes four indoor multipurpose practice courts, entry and staff areas, change rooms and amenities for four courts, store, plant and circulation. Floor area is approximately 3,900m².
19. Development cost for the base four court scope is estimated to be in the order of \$14.52 million.

Option C – Four practice court centre with space for event court (4,225m²)

20. This option retains the existing basketball stadium and adds a basic four court multipurpose recreation centre with space to fit an event court and associated additional support areas at a later date.
21. It is able link to the existing stadium in the future and also allows for further expansion, once State and Federal funds and/ or private contributions are made available.
22. This option is similar to Option B, but adds space to fit an event court at a later date, and the inclusion of kiosk and merchandising, additional change room, staff, storage and circulation area.
23. Accommodation includes four indoor multipurpose practice courts with event court, entry and staff areas, change rooms and amenities for four courts, including event court, store, plant and circulation. Floor area is approximately 4,225m².
24. Development cost for the Option C scope is estimated to be \$16.25 million. Additional costs for retractable event seating are in the order of \$400,000.

All Options

25. Base components to all options include:
 - (a) Structure and Materials – structural steel frame, 3 metre high masonry walls with impact resistant lining, full height metal cladding, including insulation, high level windows and sprung timber floor; and

- (b) Environmental Initiatives – daylight opportunities and efficient lighting, natural ventilation, rainwater harvesting and reuse.
26. Optional upgrades to all options, not included in the base recommended project scope, include:
- (a) Structure and Materials (\$1.62 million) – allowance for steel and timber roof frame (\$380,000), plywood acoustic ceiling (\$870,000) and precast concrete walls (\$370,000);
 - (b) Environmental Initiatives (\$860,000) – allowance for photovoltaics, solar thermal water heating, building management and materials with improved sustainability; and
 - (c) Operational Equipment (\$380,000) – allowance for scoreboards, hoops, nets and other equipment.
27. All options require additional funding.

FUNDING OPPORTUNITIES

28. Registration with the Australian Sports Foundation (ASF) under the Sport Incentive Program enables eligible organisations to seek tax deductible donations in support of a sport-related project. Donations received by the ASF form a pool of funds that are available to be granted to registered projects. Examples of eligible projects are the building of new facilities or upgrading an existing facility.
29. The NSW Government Community Building Partnership offers grants to incorporated community based not-for-profit organisations for community infrastructure projects, including those that support participation in group sport. Up to \$300,000 is available for projects in the Sydney electoral district. Applications for funding in 2013 have closed, but application for funding in 2014 is expected to open in May or June.
30. During the City's September 2013 consultation with the CSBA, fund raising was discussed as a way to raise private contributions and contribute to this project in the future.

KEY IMPLICATIONS

Strategic Alignment - Sustainable Sydney 2030

31. *Sustainable Sydney 2030* is a vision for the sustainable development of the City to 2030 and beyond. It includes 10 strategic directions to guide the future of the City, as well as 10 targets against which to measure progress. This project is aligned with the following strategic directions and objectives:
- (a) Direction 6 - Vibrant Local Communities and Economies – this project will provide accessible community level social infrastructure, services and programs; and

- (b) Direction 9 - Sustainable Development, Renewal and Design – this project will contribute by improving the City’s parks and encouraging active recreation. It will meet the environmental targets listed in the City’s Environmental Management Plan and the City’s 2030 vision.

Organisational Impact

- 32. The multipurpose recreation centre will be run by an external operator. The operator will be responsible for management of the facilities and day-to-day operation. This will include provision of access to sporting groups other than basketball. Council will provide ongoing, planned and reactive maintenance and non-tenant related repair works in conjunction with specific lease conditions. Council will also be required to provide contract management resources for the ongoing management of the operation contract.
- 33. CSBA have advised they would like to manage the proposed expanded facility. CSBA will be able to submit a tender, along with other experienced operators, to outline how they would manage the facility and provide value to the community and Council.

Risks

- 34. Contamination allowances and risks include:
 - (a) contaminated soil materials have found to be present across the Perry Park site. Contamination advice to date states that the top 100mm of soil material is sufficient as a capping material to provide a barrier that will prevent risk to the park users and maintenance personnel;
 - (b) the total area of Perry Park is 24,000m². The area affected by the construction of the multipurpose recreation centre is approximately 7,000m². The majority of the park will not be affected by proposed construction work and, therefore, the top 100mm of soil material will not be disturbed. All work that could cause disturbance to the top 100mm of soil material will occur within the proposed construction site and the site compound area;
 - (c) the proposed construction site will be stripped of the top 100mm of soil on commencement. On completion, any areas not covered by the building footprint or paving (both of which will act as a capping barrier) will be covered by 100mm of new soil/ turf or mulch; and
 - (d) allowances have been made to:
 - (i) remove 100mm of soil/ turf/ gravel from 50 per cent of the site compound area, due to disturbance;
 - (ii) reinstate the affected site with clean soil and turf at the end of the project;
 - (iii) repave the hardstand/ bitumen at site entry and in the car park area to ensure the capping barrier is maintained; and
 - (iv) prepare a Remedial Action Plan and a Long-Term Environmental Management Plan for the proposed construction site.

35. Physically linking the new multipurpose recreation centre to the existing stadium potentially triggers requirements for upgrades of the existing stadium to meet current Building Code of Australia fire and access standards.
36. These issues and related cost implications have been summarised in confidential Attachment C.

Social / Cultural / Community

37. The proposal aligns with the recommendations of the City of Sydney Open Space and Recreational Needs Study (2007) and the Local Action Plan - City South, 2007, the Green Square Library, Community and Cultural Centre Report (2008), the Green Square Health and Recreation Facility Study (2008) and the Draft City of Sydney Sport Facilities Demand Study (July 2013). It will help to meet current multipurpose court demand and enable greater public use and enjoyment of Perry Park.

Environmental

38. Within the budget allocation the project will, where possible, incorporate passive principles of environmental sustainability and make efforts to reduced demand for natural resources in design, management and operation. Management and operation of the building will encourage end users to consider alternatives to car transport including walking, public transport and bicycles.

BUDGET IMPLICATIONS

39. There are sufficient funds available within the allocated capital works budget for variations to the Head Consultant Contract.
40. There are sufficient funds allocated for proceeding with design and lodging a Development Application within the current capital works budget, however to commence the recommended scope current, cost estimates identify that additional funding will be required in future years.
41. Current cost estimates and financial implications are included in confidential Attachments C and D.

RELEVANT LEGISLATION

42. The Environmental Planning and Assessment Act 1979.
43. Attachments C and D to this report are to remain confidential in accordance with section 10A(2)(c) of the Local Government Act 1993, as they contain information that would, if disclosed, confer a commercial advantage on a person with whom the Council is conducting (or proposes to conduct) business.

CRITICAL DATES / TIME FRAMES

44. Current program dates are:
 - (a) Develop Design Jan 2014 – May 2014;
 - (b) Council approval of Developed Scope May 2014;
 - (c) Lodge Development Application July 2014;

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|---------------------------|----------------------|
| (d) EOI/Tender | Aug 2014 – Apr 2015; |
| (e) Commence Construction | May 2015; |
| (f) Complete Construction | Late 2016; and |
| (g) Open Centre | Late 2016. |

PREVIOUS STUDIES AND INVESTIGATIONS

Identification of Need

45. The City of Sydney Open Space and Recreational Needs Study (2007) identified Perry Park to be developed for active sports. It recommended that the City investigate the feasibility of providing a multipurpose synthetic field and supported the expansion of additional indoor courts.
46. The Green Square Library, Community and Cultural Centre Report (2008) and Green Square Health and Recreation Facility Study (2008) identified the need for active recreation facilities for the Green Square area. Perry Park was seen as suitable for active sports because of the surrounding non-residential land uses, proximity to Green Square Station and possible connections to the Alexandra Canal open space network.
47. Council has five indoor courts. Two courts at King George V Recreation Facility in The Rocks, one court at Cook + Phillip Park Aquatic and Fitness Centre in the City, one three quarter sized court at Ultimo Community Centre and one court at Peter Forsyth Auditorium in Glebe. All Council owned courts are located within the northern Local Government Area (LGA) and no Council owned courts are located in the southern LGA. There are, however, two new privately owned indoor courts near to the site at 184 Bourke Road (500m away). Overall demand currently exceeds the available courts. Existing community sports groups compete for the limited facilities and local school halls, or travel outside the LGA.

Previous Investigations

48. In September 2007, Council approved a development application from the CSBA for a new building comprising six indoor multipurpose courts with two event courts, entry and staff areas, change rooms and amenities, crèche, program and function space, store, plant, circulation and car parking. The Development Application approval lapsed in September 2009.
49. In November 2009, Council resolved that a draft concept plan be prepared and community consultation be undertaken for active recreation facilities at Perry Park, including an indoor multipurpose recreation centre, multipurpose field and associated landscape works. Community consultation was undertaken in March 2010. The large majority of feedback from the community supported the proposal.

50. In August 2011, Council endorsed the developed project scope at Perry Park comprising demolition of the existing stadium, construction of a new multipurpose recreation centre, multipurpose field and landscape works. The sports facility accommodation included six indoor multipurpose courts with two event courts, entry and staff areas, change rooms and amenities, crèche, program and function space, store, plant, circulation and offsite car parking. Environmental initiatives included photovoltaics, daylight opportunities and efficient lighting, natural ventilation, solar thermal water heating, rainwater harvesting and reuse, thermal mass, sustainable materials, waste and building management. Council also supported an operator management model to manage the building facility and field on behalf of the City. The CSBA was to have ongoing shared access to the new facility with other sporting codes under the operator management model. Further investigations were to be carried out on car parking, CSBA operation through construction, land ownership, tree management and cost.
51. A developed design was prepared in response to the August 2011 Council endorsed scope including:
- (a) six indoor multipurpose court facility with support amenities including crèche, kiosk, offices, exercise room and club rooms;
 - (b) 40 car parking spaces onsite, 40 car parking spaces on the adjacent Sydney Water easement and 92 car parking spaces in adjacent streets or industrial site parking areas;
 - (c) multipurpose synthetic field and associated amenities;
 - (d) park refurbishment; and
 - (e) environmentally sustainable design initiatives.
52. During 2012, facilities benchmarking, stakeholder consultation, detailed investigations and costings were carried out.
53. Cost estimates exceeded budget allocations for the project and the project status was put under review.
54. In June 2013, Council resolved to undertake work to develop a more cost effective way of delivering the additional four basketball courts. That work is outlined in this report.

PUBLIC CONSULTATION

55. In March 2010, consultation on the draft concept plan took place and included a community meeting attended by approximately 100 people, intercept surveys in the park, an online survey, email submissions and feedback from key users including hockey, basketball, volleyball and badminton associations. 230 surveys/submissions were received. Community feedback supported the proposal.

56. Throughout 2011 and 2012, ongoing consultation with key external stakeholders, including key user groups and operators was completed to inform the developed project scope and design of the six court multipurpose recreation centre, multipurpose field and landscape works. As part of this consultation, the CSBA, Basketball NSW, Netball NSW, Badminton NSW and Football NSW (Futsal) were invited to stakeholder workshops on the courts. Glebe Hockey, UTS Hockey, Hockey NSW, Football NSW, AFL NSW/ ACT, Oztag NSW and Touch Football were invited to workshops on the field.
57. In May 2013, draft Integrated Planning and Reporting documents were placed on public exhibition, containing a recommendation that plans for the new indoor multipurpose centre and park works at Perry Park not proceed after detailed investigations and design development revealed the overall costs would significantly exceed Council's available funds for this project. Two submissions were received asking Council to reconsider this project. As a result, in June 2013 Council resolved to include an allocation of \$10 million relating to Perry Park in Capital Works expenditure and consult with the CSBA to develop a more cost effective way of delivering four multipurpose courts to Perry Park, along with supporting the CSBA's efforts to gain State and Federal funding and/or private contributions to construct an expanded stadium.
58. Throughout August, September and October 2013, the City met with and consulted with the CSBA to complete numerous four court development options, detailed in this report. The CSBA's preferred four court options include one event court and the ability to easily link to the existing Alexandria Basketball Stadium.
59. Ongoing stakeholder consultation with user groups and operators will continue throughout the design documentation process to seek feedback on the refined design and detailed facilities planning.
60. Statutory notification periods and exhibition will be undertaken as part of the Development Application process.

MICHAEL LEYLAND

Director City Projects and Property

Matthew Taylor, Senior Design Manager (Architecture)

Elizabeth Sandoval, Senior Design Manager (Architecture)