16.3 PAYNEHAM MEMORIAL SWIMMING CENTRE

REPORT AUTHOR: General Manager, Community Development
APPROVED BY: Chief Executive Officer
ATTACHMENTS: A - D

PURPOSE OF THE REPORT

The purpose of this report is to seek the Council's approval to seek validation from potential managers, as part of the Payneham Memorial Swimming Centre management procurement process, about a proposed gymnasium and the financial forecasts and their input into the operability of the proposed designs and to commission a Prudential Management Report of the proposed Payneham Memorial Swimming Centre (PMSC) gymnasium project.

BACKGROUND

The Council owns and operates both the Norwood Swimming Centre (NSC) and the Payneham Memorial Swimming Centre (PMSC).

The Council's Swimming Centres Long Term Strategy sets out the direction for both the NSC and the PMSC. The key components within the Strategy include retention of two outdoor pool facilities in the City of Norwood Payneham & St Peters and the provision of diverse aquatic recreational opportunities, including:

- lap swimming;
- swim coaching/squads;
- learn to swim lessons (private, group and school);
- recreational aquatic play;
- aquatic fitness; and
- community and family gatherings.

The PMSC does not currently incorporate or make provision to accommodate a dry area fitness space within the design (gymnasium).

At its special meeting held on 28 April 2025, the Council resolved the following (Confidential Item 2.1):

1. *That the management and operations of the Payneham Memorial Swimming Centre be outsourced to an external manager;*
2. *The commencement of a procurement process to identify an external manager for the Payneham Memorial Swimming Centre, be approved. hat detailed concept design work to include a gymnasium into the Payneham Memorial Swimming Centre pavilion building, be progressed and presented to the Council for approval.*
3. *That detailed concept design work to include a gymnasium into the Payneham Memorial Swimming Centre pavilion building, be progressed and presented to the Council for approval.*
4. *The Council notes that detailed designs for a new carpark on the northern end of Patterson Reserve, along Turner Street will be progressed, to provide an additional 84 carparks and will be presented to the Council for approval.*
5. *That design work on a bus step-down and bus holding areas be progressed (at an estimated cost of $35,000).*
6. *That the Chief Executive Officer be authorised to write to the Norwood Swimming Club indicating a desire to negotiate the terms and conditions of potential occupancy of the Payneham Memorial Swimming Centre once a management solution is finalised.*
7. *That the Chief Executive Officer be authorised to hold discussions with the Local Government Finance Authority regarding the proposed gymnasium in the context of the current borrowing limits and notes that the outcomes of the decisions will be reported back to the Council.*

STRATEGIC DIRECTIONS

CityPlan 2030 Alignment

Outcome 1: Social Equity
An inclusive, connected, accessible and friendly community.

Objective 1.1: Convenient and accessible services, information and facilities.

Strategy 1.1.1: Establish community hubs that integrate social support, health, recreational and commercial services, in multi-purpose spaces.

Strategy 1.1.2: Ensure Council places, services, facilities, information and activities are inclusive and accessible to people of all abilities.

Strategy 1.1.3 Design and provide safe, high-quality facilities and spaces for all people.

FINANCIAL AND BUDGET IMPLICATIONS

Operating Forecast

Building on the work undertaken by the Council to model the operational performance of the PMSC as part of the Prudential Report that was considered by the Council at its meeting held on 11 December 2023, BRM Advisory were subsequently engaged to prepare an updated financial model to provide an estimate of the expected financial performance of the PMSC over the next ten (10) years, with and without a gymnasium and based on the PMSC operating under an external management model in accordance with the resolution made by the Council at its Special Meeting held on 28 April 2025, namely:

That the management and operations of the Payneham Memorial Swimming Centre be outsourced to an external manager.

In summary, the net operating EBITDA for the PMSC (earnings before interest, tax, depreciation and amortisation) based on the endorsed design, projects a first-year deficit in the order of $1.20m, reducing to approximately $0.95 million once the facility reaches maturity in year 4.

If a gymnasium is constructed as part of the Centre, for the purposes of comparison and was to become operational on 1 January 2028 (approximately 1.5 years after the opening of the PMSC), it would impact on the second and subsequent years of the PMSC financial modelling. On this basis, the net operating EBITDA of the model inclusive of a gymnasium shows a predicted PMSC third year deficit of $0.4 million (in comparison to the second year swimming pool only forecast result of $0.95m deficit) improving to an approximate break-even EBITDA after the gymnasium reaches maturity approximately four (4) years after construction (based on attracting an assumed 1,500+ gymnasium members). On this basis, the forecast calculates a 6 to 7 year payback period on the gymnasium portion of the investment, with approximately $1 million annual improvements in EBITDA in each future year of the model once gymnasium memberships reach maturity. The payback period on the investment in both the gymnasium and the carpark, based on the $5.8 million estimated construction cost, is in the order of 7 to 8 years.

The inclusion of a gymnasium as an addition to the scope of the PMSC, has an estimated upfront capital cost of between $3.9m and $4.2m depending on the final size of the building. Following construction, the gymnasium will help to support the financial viability of the PMSC, with modelling forecasting an improvement in long term operational financial performance of the PMSC in the order of $1.0million per annum, once the gymnasium is at full capacity with at least 1,500 members. This improvement in performance will materially support the long-term financial viability of the PMSC.

Construction Costs

The initial concept design and cost estimate forecast a combined construction cost of $4.9m.

Progression of the gymnasium and associated carpark design to 30% has enabled a more detailed analysis of cost, resulting in Rider Levett Bucknall (RLB) estimating a combined cost of $5,818,845. The increase in cost is principally associated with the proposed carpark and is a result of:

- $166,000, compared to $105,000, for the replacement of baseball batting nets;
- $250,000 for a pedestrian bridge required to provide adequate pedestrian connection between the carpark and the PMSC; and
- approximately $468,000 reflecting a larger footprint, and the addition of footpaths, nets separating the carpark from the playing area etc.

A range of value management options exist and include the following;

- The cost estimate for the replacement of the batting nets reflects a 'like-for-like' replacement. However, no assessment has been undertaken to determine utilisation. A saving may be able to be achieved where the needs of the club reflect a smaller design. Formal engagement with the relevant Club would be undertaken following the Council's support for the project. External grant funding may also be a potential option to assist in reducing the cost to the Council.
- An earlier construction commencement is achievable which would result in an approximate saving of $80,000. This would impact on access to the southern part of the PMSC Pavillion and carpark and coincide with the PMSC's first summer of operation. Adoption of this option should consider the negative impact the disruption will have on users first experience of the PMSC and the associated reputational risk.
- A reduction to floor space of the gymnasium of 100m2. This would achieve a saving of $294,902. Input from potential operators would be sought to quantify the ongoing operational and financial impact of this reduction in floor area.
- A reduction in the number of car parks of eight (8) or thirteen (13), reflecting the proposed design and the reduced footprint design respectively. The reduction of thirteen (13) car parks would realise a saving of approximately $50,000 however, this value management option is not supported as the proposed design maximises the unusual shape of the site and responds to a high demand for carparking to service the various activities that occur within the precinct.

The combination of an accelerated construction schedule and reduction of floor space would result in a saving of $375,000.

Long Term Financial Plan

Since the initial advice to the Council regarding the construction of a gymnasium and its impact on the Long Term Financial Plan (LTFP), a number of additional budgetary factors have emerged that should be considered before updating the projected impact of the proposed gymnasium.

To support this assessment, it is recommended that the concept of a gymnasium be incorporated into the current procurement process for a management solution for the PMSC. This approach would allow validation of the Council's financial performance modelling for the gymnasium and provide expert advice on the optimal internal design configuration, based on the Council's current concept, to achieve the most effective operational outcomes.

It is further recommended that the findings from this work inform the preparation of a Prudential Report, which would include an updated Long Term Financial Plan. The cost of commissioning the Prudential Report is estimated at approximately $10,000. The Prudential Report is proposed to be presented to the Council at the March 2026 Council meeting.

The outcomes of this process would provide the Council with robust advice on the viability and affordability of proceeding with the construction of a gymnasium as part of the PMSC and allow the Council to make a final decision.

Gymnasium Construction

Rider Levett Bucknall (RLB) estimate that the capital cost of constructing the recommended gymnasium solution (cost estimate and design illustrated in Attachment A and Attachment B respectively) is $4,131,872 based on a 30% design. An overview of the cost estimate is outlined in Table 1: Gymnasium Cost Estimate Summary below:

[redacted]

Gymnasium Impact to Carpark

The design concept for the proposed gymnasium displaces 30 car parking spaces whilst simultaneously increasing the required car parking provision. The Planning & Design Code nominates a car parking rate of 6.5 spaces per 100m2 for gymnasiums. It is calculated that the gymnasium would require 40 car parks. This results in a requirement to provide a net increase of an estimated 70 additional car parking spaces. The proposed solution involves the construction of a new carpark on Patterson Reserve adjacent Turner Street. Rider Levett Bucknall (RLB) estimate the capital cost, as detailed in Attachment C, of constructing this carpark at $1,640,000 and includes $250,000 for a pedestrian bridge and $166,000 to replace and relocate the existing sport nets (noting that no usage analysis or scoping has been undertaken to inform the design of the sport nets).

An overview of the cost estimate is outlined in Table 2: Carpark Cost Estimate Summary below:

[redacted]

Management Contract

An integral aspect of the contracting methodology for the management of the PMSC includes:

- a three (3) year plus seven (7) year management contract;
- a fee for service arrangement for the first three (3) years of the contract;
- during Year 3, conduct an independent review of the performance of the PMSC (and the Manager) during the first two (2) years of operation to inform a profit share arrangement for the remainder of the contract.

The construction of a gymnasium will be incorporated into the PMSC management contract. However, the operation of the gymnasium is likely to not commence until more than a year post opening of the PMSC, and hence, reflect a change in operational conditions.

It is considered that a two-year operation under the same operating conditions be the preferred condition to inform the independent review. Hence, it is recommended that where the Council approves the construction of a gymnasium, that the management agreement be modified to reflect:

- an initial four (4) year operation on a fee for service basis, followed by a six (6) year profit share period (compared to the originally endorsed three (3) year fee for service and seven (7) year profit share contract); and
- during Year 4, instead of Year 3, conduct an independent review of the performance of the PMSC (and the Manager) during the first two (3) years of operation to inform a profit share arrangement for the remainder of the contract.

It is intended to introduce this potential modification into the current procurement process for the management of the PMSC when requesting advice from proponents on the financial performance and internal design of the proposed gymnasium.

RISK MANAGEMENT

This report recommends a process that seeks to significantly minimise the risk to the Council through a staged approach that attempts to validate and inform the following:

- financial performance of the proposed gymnasium;
- impact and affordability of the construction of the gymnasium on the Council's Long Term Financial Plan; and
- return on investment and reduction of operating costs to achieve improved financial sustainability associated with the PMSC.

CONSULTATION

Elected Members
An Elected Member's Information Briefing Session was held on 9 December 2024. Elected Members subsequently considered this matter at the Special Council Meeting held on 28 April 2025.

Community
Not Applicable.

Staff
Not Applicable.

Other Agencies
Not Applicable.

DISCUSSION

Gymnasium Proposal

Gymnasiums are a highly desirable and commercially viable part of a modern aquatic facility. All publicly owned indoor aquatic facilities in metropolitan Adelaide have a gymnasium.

A gymnasium allows for a customer to obtain a full-service aquatic and fitness membership and represents as a differentiator to other gymnasium offerings (e.g. the 24/7 self-service gym).

The desired space for a contemporary gymnasium typically requires a floor area between 530-650m2 which includes space for a gym, exercise classes, passive fitness area, storage and wet areas.

As outlined within the *Council Swimming Centres* report considered by the Council at its special meeting held on 28 April 2025, a range of construction scenarios for a gymnasium have been explored whilst considering site constraints, maintenance of the existing PMSC project schedule and contractual implications with the main contractor.

The proposed concept design enables the construction of a gymnasium as a separate and independent project to the PMSC construction, delivering a highly integrated and seamless design as a ground level stand-alone structure on the southern side of the PMSC pavilion building, protruding into the car park.

The features of the concept design include:

- integrated entry/exit access corridor integrated with PMSC facility;
- external façade and building materials aligned with PMSC;
- 200m2 of flexible programming rooms;
- large open gym weights/equipment floor space;
- independent toilet facilities;
- 24hr access provisions from southern carpark carpark (24/7 access would be subject to advice from potential operators and subject to Development Application); and
- lockers and associated storage requirements.

RLB estimate the capital cost of constructing the gymnasium, based on the 30% concept design, would be $4.179 m.

Carpark Proposal

The current PMSC carpark provision contains 97 spaces supported by an additional 67 spaces adjacent to the Payneham Library. The current recommended gymnasium solution removes approximately 30 spaces which are required to be replaced.

Tonkin Consulting Pty Ltd have been engaged to:

1. review the existing PMSC car park areas and other carpark scenarios to expand the car parking capacity south of the existing car park or at an overflow car park in the Patterson Reserve based on a review of the car park demand for the PMSC and a potential gymnasium connected to the PMSC; and
2. assess the feasibility for safe and practical bus movements, including for events to service the PMSC, with ‘drop and go’ scenarios for buses to wait or park before returning to collect students (noting that this assessment is relevant regardless of any contemplation of the construction of a gymnasium).

With respect to the car parking provision, the new gymnasium requires 40 additional car parking spaces. The report prepared by Tonkin potentially slightly over-estimates the car parking requirement, as there have been refinements to the overall footprint of the gymnasium since this study.

Tonkin also noted that whilst the planned carparking provision at the PMSC is appropriate, benchmarking and assessment of surveys of other similar facilities indicate a likely significantly higher demand for carparking during peak summer periods. In this regard, whilst not a requirement, Tonkin recommend the inclusion of the proposed carpark on Patterson Reserve would assist this participation, regardless of the inclusion of a gymnasium. It will provide an important asset to service the adjacent Payneham Youth Centre and the users of Patterson Reserve – whether for community sport or recreation. Therefore, the car park can be viewed as servicing the uses within the broader Patterson Reserve Community and Recreation Precinct, rather than just the PMSC.

The proposed construction of a car park on the Northern end of Patterson Reserve was considered the most appropriate and aligns with the location identified in the Patterson Reserve Community and Recreation Precinct Master Plan (May 2021).

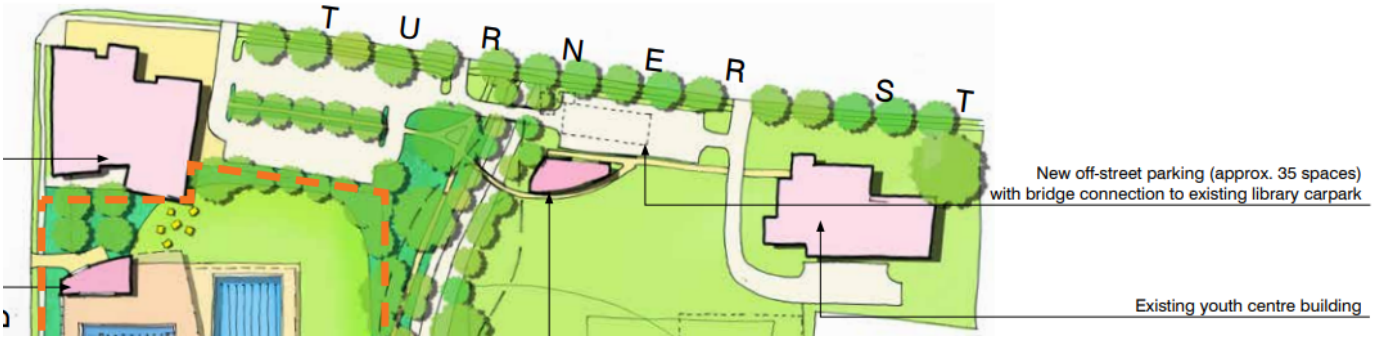
A concept design is illustrated below which leverages the site to provide 82 car spaces. In turn, this accommodates the required 40 car spaces plus the 30 car spaces displaced by the construction of the gymnasium and 12 additional car spaces.

Concept Car Park Layout in Patterson Reserve

The design includes a pedestrian bridge linking Patterson Reserve with the western portion of the Precinct and an allowance for netting, similar to that located behind goalposts for AFL ovals. This may be required to ensure that cars in the carpark are protected from lacrosse balls given proximity of the new car park to the playing fields as currently configured.

A car park in this location, with the role of servicing various community, aquatic and sports facilities within the precinct, is consistent with the Patterson Reserve Community & Recreational Precinct Masterplan which was endorsed by the Council at its meeting held on 3 May 2021. In this respect, the gymnasium provides impetus to realise an intended asset which is offset through revenue that would not otherwise be available. The relevant extract from the approved Patterson Reserve Community & Recreational Precinct Masterplan is provided below.

Patterson Reserve Community & Recreational Precinct Masterplan - Extract



The construction of the carpark will necessitate the demolition and reconstruction of the practice batting enclosure (similar to cricket nets) used by the East Torrens Baseball Club. The Club has been advocating for the renewal of this infrastructure in recent time and external funding opportunities may be sought to assist with project delivery.

Subject to further spatial planning, Council support and necessary approvals, it is proposed to locate the new practice infrastructure immediately south of the proposed carpark footprint.

The preliminary estimate to renew the practice nets (237 sqm footprint) in a new location is approximately $227,000, inclusive of all associated fees and 10% construction contingency.

RLB estimate the capital cost of constructing the carpark would be $1.64 m.

Additional Car Parking

In respect to car parking across the Precinct, Council staff have continued to pursue use of the carpark immediately south of the PMSC which belongs to the property currently occupied by DXC Technology. To assist this process, MRS Property were engaged in early September 2025, to assist and advance engagement with the property owner and if required, negotiate commercial terms. Whilst access to this carpark will not negate the Council's obligations for the long-term provision of carparking, it may provide valuable additional carparking to respond to peak demand periods for the PMSC (irrespective of the inclusion of a gymnasium). This work is still underway.

Bus Zones

The existing PMSC project design is based on school/event buses stepping down along OG Road. OG Road experiences high volumes of traffic movements and may not serve as the most ideal location to provide schools the required confidence to be able to effectively manage the dis-embarkment/embarkment of children. In addition, school/event buses typically stay on-site for the duration of their passenger's participation, and hence, require a holding location.

Tonkin have examined how the existing PMSC design will support bus movements and have recommended modifications which include a kerb-side Bus Zone on OG Road and Bus Bays on Turner Street to improve traffic flow and people safety and management. These modifications will work together to provide:

1. A “drop-off “area only on OG Road, as illustrated below, which:

    - incorporates two bus zone areas on either side of the pedestrian crossing at the refuge on OG Road for a bus capacity of two 12.5 m buses at each bus stop;
    - provides an approximate 100m pedestrian access from the OG Road bus stop to the main entrance of the PMSC;
    - retains the existing footpath width and landscaping between the public footpath and the PMSC; and
    - recommends five trees along the footpath of OG Road would be permanently removed, to reduce obstructions to pedestrians when getting off the bus.

Drop Off Bus Zone Areas on OG Road

2. A “pick-up” area on Turner Street, as illustrated below, which:

    - incorporates two indented bus zone areas on either side of the entrance and exit driveway on Turner Street to the Patterson Reserve for a bus capacity of two 12.5 m buses at each bus stop;
    - provides pedestrian access to the bus stops from the main entrance of the PMSC or the western perimeter exit via the shared path along the western side of Third Creek to Turner Street;
    - relocation of the footpath with a width of 2.5m to be relocated further south on the south side of Turner Street into Patterson Reserve;
    - requires four trees along the footpath of Turner Street to be removed;
    - enables students to queue for buses in a safe environment; and
    - enables children and students to exit the PMSC from the main entrance and walk via the shared path to Turner Street and thereby avoid transit along OG Road, or use an alternative exit from the northeast corner of the PMSC site. A waiting area for students to queue to board the departing buses is provided on the south side of Turner Street.

Pick Up Bus Zones on Turner Street

The modifications to OG Road are already included in the Council's 2025-2026 renewal program. The modifications to Turner Street will be included in the Council's 2026-2027 renewal program, noting that Turner Street was scheduled for renewal but delayed until the completion of the construction of the PMSC.

The report prepared by Tonkin is contained in **Attachment D**.

Community Land Management Plan

The Council's Sporting Facilities Community Land Management Plan (published in 2022) covers both the Payneham Memorial Swimming Centre (PMSC) and the Patterson Sportsground (PS).

As a recreational facility, the addition of a gymnasium to the PMSC is consistent with the specific objectives for the PMSC which is '*the upgrade of existing facilities and establishment of aquatic and recreational facilities*' given the gym would be considered a recreational facility.

Further, the addition of a gymnasium to the PMSC is consistent with the purpose of the land as per the below:

- *provide aquatic and recreation facilities for the City;*
- *facilitate the provision of community, health, recreational, educational, cultural and tourism facilities, services and activities across the City;*
- *provide opportunities for informal and formal recreational, community and sporting activities; and*
- *provide opportunities for social interaction, connection, relaxation and physical activity.*

Unlike the PMSC, the Patterson Sportsground does not have purposes and objectives which are specific to it except that the Management Proposal is a 'Masterplan' with the objective of a '*high-level vision for the upgrade of existing facilities'*. The inclusion of car parking to one end of the Sportsground, with linkages to the PMSC, is considered consistent with this objective.

Project Delivery

Table 3 – Indicative Car Park Delivery Schedule lists indicative dates for design and construction of the Patterson Reserve car park. The target is to have the car park in operation in Spring 2026.

TABLE 3: INDICATIVE CAR PARK DELIVERY SCHEDULE

Task	Targeted Completion Date
Design team engaged	End December 2025
Stakeholder consultation and Development Approval	End March 2026
Detailed design and costing	End March 2026
Tender and contract award	End June 2026
Construction period: 3-months (indicative)	July – Sept 2026 (inclusive)
Construction completed	End September 2026

Table 4 – Indicative Gymnasium Delivery Schedule lists indicative dates for design and construction of the Gymnasium. This schedule has the following benefits:

- the pool operator can be involved in the detailed design process; and
- construction commences following the first summer of operation (after peak carpark demand is at its highest) and is completed early in the second summer of operation.

TABLE 4: INDICATIVE GYMNASIUM DELIVERY SCHEDULE

Task	Targeted Completion Date
Design team engaged	End January 2026
Development approval	February 2026
Prudential Report considered by Council	March 2026
Prudential Report considered by Audit and Risk Committee	March 2026
Prudential Report considered by Council	April 2026
Community consultation (if endorsed by Council)	April 2026
Detailed design and costing complete	End May 2026
Final report to Council	June 2026
Tender and Council approval to award contract	End August 2026
Construction period: 9-months (indicative)	April – Nov 2027 (inclusive)
Construction start	End November 2027

The option of commencing construction of the gymnasium in Spring 2026 has been considered, however this is not preferred. The PMSC is scheduled to open mid-2026 and a nine (9) month period of operation over the 2026-2027 summer period provides the community and operators the opportunity to engage with the facility prior to the project commencing.

The indicative schedules outlined above in Tables 3 and 4 are predicated on the design development continuing for both the Gymnasium and Carpark with the existing design teams whilst the prudential report is prepared. The total cost to complete the detailed design works is estimated at $185,000 for the Gymnasium and $68,000 for the Carpark. These fees are currently unbudgeted.

Swimming Clubs

The Norwood Swimming Club (NSC) has a long history at both of the Council's swimming centres. This includes use of a shared 'club room' at the PMSC, which was used to store club memorabilia, undertake fitness training, hold meetings etc. As part of the PMSC design, a (2) 70m2 'club room' was incorporated to support potential lease arrangements with the Club.

A new Leasing and Licensing Policy is currently being developed for the Council's consideration in the coming months. It is expected that this will consider the Council's approach to lease fees for sporting clubs and that this, if approved, will inform the sublease arrangements for occupancy through the PMSC management contract, if desired, by the Club.

Whilst preliminary discussions with the Club identified a desire to access a space within the PMSC for training, conducing meetings, accessing kitchen facilities and supporting storage needs, etc. multiple requests for the Club to identify their specific needs have not been responded to.

On 3 June 2025, the Council's Chief Executive Officer wrote to the Club's President and Secretary re-iterating the Council's commitment to working with the Club to support the Club's occupancy at the PMSC. No response has been received to date.

The PMSC management contract includes provision for the use of the clubrooms by the NSC or other clubs/organisations as appropriate.

OPTIONS

The Council can determine not to construct a gymnasium as a part of the PMSC, however this is not recommended at this stage as the gymnasium provides an important revenue opportunity to offset the high operational costs associated with operating an aquatic centre.

The Council may decide to defer any further design of the Gymnasium and/or Carpark until the findings of the Prudential Report are considered by the Council. This is tentatively scheduled for March 2026. Under this scenario the indicative delivery schedules outlined in Tables 3 and 4 are no longer valid. Deferral would expose both projects to cost escalation and delay of potential community benefits and financial returns.

CONCLUSION

The design of a gymnasium and associated car park for inclusion as part of the PMSC has progressed to 30% completion. The total cost of constructing the gymnasium and car park is estimated at $5,818,845. Whilst the construction costs associated with the gymnasium and carpark are relatively consistent with the advice provided to the Council on 28 April 2025, additional design elements have resulted in a higher estimated project cost. This includes:

- $166,000, compared to $105,000, for the replacement of batting nets;
- $250,000 for a pedestrian bridge required to provide adequate pedestrian connection between the carpark and the PMSC; and
- approximately $468,000 reflecting a larger footprint, and the addition of footpaths, nets separating the carpark from the playing area etc.

Potential value management opportunities include an accelerated construction schedule and reduction of floor space which would result in an estimated saving of $375,000. Grant funding may also be available to offset the costs associated with the renewal of batting nets.

The PMSC, without a gymnasium, net operating EBITDA (earnings before interest, tax, depreciation and amortisation) based on the endorsed design is estimating a first-year deficit in the order of $1.20m, reducing to approximately $0.95 million once the facility reaches maturity in year 4.

If a gymnasium is constructed as part of the Centre, for the purposes of comparison and was to become operational on 1 January 2028 (approximately 1.5 years after the opening of the PMSC), it would impact on the second and subsequent years of the PMSC financial modelling. On this basis, the net operating EBITDA of the model inclusive of a gymnasium shows a predicted PMSC third year deficit of $0.4 million (in comparison to the second year swimming pool only forecast result of $0.95m deficit) improving to an approximate break-even EBITDA after the gymnasium reaches maturity approximately four (4) years after construction (based on attracting an assumed 1,500+ gymnasium members). On this basis, the forecast calculates a 6 to 7 year payback period on the gymnasium portion of the investment, with approximately $1 million annual improvements in EBITDA in each future year of the model once gymnasium memberships reach maturity. The payback period on the investment in both the gymnasium and the carpark, based on the $5.8 million estimated construction cost, is in the order of 7 to 8 years.

The inclusion of a gymnasium as an addition to the scope of the PMSC, has an estimated upfront capital cost of between $3.9m and $4.2m depending on the final size of the building. Following construction, the gymnasium will help to support the financial viability of the PMSC, with modelling forecasting an improvement in long term operational financial performance of the PMSC by in the order of $1.0 million per annum, once the gymnasium is at full capacity with at least 1,500 members. This improvement in performance will materially support the long-term financial viability of the PMSC and NPSP.

It is recommended that the potential for the inclusion of a gymnasium be introduced into the current procurement process to identify a manager for the PMSC. This will enable the Council to seek further information relating to the internal design of the gymnasium and validate the Council's financial performance forecast.

Since the initial advice was provided to the Council regarding the construction of a gymnasium and its impact on the Long Term Financial Plan (LTFP), a number of additional budgetary factors have emerged that should be considered before updating the projected impact of the proposed gymnasium on the Long Term Financial Plan.

To support this assessment, it is recommended that the findings from this work inform the preparation of a Prudential Management Report, which would include an updated Long Term Financial Plan. The cost of commissioning the Prudential Management Report is estimated at approximately $10,000.

This approach would allow validation of the Council's financial performance modelling for the gymnasium and provide expert advice on the optimal internal design configuration, based on the Council's current concept, to achieve the most effective operational outcomes.

The inclusion of a gymnasium as an addition to the scope of the PMSC has an estimated upfront capital cost of between $3.9m and $4.2m depending on the final size of the building. Following construction, the gymnasium will help to support the financial viability of the PMSC, with modelling forecasting an improvement in long term operational financial performance of the PMSC by in the order of $1.0 million per annum, once the gymnasium is at full capacity with at least 1,500 members. This improvement in performance will materially support the long-term financial viability of the PMSC.

RECOMMENDATION 1

That pursuant to Section 90(2) and (3) of the Local Government Act 1999 the Council orders that the public, with the exception of the Council staff present, be excluded from the meeting on the basis that the Council will receive, discuss and consider:

(b) information the disclosure of which -
  (i) could reasonably be expected to confer a commercial advantage on a person with whom the council is conducting, or proposing to conduct, business, or to prejudice the commercial position of the council; and
  (ii) would, on balance, be contrary to the public interest.

and the Council is satisfied that, the principle that the meeting should be conducted in a place open to the public, has been outweighed by the need to keep the receipt/discussion/consideration of the information confidential.

RECOMMENDATION 2

1. Disclosure of the potential gymnasium project with management proponents who submit a proposal for the management of the PMSC be approved.

2. That incorporation of the proposed gymnasium design and associated modifications into the current PMSC management procurement process for the purpose of validating the Council's forecast financial performance and to seek input relating to internal designs be approved.

3. That commissioning of a Prudential Management Report associated with the proposed PMSC gymnasium project and a budget in the order of $10,000 be approved.

4. That the concept designs for the Gymnasium and Car Park be approved.

5. That a budget variation of $185,000 (excluding GST) to fund detailed design of the Gymnasium to enable commencement of construction in line with the indicative schedule outlined in this report, be approved.

6. That a budget variation of $68,000 (excluding GST) to fund detailed design of the Car Park to enable commencement of construction in line with the indicative schedule outlined in this report, be approved.

RECOMMENDATION 3

Under Section 91(7) and (9) of the Local Government Act 1999 the Council orders that the report, discussion and minutes be kept confidential until the matter is finalised, after which time the order will be reviewed.

Cr Piggott returned to the meeting 11:07pm.

Cr Callisto moved:

That pursuant to Section 90(2) and (3) of the Local Government Act 1999 the Council orders that the public, with the exception of the Council staff present [Chief Executive Officer; General Manager, Governance & Civic Affairs; General Manager, Urban Planning & Environment; General Manager, Community Development; Manager, Assets & Projects; Manager, Governance; Executive Assistant, Chief Executive's Office; Governance Officer and Administration Assistant, Governance & Civic Affairs], be excluded from the meeting on the basis that the Council will receive, discuss and consider:

(b) information the disclosure of which -
(i) could reasonably be expected to confer a commercial advantage on a person with whom the council is conducting, or proposing to conduct, business, or to prejudice the commercial position of the council; and
(ii) would, on balance, be contrary to the public interest.

and the Council is satisfied that, the principle that the meeting should be conducted in a place open to the public, has been outweighed by the need to keep the receipt/discussion/consideration of the information confidential.

Seconded by Cr Holfeld and carried unanimously.

Cr Excell left the meeting at 11:09 pm.
Cr Excell returned to the meeting at 11:09 pm.
Cr Mex left the meeting at 11:17 pm.
Cr Mex returned to the meeting at 11:20 pm.

Extension of Council Meeting

At 11.27pm Cr McFarlane moved:

That the Council meeting be further extended until 11.45pm.

Seconded by Cr Holfeld and carried.

Cr Duke moved:

That the Council does not proceed with the gymnasium at the Payneham Memorial Swimming Centre.

Seconded by Cr Knoblauch and lost.

Division

Cr Duke called for a division and the decision was set aside.

Those in favour:
Cr Duke, Cr Excell and Cr Knoblauch.

Those against:
Cr Callisto, Cr Holfeld, Cr McFarlane, Cr Mex, Cr Moorhouse, Cr Piggott and Cr Robinson.

The Mayor declared the motion lost.

Cr McFarlane moved:

1. *Disclosure of the potential gymnasium project with management proponents who submit a proposal for the management of the PMSC be approved.*

2. *That incorporation of the proposed gymnasium design and associated modifications into the current PMSC management procurement process for the purpose of validating the Council's forecast financial performance and to seek input relating to internal designs be approved.*

3. *That commissioning of a Prudential Management Report associated with the proposed PMSC gymnasium project and a budget in the order of $10,000 be approved.*

4. *That the concept designs for the Gymnasium and Car Park be approved.*

5. *That a budget variation of $185,000 (excluding GST) to fund detailed design of the Gymnasium to enable commencement of construction in line with the indicative schedule outlined in this report, be approved.*

6. *That a budget variation of $68,000 (excluding GST) to fund detailed design of the Car Park to enable commencement of construction in line with the indicative schedule outlined in this report, be approved.*

Seconded by Cr Callisto.

Amendment

Cr Excell moved:

1. *Disclosure of the potential gymnasium project with management proponents who submit a proposal for the management of the PMSC be approved.*

2. *That incorporation of the proposed gymnasium design and associated modifications into the current PMSC management procurement process for the purpose of validating the Council's forecast financial performance and to seek input relating to internal designs be approved.*

3. *That commissioning of a Prudential Management Report associated with the proposed PMSC gymnasium project and a budget in the order of $10,000 be approved.*

4. *That the concept designs for the Gymnasium and Car Park be approved.*

Seconded by Cr Robinson.

Extension of Council Meeting

At 11.43pm Cr Piggott moved:

That the Council meeting be extended until 12.00am.

Seconded by Cr McFarlane and carried.

The amendment was put and lost.

The original motion was put and carried.

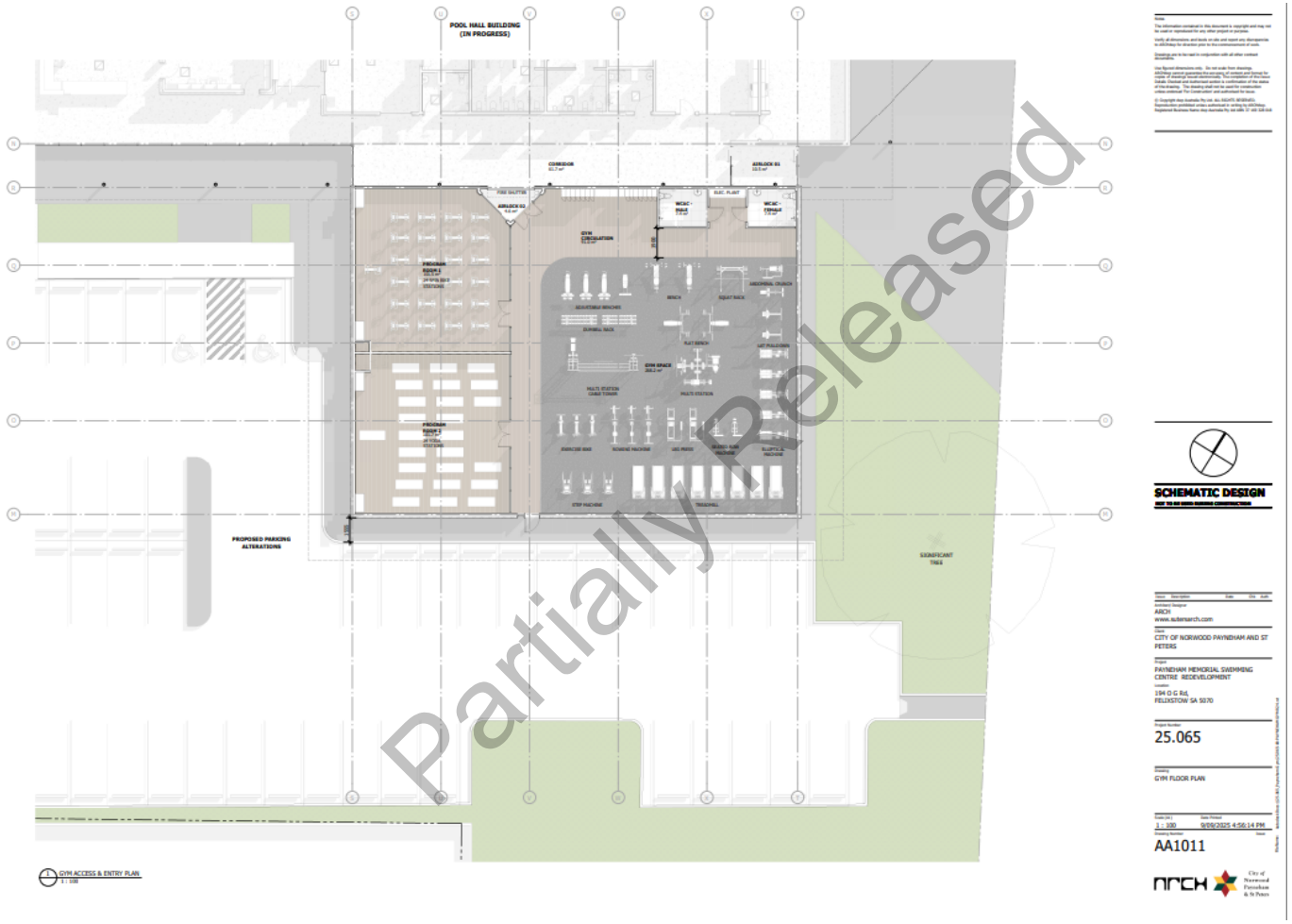
Cr Robinson moved:

Under Section 91(7) and (9) of the Local Government Act 1999 the Council orders that the report, discussion and minutes be kept confidential until the matter is finalised, after which time the order will be reviewed.

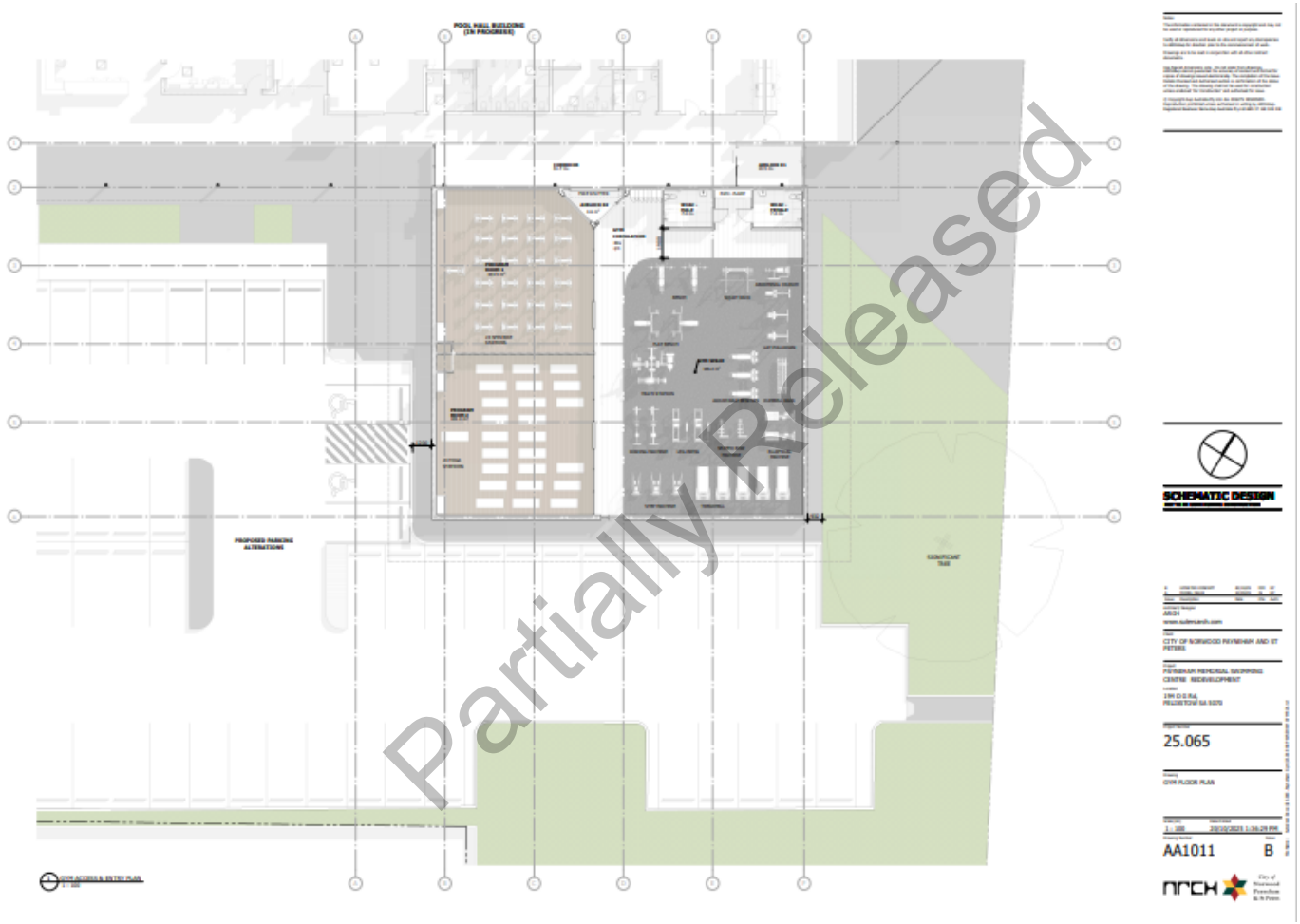
Seconded by Cr Holfeld and carried unanimously.

Attachment A – Gymnasium Design

Gymnasium Design at 30%



Gymnasium Design at 30% - with 100m2 reduced footprint (potential value management opportunity)



Payneham Community Precinct Transport Study

Draft Report

City of Norwood, Payneham & St Peters

Technical Report
8 August 2025
Ref: 250881R001

DRAFT

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Building exceptional outcomes together

Document History and Status

Rev	Description	Author	Reviewed	Approved	Date
A	Draft Report	John Devney	Jackson March	John Devney	8 August 2025

250881R001 Payneham Community Precinct Transport Study | Draft Report

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Ref: 250881R001

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Executive Summary

Overview

The Payneham Memorial Swimming Centre (PMSC) is a major community infrastructure project for the City of Norwood, Payneham & St Peters (Council) that is scheduled to open in early 2026. The purpose of the Payneham Community Precinct transport study was to develop and assess two infrastructure components, namely the bus zones for the student drop-off and pick-up activity for the PMSC and the car parking areas at the PMSC and for the potential overflow car parking in the Patterson Reserve in Turner Street. The scope included:

- the feasibility for safe and practical bus movements, including for events to service the PMSC, with 'drop and go' scenarios for buses to wait or park before returning for pick-up students, and
- a review of the existing PMSC car park areas and other car park scenarios to expand the car parking capacity south of the existing car park or at an overflow car park in the Patterson Reserve based on a review of the car park demand for the PMSC and a potential gym building connected to the PMSC.

Key Findings

Bus Zones

Three short-listed bus zone scenarios for the drop-off and pick-up activity at the PMSC were confirmed for the assessment and the preparation of the concept drawings for the following short-listed scenarios.

Scenario B1a with the kerbside bus zone on OG Road provides capacity for two bus stops with space for two 12.5m buses at each stop. This scenario is recommended for a kerbside bus zone on OG Road with capacity for two 12.5m buses at the southern bus stop and back-up space for two 12.5m buses at the northern bus stop. This option blocks the existing cycling lane on OG Road, but the buses would only be using this location during the off-peak periods (9am to 4pm). It is shown on Drawing 250811.01.

Scenario B1b with the full indented bus bays in OG Road is not recommended since it only provides capacity for two 12.5m buses at the southern stop and for one 12.5m bus at the northern stop. It is more costly, impacts on the landscaping and existing footpath on OG Road. It is shown on Drawing 250811.02.

Scenario B4 with the full indented bus zones in Turner Street north of the Patterson Reserve is recommended for pick-up only activity with two bus zones with a capacity for two 12.5 m buses at each for a total of four buses at any time. It is shown on Drawing 250811.03.

Car Parking

With the new PMSC to be an all-year swimming centre with two indoor swimming pools, and outdoor swimming pools and a water play area, the attractiveness of the new modern facility will likely be higher than the former PMSC that was an outdoor swimming pool that was only operational from October to March. Even without the proposed adjoining gym facility on the southern side of the PMSC, the additional car parking capacity in the Patterson Reserve of **84 spaces** is recommended to accommodate the higher demand during the peak summer months and during the busy school holiday periods.

Two short-listed car park scenarios at the PMSC and for the overflow parking were confirmed for the assessment and the preparation of the concept layout drawings. The other scenarios, Scenario B1 with the redesign of the existing PMSC car park and Scenario B3 for the reconfigured car park with the proposed gym were not progressed to the concept design stage and are on hold until further confirmation from the Council.

Scenario B2 for the expansion of the PMSC car park south to the Payneham Memorial Gardens was tested with a concept layout that is shown on Drawing 251881.C002. The attributes of this car park scenario are:

- Access to the expanded car park is via the existing PMSC car park under the existing trees.
- 8 existing car park spaces would be removed to accommodate the entry and exit into the expanded car parking area.
- A total of 23 car park spaces would be provided with this layout with 19 additional spaces. However, if the four spaces closest to the shared path are not included, only 15 additional spaces are provided.
- Wheel stop blocks would be installed for the 5 spaces at the south east corner of the car park area to avoid any risk of a vehicle crossing into the pedestrian and rotunda area with these car parks next to the shared path.
- Two existing trees would be permanently removed.

Scenario B4 for the overflow car park in the Patterson Reserve was developed with a concept layout that is shown on Drawing 251881.C001. The attributes of this car park scenario are:

- A total of 84 car park spaces would be provided with this layout in four rows of parking with a one-way counterclockwise circulation from the driveway into the Patterson Reserve.
- A new 2.5m footpath would be built on the south side of Turner Street between the bus zone for the student pick-up activity between the Third Creek culvert and the entrance to the driveway of the Patterson Reserve.
- The excess space on the reserve between the relocated footpath and the car park would provide a student waiting and standing area when queuing for the buses at the bus zone.
- The 2.5 m footpath would extend around the west and southern periphery of the new car park to provide walk access between the baseball club rooms and the Third Creek walkway. A future 3m width pedestrian only bridge is proposed between the northeast corner of the PMSC and the Patterson Reserve car park. This infrastructure is not part of this project and is a future option for Council to consider providing an alternative walk route between the PMSC and the Turner Street bus zone and the Patterson Reserve car park.
- All of the vegetation along the south side of Turner Street be permanently removed within proximity of the works.
- The existing practice batting cages would be removed for the new car park.
- Underground services and other electrical infrastructure would need to be relocated for the car park.

For the Patterson Reserve car park, the number of car spaces is 82. In order to accommodate 84 spaces as recommended in the parking demand section of the report, additional land in the Patterson Reserve would be required for more car parking spaces.

Key Recommendations

Bus Zones

Scenario B6 is the alternative combined scenarios B1 and B4. It provides the benefits of a convenient and safe set-down location on OG Road near the main entrance of the PMSC. The recommended operation for the buses is for drop-offs at the southern bus stop and that bus drivers stop for students to alight at this stop as a preference. For the pick-up activity where students will be queuing for the buses, a site on Turner Street is proposed to be safer for students to wait and boarding the buses after their swimming lessons or events. Students can exit the PMSC from the main entrance to the south of the building and walk via the shared path to Turner Street or use an alternative exist from the northeast corner of the PMSC site that would be more convenient if it is provided. A waiting area for students to queue to board the departing buses is provided on the south side of Turner Street. The concept drawing for **Scenario B6** with the kerbside drop-off activity only on OG Road is shown in Figure 1.

Figure 1: Scenario B6 Concept Level Kerbside Bus Zone on OG Road and Bus Bays on Turner Street

The attributes of the combined bus zone scenario are:

- Pedestrian access from the bus stops to the main entrance of the PMSC is about 100m.
- Two bus zone areas are provided on either side of the pedestrian crossing at the refuge on OG Road for a bus capacity of two 12.5 m buses at each bus stop.
- Five trees along the footpath of OG Road would be permanently removed.
- The footpath width would not be affected but allows for the upgrade of the footpath surface while retaining the proposed landscaping between the public footpath and the PMSC building.

The concept drawing for **Scenario B6** with the pick-up only activity at the indented bus bays on Turner Street is shown in Figure 2.

Figure 2: Scenario B6 Concept Level Indented Bus Bays on Turner Street

The attributes of the combined bus zone scenario in Turner Street are:

- Pedestrian access to the bus stops from the main entrance of the PMSC is about 220m via the shared path along the western side of Third Creek to Turner Street.
- Two indented bus zone areas are provided on either side of the entrance and exit driveway on Turneer Street to the Patterson Reserve for a bus capacity of two 12.5 m buses at each bus stop.
- Four trees along the footpath of Turner Street would be removed.
- The footpath with a width of 2.5m would be relocated further south on the south side of Turner Street into the Patterson Reserve.

Car Parking

The expansion of the PMSC car park towards the Payneham Memorial Gardens is not recommended with the impacts on the public access to the shared path, reserve and gardens area. However, to accommodate the high car park demand, in particular during the busy summer months and school holiday periods, the overflow car park in the Patterson Reserve for 82 spaces is recommended. Additional land would be required to accommodate 84 spaces in the Patterson Reserve.

Scenario B4 for the new overflow car park in the Patterson Reserve was developed with the concept design layout and it is shown in Figure 3. For further design development, the one-way traffic movements through the car park could be reversed to reduce the conflict on the driveway between incoming and outgoing vehicles. The car parking standards for AS2890.1 were applied for the dimensions of the car park with spaces of 2.5m by 5.4m and the aisle width of 5.8m.

Figure 3: Scenario P4 Concept Level Car Park Layout in the Patterson Reserve

Abbreviations

Abbreviation	Description
Council	City of Norwood, Payneham & St Peters
DIT	Department for Infrastructure and Transport, South Australia

Glossary of Terms

Term	Description
AS2890	AS2890 refers to a series of Australian Standards related to parking facilities, primarily focused on the design and layout of off-street parking areas. AS2890.1 is specifically concerned with off-street car parking facilities. These standards, along with local council regulations, ensure parking areas are safe, accessible, and meet the needs of all users, including those with disabilities. The car parking standards for AS2890.1 were applied for the dimensions of the car park with spaces 2.5m by 5.4m and the aisle width of 5.8m.
Pedestrian refuge	A pedestrian refuge is a designated area in the median of a road, where pedestrians can safely pause while crossing a road. It is typically provided on wider or multi-lane roads. It allows pedestrians to cross the road in stages, focusing on one direction of traffic at a time.
Bus bay	A bus bay is a designated area where buses can pull over to pick up or drop off passengers. Bus bays help manage traffic flow and ensure that buses do not obstruct other vehicles when loading or unloading passengers.

1 Introduction

In this section, the background, study purpose and scope are provided.

1.1 Background

The Payneham Memorial Swimming Centre (PMSC) is a major community infrastructure project for the City of Norwood, Payneham & St Peters (Council) that is scheduled to open in early 2026. It will provide attractive, modern, high quality indoor and outdoor swimming areas and water play area for the community to undertake recreation, fitness, and aquatic education throughout the year. The PMSC is located south of the existing Payneham Library and Community Centre and west of Third Creek and the Patterson Reserve that are accessed by vehicle from Turner Street. The Patterson Reserve is home to the East Torrens Baseball Club and Lacrosse Club, the Payneham Youth Centre and a range of other sporting activities as shown in Figure 1.1.

Figure 1.1: Payneham Community Precinct Transport Study Area

The Payneham Community Precinct will include:

- A modern swimming centre with dedicated learn-to-swim and school-based aquatic programs.
- The Payneham Memorial Gardens with an ANZAC memorial cross.
- The Payneham Library and Community Centre which provides hireable meeting/event spaces.
- Payneham Youth Centre and the Patterson Reserve that have vehicle access on Turner Street.
- Sports fields (home to the East Torrens Baseball Club and East Torrens Payneham Lacrosse Club)

Council is also considering the integration of a 'Future Building' or gym to be built south of the PMSC within the footprint of the existing PMSC car park. This requires an investigation to determine the impacts on the reconfiguration of existing parking and the development of additional parking capacity potentially at Patterson Reserve accessed via Turner Street. As of August 2025, the gym project and the connections to the new PMSC had not been confirmed by the Council. Therefore, the impacts of the gym project were not provided in this report at this stage.

1.2 Study Purpose and Scope

The purpose of the Payneham Community Precinct transport study was to develop and assess two infrastructure components, namely the bus zones for the student drop-off and pick-up activity for the PMSC and the car parking areas at the PMSC and for the potential overflow car parking in the Patterson Reserve in Turner Street. The scope included:

- the feasibility for safe and practical bus movements, including for events to service the PMSC, with 'drop and go' scenarios for buses to wait or park before returning for pick-up students, and
- a review of the existing PMSC car park areas and other car park scenarios to expand the car parking capacity south of the existing car park or at an overflow car park in the Patterson Reserve based on a review of the car park demand for the PMSC and a potential gym building connected to the PMSC.

The study scope was to:

- Review of the existing conditions for the precinct based on the site visit conducted in June 2025 and discussions with Council at the inception meeting.
- Review the Stantec car parking demand assessment report from August 2022 that was prepared for the PMSC planning approvals and provide advice on the future car park demand without and with the gym project. The car parking demand assessment was supported with benchmarking of recent and relevant car park demand studies of other aquatic or swimming centre projects.
- Develop and assess the bus pick-up/set-down scenarios to determine the short-listed options.
- For the short-listed bus zone scenarios, prepare notional 5 per cent concept design drawings.
- Conduct a high-level assessment of the short-listed bus zone scenarios with a comparison of advantages and disadvantages. Identify any supporting infrastructure requirements and site or feasibility constraints with high-level comparative cost estimates to provide a recommendation for a preferred scenario.
- Based on the future car parking demand assessment, determine the short-listed car park scenarios.
- Develop notional 5 per cent concept design drawings for the PMSC car parking expansion scenarios, including the overflow car park in the Patterson Reserve.
- Conduct a high-level assessment of the car park scenarios and identify any supporting infrastructure requirements and site or feasibility constraints with high-level comparative cost estimates to provide a recommendation for a preferred scenario.

2 Existing Conditions

The existing conditions for traffic, bus and walking and cycling access within the Payneham Community Precinct is provided in this section.

2.1 Road Access

The road access to the different facilities in the Payneham Community Precinct is via:

- OG Road which is an arterial road owned and managed by the Department for Infrastructure and Transport. It provides access to the PMSC car park and a private commercial office building on the northeast corner of OG Road and Payneham Road.
- Turner Street is a local road owned and managed by the Council that provides access to the Payneham Library and Community Centre, Patterson Reserve with the Payneham Youth Centre and East Torrens Baseball and Lacrosse clubs and other attractors in Felixstow, such as Felixstow Primary School and the Briars Special Early Learning Centre.

From the site investigations conducted in June 2025, footpath width and condition and car park access on OG Road to the PMSC that was under construction was inspected as shown in Figure 2.1.

Looking south along the east side of OG Road west of the PMSC site at the pedestrian crossing

Looking south at the entrance to the PMSC car park from OG Road

Figure 2.1: Payneham Memorial Swimming Centre Under Construction on OG Road

The Payneham Library and Community Centre has a public car park that is accessed from Turner Street as shown in Figure 2.2.

Looking west towards the Payneham Library and Community Centre with the entrance on Turner Street east of OG Road

Looking east along Turner Street with access to the Payneham Library public car park

Figure 2.2: Payneham Library and Community Centre in Turner Street

The Payneham Memorial Gardens are located south of the PMSC and the future gym building that is planned, but not confirmed, as shown in Figure 2.3.

Payneham Memorial Gardens with the gazebo, rose gardens and ANZAC memorial cross are protected community assets in the Payneham Community Precinct located adjacent to the PMSC car park.

Looking north to the PMSC car park from the Payneham Memorial Gardens when the proposed future building is proposed to be located.

Figure 2.3: Payneham Memorial Gardens

2.2 Pedestrian and Cycling Access

Pedestrian access to the Payneham Community Centre is via the traffic signals at OG Road and Turner Street and at OG Road and Payneham Road and the footpaths on the east side of OG Road and southside of Turner Road. A pedestrian crossing with a refuge exists at a midblock location on OG Road between Payneham Road and Turner Street north of the entrance to the PMSC car park.

Within the precinct, pedestrian connections will be maintained along the westside of Third Creek for access between the library in Turner Street and the PMSC car park and the Payneham Memorial Gardens as shown in Figure 2.4. A footbridge and gate provide pedestrians access over Third Creek to the Patterson Reserve on game and event days.

Looking east from the PMSC car park to the Patterson Reserve with the footbridge over Third Creek. This gate is only open when the sports field is active.

Looking south from Turner Street between Third Creek and the eastern side of PMSC. This pedestrian access will be maintained to provide a walk route between the PMSC entrance, car park, the library and Turner Street.

Figure 2.4: Pedestrian Connections in the Payneham Community Precinct

The location of the proposed overflow car park on the northern end of the Patterson Reserve with the access from Turner Street is shown in Figure 2.5.

Looking east from the entrance of the East Torrens Baseball Club and Payneham Youth Centre on Turner Street. This site is proposed overflow parking with capacity for about 40 spaces on the northern section of the Patterson Reserve.

Looking south from Turner Street to the access to the East Torrens Baseball Club, the Payneham Youth Centre and Patterson Reserve.

Figure 2.5: Location and Access for the Future Potential Car Park in the Patterson Reserve

Cycling access to the Payneham Community Precinct is via bicycle lanes on OG Road and the Bike Direct network through Felixstow via Turner Street, Briar Road and Langman Grove.

2.3 Public Transport Access

Public transport access to the Payneham Community Precinct is via bus stops on Turner Street with bus route W90 between Marden and Adelaide CBD and on OG Road with the Route 300 Suburban Connector that services several centres, including Norwood and Burnside Village via Portrush Road. The bus stops in OG Road for Route 300 and Turner Street for Route W90 are shown in Figure 2.6.

Looking south in OG Road at the bus stop Route 300 south of the PMSC car park access

Looking west at the bus stop and shelter in Turner Street for Route W90

Figure 2.6: **Bus Stops in OG Road and Turner Street**

3 Review of Previous Traffic Impact Assessment

In this section, the review of the Traffic Impact Assessment (TIA) report issued to Council by Stantec on 31 August 2022, reference 300303994. This TIA was prepared to support the planning application for the PMSC redevelopment. The findings from the review and the recommendations for the car parking requirements for the PMSC are provided with benchmarking of the car parking rates from similar aquatic or swimming centres.

3.1 Previous Traffic Impact Assessment

The following summarises some of the existing features discussed in Stantec report issued in August 2022 regarding the former PMSC:

- The outdoor swimming centre only operated during the summer from October to March.
- The on-site car park situated south of the swimming centre building had a provision of 98 parking spaces. The car park access was located on OG Road.
- A secondary car park servicing Payneham Library located north of the PMSC site that provides up to 61 car parking spaces. Access is provided on Turner Street via:
  - Turner Street with the western access point facilitating left and right turn exit only.
  - Turner Street with the eastern access point facilitating all entry and exit turning movements.
- Findings from car parking demand investigation:
  - Car parking occupancy at the former PMSC was found to be the highest on the Australia Day public holiday at 60 per cent. As libraries are typically closed on public holidays, all spaces occupied were assumed to be associated with the swimming centre.
  - Outside of the public holiday, car parking occupancy varied between 17 per cent and 28 per cent, some of which is assumed to be associated with Payneham Library.
  - The former PMSC car park usage was typically below 50 per cent capacity.
  - In general, the northern car park at the library had a higher occupancy rate than the swimming centre carpark.
- On-street parking restrictions on OG Road adjacent to the frontage of the subject site exist with "No Parking" Monday to Friday between 9am and 3pm. However, within the parking restriction area, for a length of approximately 45m (equating to approximately 3 buses/coaches), bus/coach parking is permissible on OG Road for a maximum period of 15 minutes.
- The daily patronage at the former PMSC for the 2021/2022 calendar year was:
  - An estimated 450 patrons attending the PMSC during the summer holidays.
  - An estimated 300 daily patrons attending the PMSC during Term 4 in 2021 and Term 1 in 2022.
  - Adult, concession, and spectator entries was less than 50 per cent of the patronage, indicating that most of the patrons who attended the venue were children and students. Based on the information supplied, a vehicle to patron ratio of 1:2 is considered appropriate and was adopted in the Stantec TIA report.

3.1.1 Review of the Stantec Assumptions

In the Stantec TIA, the occupancy rate of the car parks of the swimming centre ranged from 17 per cent to 60 per cent depending on the day of the survey. The northern car park at the library had a higher occupancy rate in general. A survey was also undertaken at the library car park during a period when the swimming centre was not operating. The peak occupancy was determined to be 23 per cent.

3.2 Comparison of Swimming Centre Car Park Demand Rates

A benchmarking comparison of the car parking demand rates at other similar swimming centres that have had major upgrades or new facilities in recent years are provided to guide the car parking demand rate for the PMSC. The case studies of the car parking demand were reviewed and are provided for:

- Regional Aquatic and Leisure Centre in Mount Barker to open in late 2025 (TIA report by MFY in October 2022).
- Salisbury Aquatic Centre in Salisbury that opened in 2024 (Traffic and Parking Report by CIRQA in December 2021).
- Adelaide Aquatic Centre Redevelopment in Park 2, City of Adelaide scheduled to open in late 2025 (public records).
- Other swimming and aquatic centres in Victoria.

3.2.1 Regional Aquatic Centre, Mount Barker

The proposed layout of the aquatic centre in Mount Barker is shown in Figure 3.1. The proposed centre will include two levels with a floor area of approximately 6,100m^2 and comprises the following facilities:

- a warm water pool;
- a learn to swim pool;
- a splash pad;
- a lap pool with eight lanes;
- a 1,100m2 gymnasium on the second level; and
- ancillary facilities such as change rooms, administration areas and a cafeteria.

A total of 176 spaces were proposed at the on-site carpark.

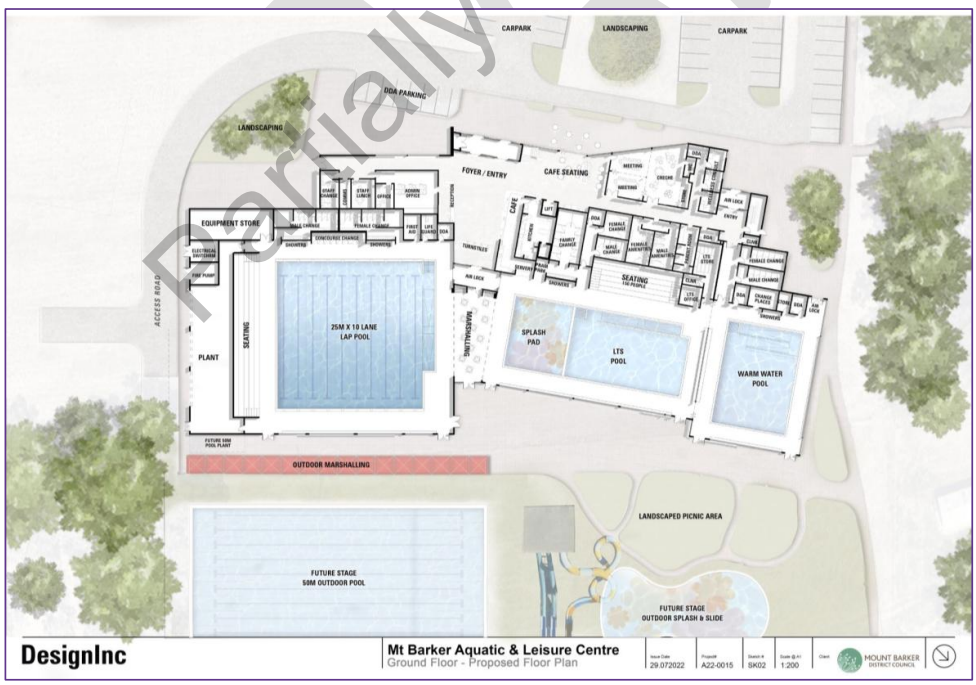


Figure 3.1: Summit Aquatic Centre in Mount Barker

The Planning and Design Code identifies a parking provision rate of 4.5 spaces per 100m^2 of total floor area for an indoor recreation centre. This would result in a statutory requirement of 275 spaces. This was considered to be excessive for the typical operation of aquatic centre.

A technical parking assessment was completed based on the anticipated number of people who will use each component within the proposed development. The assessment was based on the following:

- up to 15 swimmers are anticipated in the warm water pool at any time;
- each session in the learn to swim pool will accommodate up to six classes with five students each and there will be an overlap between sessions;
- there will be 20 swimmers in the lap pool at any time; and
- there will be approximately 20 staff in the Regional Aquatic and Leisure Centre during the peak period.

Based on the above, it was estimated that up to 115 people would be attending to the aquatic centre at any given time. It is also anticipated that there will be a vehicle occupancy of 1.2 persons per vehicle which would therefore result in a peak demand for 96 parking spaces.

In addition to the swimming centre, the gymnasium will demand 50 parking spaces based on the rate identified in the Planning and Design Code for an indoor recreation centre. On this basis, the proposed development would generate a forecast demand for 146 parking spaces.

If the proposed gymnasium was considered a fitness facility, the Planning and Design Code anticipates a generation of 6.5 spaces per 100m^2 floor area. This is consistent with surveys undertaken by MFY at 24-hour fitness gyms which identified a peak a parking provision rate of 6.4 spaces per 100m^2. Based on this rate, the gymnasium component will generate a demand for 70 parking spaces. If the higher fitness centre rate be adopted, the forecast peak parking demand for the proposal will be 166 parking spaces.

Based on this analysis, the proposed provision of 176 parking spaces are expected to accommodate the peak demand. The proposed development will generate a higher parking demand during periods of high visitation, such as on hot summer days. In order to forecast the anticipated parking demand during these higher visitation periods, reference was made to detailed parking surveys undertaken at an aquatic centre in Melbourne. The data identified the following:

- summer months will have higher visitations than in the winter months;
- peak daily visitation during the summer months is forecast to be approximately 1.21% of annual visitations;
- peak number of visitors on-site at any one time is forecast to be 18% of the daily visitation; and
- the number of car parking spaces required is 0.39 spaces per patron.

The Fleurieu Aquatic Centre provides comparable facilities to the proposal and is similar in respect to the area it services. It is therefore anticipated that the subject development will attract a similar number of visitors annually. The 2020/2021 Annual Report identified that there were approximately 192,250 annual visits to the Fleurieu Aquatic Centre.

If the proposed development has 200,000 annual visitors, a peak parking demand of 170 parking spaces could be expected. This would result in a potential demand of approximately 220 spaces during the peak periods. Such parking would be accommodated within the proposed parking areas, including the overflow parking.

3.2.2 Salisbury Aquatic Centre

From CIRQA's report, the then proposed development of Salisbury Aquatic Centre comprised the redevelopment of the existing aquatic centre to provide improved administration, operational, and recreational facilities. Based on the concept design, the resulting built form would have a gross leasable floor area of approximately 2,020m^2 with three pools and a new water play/slide area.

The Planning and Design Code identifies a parking requirement of 4.5 spaces per 100m² for land uses classified as 'indoor recreation centres'. However, no rate is identified for 'external recreation' facilities such as the pools or water play areas.

If the gross floor area of the Aquatic Centre was assessed on the basis of the indoor recreation centre rate, there would be a requirement for 91 spaces. If the outdoor pool area (1,150 m²) and water play area (1,150 m²) were included and assessed on the basis of the above rate (along with the internal areas) there would be a total requirement for 195 spaces. However, such an assessment is likely to overestimate demands associated with the facility given much of the internal area is ancillary to the pool and water play areas (i.e. there would be 'double-counting' of demands associated with the centre).

From a similar aquatic centre project recently undertaken by CIRQA, benchmarking information was identified in respect to parking provision for such facilities compared to annual visitation rates. The benchmarking exercise had identified a peak parking demand rate of approximately one parking space per 2,500 to 2,850 annual visitations (which includes consideration of demands during high activity seasons). CIRQA was advised that the anticipated annual visitation for the redevelopment Salisbury Aquatic Centre would be in the order of 300,000 visitors per year. Based on the previous benchmarking of car parking rates, a total of 105 to 120 parking spaces were recommended for the proposed redevelopment. The proposed provision of 145 spaces would be adequate to accommodate peak parking demands associated with the Aquatic Centre as well as providing some additional capacity for other uses and activities within Happy Home Reserve. A total of 145 parking spaces will be provided on-site. The Planning and Design Code does not identify a rate directly applicable to the subject proposal.

However, having reviewed data previously assessed by CIRQA for a similar centre, it is considered that realistic peak demand will be in the order of 105 to 120 parking spaces. The proposed provision was therefore considered sufficient to accommodate likely demands.

The Salisbury Aquatic Centre car park was expanded to include an additional 130 parking spaces. This expansion is part of the broader Happy Home Reserve upgrades, which included new footpaths, fencing, and other amenities. The car park will be accessible via a new entrance on Waterloo Corner Road.

3.2.3 Adelaide Aquatic Centre

The Adelaide Aquatic Centre development project is currently under construction by the State Government to replace the former City of Adelaide Aquatic Centre with expanded facilities in a location on the southwest corner of Park 2 I the Adelaide Park Lands. The Stantec traffic and parking report (2023) prepared for the planning approval in September 2023 is no longer in the public domain. However, after the planning approvals stage in September 2023, in the final design of the facility an increased number of car parking spaces with a total of approximately 375 spaces compared to the previous 266 car spaces. The design also incorporates electric vehicle charging stations and bicycle parking. The key findings were:

- Old Aquatic Centre is 3,802m^2 with 266 car parking spaces
- Proposed Centre ,7439m^2 with 384 car parking spaces
  - Pool area is more than doubled from old centre (2,630 m^2 to 5,550 m^2)
  - Gym/group exercise area has more than tripled from old centre (442 m^2 to 1,460 m^2).

The traffic impact assessment report does reference the Planning and Design Code, Transport, Access and Parking General Development Policy Table 1, including 6.5 spaces per 100m^2 of total floor area for a Fitness Centre and 4.5 spaces per 100m^2 of total floor area for all other Indoor recreation facilities, however the number of parking spaces was maximised as much as possible within the site area rather than based on these rates. Since the City of Adelaide applied restrictions on a larger footprint for the car parking area with Park 2, the existing car parking area was extended to the north, but not to impact the Bush Magic Playground and picnic area. The car park was designed with a reconfigured layout for the car park to maximise the number of spaces within the existing footprint on the north side of the facility.

3.2.4 Other Swimming Centres in Victoria

A report for a swimming pool in suburban Melbourne with the overall conclusion for 3 parking spaces per 10,000 annual visitors. This is a different type of calculation, instead of by the site area. This is the parking rate of 5.6 spaces per 100 m^2 of the site for Kingston City Council in Victoria.

General Parking Ratios for swimming centres or aquatic centres:

- Public swimming pools: Often have a parking ratio based on the area of the pool. For example, one council policy states one parking space per 40m² of public swimming pool area. If this is converted to 100m^2, the rate is 2.5 spaces or 3 spaces per 100m^2.
- Other facilities: Aquatic centres often include other amenities like gyms, cafes, and multi-purpose rooms, which may have their own parking requirements.
- Staff parking: A separate allocation of parking spaces for staff is usually required.

This is from another suburban Council in Victoria with 10 spaces per 100m^2 of GFA.

3.3 Future Car Parking Demand

3.3.1 Swimming Centre

In Stantec's TIA report, the parking demand of the swimming centre was calculated based on the number of patrons. The following assumptions were made by Stantec:

- The patronage forecast estimate was conducted by City of Norwood, Payneham and St Peters.
- The peak is estimated to be during summer on weekends, up to 250 patrons at any given time.
- the car to patron ratio is 1:2, assuming most patrons are children being driven by adults, resulting in 125 spaces from the patrons.
- Assuming 12 staff are working during the peak hours, therefore 12 staff parking spaces.
- The peak demand generated from the library is 14 spaces.

Based on these assumptions, the empirical assessment has a car park demand for **151 spaces**.

By applying this rate which is most relevant to the proposed swimming centre in the Planning and Development Policies for an *indoor recreation facility*, this would require in **405 spaces**. This is based on a 9,000m^2 floor area with a rate of 4.5 spaces per 100m^2 of total floor area as given in Table 3.1.

Table 3.1 Car Parking Requirements for Recreational and Entertainment Uses

Land Use	Minimum Parking Requirements
Indoor recreation facility	0.5 spaces per 100m^2 of total floor area for a Fitness Centre
	4.5 spaces per 100m^2 of total floor area for all other indoor recreational facilities

While the statutory requirements may suggest a significantly higher provision of car parking spaces, it is considered more realistic and practical to estimate parking demand based on patronage levels.

3.3.2 Gym

The statutory requirement of the car parking provision rate for the potential gym is 6.5 spaces per 100m^2 of total floor area, as provided in the Planning and Development Policies.

Based on a rough measurement of the total area, the gym facility has a footprint around 780m^2 southeast of the new PMSC and east of the walk path along the westside of Third Creek. According to the Planning code, this will require **51 spaces**.

The potential gym is proposed to be south of the swimming centre and extending into the carpark. This will reduce the number of spaces in the southern car park that will need to be replaced with the additional car park capacity at Patterson Reserve to address this shortfall.

3.3.3 Total Car Parking Provision

The existing in 2022 and proposed car parking provisions are provided in Table 3.2.

Table 3.2: Existing in 2022 and Proposed Car Parking Provisions at the PMSC

Car Park	Existing in 2022	Proposed
Swimming Centre Carpark	98 spaces	64 spaces
Library Carpark	61 spaces	72 spaces
Patterson Reserve Carpark	-	84 spaces
Total	159 spaces	220 spaces

With car parking spaces provided in both the existing library and the reconfigured southern car park, the total car parking provision required is a minimum of **202 spaces**. This suggests that the Patterson Reserve Carpark should provide at least **66 additional spaces**. A total of 84 spaces is proposed by Council.

3.3.4 Accessible Parking Spaces

In the Stantec TIA report, 4 car parking spaces are proposed to be accessible. The Building Code of Australia (BCA) has specified that for Class 9b, 1 space should be provided for every 50 carparking spaces. With 202 spaces proposed, 4 spaces are still appropriate.

3.4 Conclusions

With the new PMSC to be an all-year swimming centre with two indoor swimming pools, and outdoor swimming pools and a water play area, the attractiveness of the new modern facility will likely be higher than the former PMSC that was an outdoor swimming pool that was only operational from October to March.

Even without the adjoining gym facility on the southern side of the PMSC, the additional car parking capacity in the Patterson Reserve of **84 spaces** is recommended to accommodate the higher demand during the peak summer months and during the busy school holiday periods.

4 Assessment of Bus Zone Location Scenarios

In this section, the bus zone location scenarios are developed and assessed with 5 per cent concept level drawings prepared for the short-listed bus zone locations and configurations. This assessment of the bus zones included:

- A description of the bus zone location scenarios.
- The assessment criteria and assessment of the short-listed scenarios.
- Concept sketch plan drawings for the short-listed bus set-down and drop-off scenarios.

4.1 Bus Pick-up and Drop-off Location Scenarios

The locations assessed in the bus pick-up and set-down scenarios are shown in Figure 4.1.

Figure 4.1: Locations for the Bus Pick-up/set-down Scenarios

The bus zone location options include:

- **Scenario B1a:** Pick-up/set-down on OG Road with kerbside access and no changes to OG Road.
- **Scenario B1b:** Pick-up/set-down on OG Road with a full indented bus bay.
- **Scenario B2:** Pick-up/set-down within the existing PMSC site.
- **Scenario B3:** Pick-up/set-down in the Library/Turner Street car park.

- **Scenario B4:** Pick-up/set-down on Turner Street
- **Scenario B5:** Pick-up/set-down in the newly proposed Patterson Reserve car park
- **Scenario B6:** Pick-up in Turner Street and set-down operations on OG Road which is the Tonkin proposed alternative scenario.

For the on-street pick-up and set-down bus zone scenarios, the previous bus zone on OG Road and the proposed bus zone in Jeffcott Road for the new Adelaide Aquatic Centre are shown in Figure 4.2. These photos provide examples of kerbside bus zones for swimming or aquatic centres.

Looking south at the former bus and coach pick-up and set-down location on the eastern side of OG Road at the PMSC in 2023 from 9 am to 3 pm on school days. This former PMSC used this bus zone for drop-off and pick-up activity on OG Road.

The bus set-down and pick-up location for students attending swimming lessons at the new Adelaide Aquatic Centre buses will be in Jeffcott Road. Layovers will be provided at the existing indented bus bay on Fitzroy Terrace.

Figure 4.2: Options for Bus and Coach Pick-up/Set-down Operations

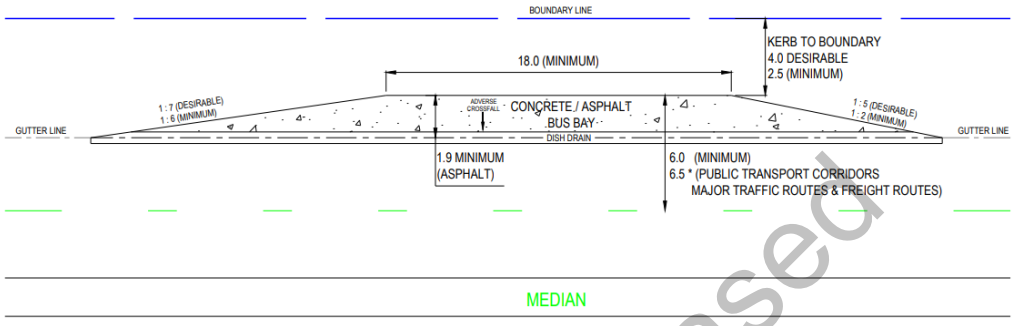
For the on-street bus pick-up and set-down scenarios on OG Road, the potential for a partial bus indent was considered. Two examples of these on-street bus stops on Portrush Road, which is an arterial road similar to OG Road, are shown in Figure 4.3. However, for the purposes of the OG Road bus zone options, the kerbside only and a full indented bus bay options were prepared and applied according to the DIT bus bay standards for the concept design drawings and the minimum taper criteria was applied.

Partially indented bus zone with bus shelter on Portrush Road at Burnside Village

Partial bus indent on Portrush Road in Norwood

Figure 4.3: Examples of Partial Indent Bus Stops on Arterial Roads

Bus stops and indented bus bays must be offset to allow for the setup of safe pedestrian and passenger crossing points. This must provide all pedestrians and passengers with a crossing location between the rear end of opposing buses. The specification from the DIT standards for an indented busy bay with adverse crossfall on a kerbed road is shown in Figure 4.4. This is relevant for the bus bay on OG Road.



Source: Master Specification Part RD-PT-D1, Bus Infrastructure Design, September 2024, Department for Infrastructure and Transport

Figure 4.4: Idented Bus Bay from the DIT Standards

The scope to prepare the concept layout drawings and assess the scenarios was determined in a discussion with the Council staff at the inception meeting. The explanation of whether the bus zone location scenarios were included in the short list is provided in Table 4.1. Scenarios B2 and B3 were removed from further assessment because they would reduce the car parking at the PMSC or at the Payneham Library and access for 12.5m buses would be difficult without the need to test for the swept path access in and out from either OG Road or Turner Street respectively. The concept layout drawings for the three short-listed bus location scenarios are included in **Appendix A.**

Table 4.1: Bus Zone Location Scenarios included the Assessment

Scenario	Comment
Scenario B1a: Pick-up/set-down on OG Road with kerbside access and no changes to O G Road	Included in the assessment with a concept layout drawing
Scenario B1b: Pick-up/set-down on O G Road with a full indented bus bay	Included in the assessment with a concept layout drawing
Scenario B2: Pick-up/set-down within the existing PMSC site	Excluded from the assessment after the inception meeting discussion that confirmed the impact on reduced car park spaces and likely issues for 12.5 m buses and 14 m coaches to circulate within the existing car park with access from and to OG Road.
Scenario B3: Pick-up/set-down in the Library/Turner Street car park	Excluded from the assessment after the inception meeting discussion that confirmed the impact on reduced car park spaces and likely issues for 12.5 m buses and 14 m coaches to circulate within the existing car park with access from and to Turner Street.
Scenario B4: Pick-up/set-down on Turner Street	Included in the assessment with a concept layout drawing

4.1.1 Scenario B1a Kerbside Bus Zones on OG Road

The concept drawing for Scenario B1a with the kerbside drop-off activity only on OG Road is shown in Figure 4.5.

Figure 4.5: Scenario B1a Concept Level Kerbside Bus Zone on OG Road

The attributes of this bus zone scenario are:

- Pedestrian access from the bus stops to the main entrance of the PMSC is about 100m.
- Two bus zone areas are provided on either side of the pedestrian crossing at the refuge on OG Road for a bus capacity of two 12.5 m buses at each bus stop.
- Five trees along the footpath of OG Road would be permanently removed.
- The footpath width would not be affected but allows for the upgrade of the footpath surface while retaining the proposed landscaping between the public footpath and the PMSC building.
- Two bus zones rather than a single larger bus zone is proposed due the presence of an existing stobie pole and midblock pedestrian crossing.
- Sight distance of mid-block pedestrian crossing impacted.

4.1.2 Scenario B1b Full Indented Bus Zone on OG Road

The concept drawing for Scenario B1B with the full indented bus zone for drop-off activity only on OG Road is shown in Figure 4.6.

Figure 4.6: Scenario B1b Concept Level Inducted Bay Bus Zone on OG Road

The attributes of this bus zone scenario are:

- Pedestrian access from the bus stops to the main entrance of the PMSC is about 100m.
- Two indented bus zone areas are provided south of the pedestrian crossing at the refuge on OG Road and one indented bus zone for one 12.5m bus for a total potential bus capacity of three buses.
- Five trees along the footpath of OG Road would be permanently removed.
- The footpath with a width of 2.5m would be relocated to the east closer to the PMSC building. This would limit the amount of landscaping between the public footpath and the PMSC building.
- Two bus zones rather than a single larger bus zone is proposed due the presence of an existing stobie pole and midblock pedestrian crossing.
- Sight distance of mid-block pedestrian crossing impacted.

4.1.3 Scenario B4 Full Indented Bus Zones in Turner Street

The concept drawing for Scenario B4 with the full indented bus zones for pick-up activity only on the southern side of Turner Street is shown in Figure 4.7.

Figure 4.7: Scenario B4 Concept Level Indented Bays for Bus Zone in Turner Street

The attributes of this bus zone scenario are:

- Pedestrian access to the bus stops from the main entrance of the PMSC is about 220m via the shared path along the western side of Third Creek to Turner Street.
- Two indented bus zone areas are provided on either side of the entrance and exit driveway on Turneer Street to the Patterson Reserve for a bus capacity of two 12.5 m buses at each bus stop.
- Four trees along the footpath of Turner Street would be removed.
- The footpath with a width of 2.5m would be relocated further south on the south side of Turner Street into the Patterson Reserve.

4.2 Assessment of the Bus Zone Locations

- Each scenario for the bus pick-up/set-down zone will be assessed to include
- Length of bus zone and number of buses that can be accommodated at the same time.
- Bus operations and access in and out for safe movements to and from the road.
- Comment on the amount of space for waiting passengers on the footpath or surrounding area.
- Directness of the footpath access and safety between the PMSC entrances and the bus zone.
- Convenience to access entrance and exit of PMSC.
- Impact on other pedestrians using the footpaths or the paths within the precinct.

- Operational efficiency for alighting and boarding passengers.
- In assessing the bus pick-up/set-down scenarios, a high-level assessment with the criteria listed in Table 4.2 was proposed by Council. The assessment criteria are used to provide a list of the advantages and disadvantages for each criterion and scenario.

Table 4.2: Asssement Criteria for Bus Pick-up/Set-down Scenarios

Grouping	Proposed Criterion	Comment
Pedestrian Safety and Connectivity	Safe pedestrian routes, crossings, and DDA compliance.	Relevant for the assessment although a formal DDA assessment would be better suited to a later design phase.
	Connections to key destinations within the Payneham Community Precinct.	Relevant for the assessment.
	Way finding	This would be addressed in the later design phase.
Traffic and Access Impacts	Effects on traffic movements and flow, congestion, and intersections.	Relevant for the assessment
	Access for different users (buses, traffic and service vehicles for deliveries)	To be addressed in later design phases.
Infrastructure Needs	Requirements for new or upgraded infrastructure (e.g., lighting, footpaths, drainage).	Further consideration of these requirements will be considered in later design phases.
	Modifications to existing infrastructure.	Relevant for the assessment, including the distance from existing infrastructure.
Urban Design and Amenity	Integration within the precincts	Relevant for the assessment, however for a high-level review.
Cost and Feasibility	High-level assessment of cost	Low, medium and high-cost ranges only represented by $, $$ and $$$.
	Constructability and potential site constraints	Desktop assessment only. A more detailed assessment would occur in a later design phase.

The assessment of the short-listed bus zone location scenarios is provided in Table 4.3.

Table 4.3: Assessment of the Bus Zone Location Scenarios

Criterion	Scenario B1a	Scenario B1b	Scenario B4
Safe pedestrian routes, crossings, and DDA compliance.	100m to the main entrance of the PMSC. Sight distance for existing OG Road pedestrian crossing is impacted when occupied by bus	100m to the main entrance of the PMSC. Sight distance for existing OG Road pedestrian crossing is impacted when occupied by bus	220m via the Third Creek shared path to Turner Street.

Criterion	Scenario B1a	Scenario B1b	Scenario B4
Connections to key destinations within the Payneham Community Precinct.	Good access via the footpath on OG Road with no crossings	Good access via the footpath on OG Road with no crossings	Good access via the footpath on Turner Street and the Third Creek shared path
Effects on traffic movements and flow, congestion and intersections.	Buses may block the southbound traffic lane on OG Road	None with buses using the fully indented bus bays on OG Road	None with buses using the fully indented bus bays on Turner Street. Sight distance of vehicles exiting adjacent carpark may be impacted, additional indentation may be required during design development.
Requirements for new or upgraded infrastructure (e.g., lighting, footpaths, drainage).	No changes to footpath on OG Road	The footpath on OG Road needs to be relocated closer to the PMSC building.	The footpath on Turner Street to be relocated onto the Patterson Reserve.
Modifications to existing infrastructure.	No impact on OG Road which is a DIT road. DIT consultation required.	The OG Road kerb would be impacted which is a DIT road.	Minor impacts on Turner Street with the indented bus bays. Services and stormwater outlets to be altered.
Integration within the precincts	Drop-off only activity on the footpath on OG Road	Drop-off only activity on the footpath on OG Road	Pick-up only activity on the footpath on Turner Street requires waiting area for students
High-level assessment of cost	$ Low with only signage changes	$$ Medium with the indented bus bays	$$$ High with the indented bus bays and impacts to the Patterson Reserve
Constructability and potential site constraints	Easy, requires DIT liaison.	Requires review of underground service relocations and DIT liaison.	Requires review of underground service relocations

4.3 Conclusions

Scenario B6 is the alternative combined scenarios B1 and B4. It provides the benefits of a convenient and safe set-down location on OG Road near the main entrance of the PMSC. For the pick-up activity where students will be queuing for the buses, a site on Turner Street is proposed to be safer for students to wait and boarding the buses after their swimming lessons or events. Students can exit the PMSC from the main entrance to the south of the building and walk via the shared path to Turner Street or use an alternative exist from the northeast corner of the PMSC site that would be more convenient if it is provided. A waiting area for students to queue to board the departing buses is provided on the south side of Turner Street.

5 Assessment of the Car Park Scenarios

The car park scenarios are described in this section with the findings from the car parking concept layout designs. The purpose of this task was to investigate the available Council lands to improve parking supply and functionality within the existing PMSC car park and for the additional car parking area in the Patterson Reserve.

5.1 PMSC and Patterson Reserve Car Park Scenarios

The locations considered for the car park scenarios are shown in Figure 5.1. They include:

- **Scenario P1:** Modify existing car park layout to increase capacity. This scenario was not progressed.
- **Scenario P2:** Extend car park towards the Payneham Memorial Gardens. This scenario must avoid any heritage impacts on the Memorial Gardens and allow for safe pedestrian access during events and through the pedestrian access to the Patterson Reserve over Third Creek.
- **Scenario P3:** Accommodate the "Future Building" with the reduced PMSC car park layout with access from OG Road. This scenario is on hold from Council until further notice.
- **Scenario P4:** Accommodate the "Future Building" with the Patterson Reserve overflow car park design review with a new car park on Turner Street.

Figure 5.1: Scenarios for the PMSC Car Park Optimisation and Overflow Parking Area

After the inception meeting discussion in June 2025, Council advised that scenario P1 was not required to progress to the concept design layout stage because it would not result in any change to the existing car park capacity of 98 spaces.

In August 2025, Council had not confirmed the location or configuration of the entrances for the proposed gym development south of the PMSC and north of the Payneham Memorial Gardens. Therefore, only scenarios P2 and P4 were progressed to the concept design layout stage. The concept layout drawings for the two car park layout scenarios are included in **Appendix B.**

5.1.1 Scenario P2 Car Park Expansion to the Payneham Memorial Gardens

Scenario B2 for the car park expansion south to the Payneham Memorial Gardens was developed to a concept design layout as shown in Figure 5.2.

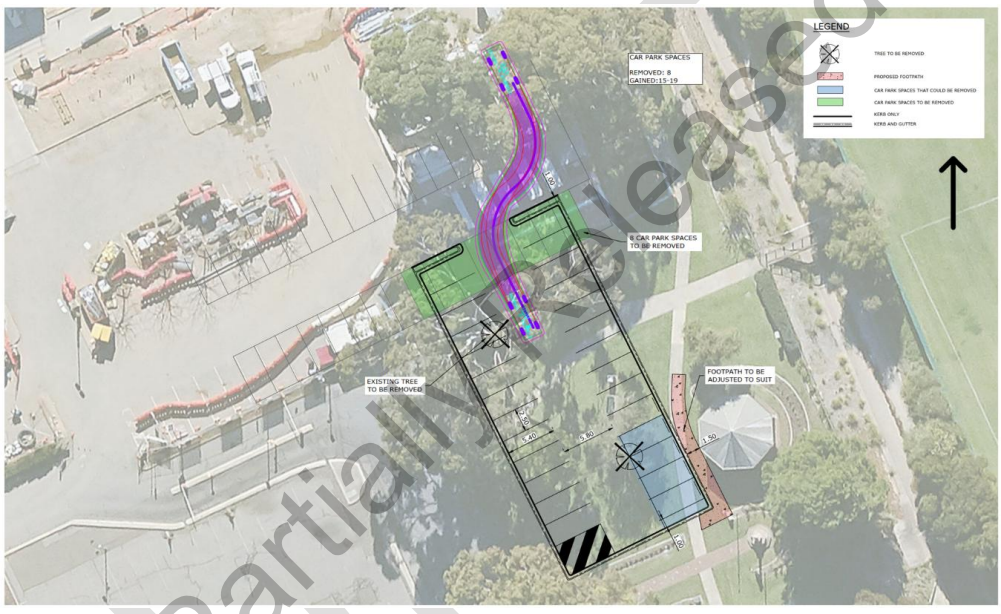


Figure 5.2: Scenario P2 Concept Level Car Park Layout into the Payneham Memorial Gardens

The attributes of this car park scenario are:

- Access to the expanded car park is via the existing PMSC car park under the existing trees.
- 8 existing car park spaces would be removed to accommodate the entry and exit into the expanded car parking area.
- A width of 5.8m is provided in the aisle between the two rows of car park spaces, which is the minimum standard from the Austroads guidelines for passenger vehicles.
- A total of 23 car park spaces would be provided with this layout with 19 additional spaces. However, if the four spaces closest to the shared path are not included, only 15 additional spaces are provided.
- Wheel stop blocks would be installed for the 5 spaces at the south east corner of the car park area to avoid any risk of a vehicle crossing into the pedestrian and rotunda area with these car parks next to the shared path.
- Two existing trees would be permanently removed.

5.1.2 Scenario P4 New Overflow Car Park in the Patterson Reserve

Scenario B4 for the new overflow car park in the Patterson Reserve was developed with the concept design layout shown in Figure 5.3. The car parking standards for AS2890.1 were applied for the dimensions of the car park with spaces of 2.5m by 5.4m and the aisle width of 5.8m.

Figure 5.3: Scenario P4 Concept Level Car Park Layout in the Patterson Reserve

The attributes of this car park scenario are:

- A total of 84 car park spaces would be provided with this layout in four rows of parking with a one-way counterclockwise circulation from the driveway into the Patterson Reserve.
- A width of 5.8m is provided in the two aisles between the two rows of car park spaces, which is the minimum standard from the AS2890 guidelines for passenger vehicles.
- A new 2.5m footpath would be built on the south side of Turner Street between the bus zone for the student pick-up activity between the Third Creek culvert and the entrance to the driveway of the Patterson Reserve.
- The excess space on the reserve between the relocated footpath and the car park would provide a student waiting and standing area when queuing for the buses at the bus zone.
- The 2.5 m footpath would extend around the west and southern periphery of the new car park to provide walk access between the baseball club rooms and the Third Creek walkway. A future 3m width pedestrian only bridge is proposed between the northeast corner of the PMSC and the Patterson Reserve car park. This infrastructure is not part of this project and is a future option for Council to consider providing an alternative walk route between the PMSC and the Turner Street bus zone and the Patterson Reserve car park.
- All of the vegetation and fencing along the south side of Turner Street be permanently removed. The existing practice batting cages would also be removed for the new car park.
- Stormwater inlet pit on southern side of Turner Street is impacted.
- Transformer, light pole and brick structure along eastern side of carpark currently impacted, but may be preserved with minor carpark refinement during design development.
- Underground services and other electrical infrastructure would need to be relocated for the car park.

5.2 Assessment of the Car Park Scenarios

The car park scenarios were assessed with the following assessment criteria:

- The number of car spaces including the required number of disabled car spaces.
- Safe access for pedestrians to the entrance and exit locations at the PMSC.
- Security at night for pedestrians to walk to the car park from the exit of the PMSC with regards to lighting requirements. A detailed lighting assessment and Isolux plot can be completed for an additional fee, but we suggest that it is best addressed in a later stage of the car park design.
- High level traffic access comments to and from OG Road with no intersection traffic modelling.

In assessing the car park optimisation scenarios, a high-level assessment with the criteria listed in Table 5.1 was proposed by Council. Although all of these criteria are relevant, at the 5 per cent design stage some criteria are more relevant for later stages in the design.

Table 5.1: Asssement Criteria for the Car Park Scenarios

Grouping	Proposed Criterion	Comment
Pedestrian Safety and Connectivity	Safe pedestrian routes, crossings, and DDA compliance.	Relevant for the assessment although largely resolved in later design gates when vertical design is also considered
	Connections to key destinations within the Payneham Community Precinct.	Relevant for the assessment.
	Way finding	Not relevant for the high-level review. Can be provided for all scenarios.
Traffic and Access Impacts	Effects on traffic movements and flow, congestion, and intersections.	Relevant for the assessment, however for a high-level review.
	Access for different users (buses, traffic and service vehicles for deliveries)	Not relevant for the car park scenarios.
	Parking requirements	Number of car spaces, including disabled spaces.
Infrastructure Needs	Requirements for new or upgraded infrastructure (e.g., lighting, footpaths, drainage).	Relevant for the assessment, but is a task for later design gates.
	Modifications to existing infrastructure.	Relevant for the assessment, including the distance from existing infrastructure.
	Smart parking technology	General commentary can be provided.
Urban Design and Amenity	Integration within the precincts	Relevant for the assessment, but urban design and amenity needs will be considered in later design phases.
Cost and Feasibility	High-level assessment of cost	Low, medium and high-cost ranges only represented by $, $$ and $$$.
	Constructability and potential site constraints	Desktop assessment only

The short-listed car park scenarios were assessed with these criteria in Table 5.2.

Table 5.2: Assessment of the Short-Listed Car Park Scenarios

Criterion	Scenario C2 Expansion to Memorial Gardens	Scenario C4 Patterson Reserve Overflow Car Park
Safe pedestrian routes, crossings, and DDA compliance.	The expanded car park is close to the existing shared path at the Payneham Memorial Gardens leading to the Third Creek shared path and the Patterson Reserve.	The footpath on Turner Street will be relocated to accommodate the indented bus bays between the Third Creek culvert and the driveway in the Patterson Reserve.
Connections to key destinations within the Payneham Community Precinct.	The expanded car park is close to the existing shared path at the Payneham Memorial Gardens and removes public green space.	An alternate walk route is via a new pedestrian bridge over Third Creek with a short walk between the PMSC and the new car park and bus zone in Turner Street.
Effects on traffic movements and flow, congestion, and intersections.	Internal traffic movements increased through the existing PMSC car park	Traffic access into the new car park is via the existing driveway into the Patterson Reserve with counterclockwise circulation through the car park. Sight distance from the carpark is impacted by bus bays and is to be considered during the detailed design development
Parking requirements.	Provides for a net increase of 15 to 19 car spaces and one additional DDA space.	Provides 82 additional car spaces.
Requirements for new or upgraded infrastructure (e.g., lighting, footpaths, drainage).	The existing footpath will be relocated closer to the rotunda. Lighting to be installed and car park and potential changes to drainage in the car park.	New footpath to be built around the south and west sides of the new car park; lighting to be installed and potential changes to drainage in the car park.
Modifications to existing infrastructure.	Existing shared path to be relocated.	Turner Street footpath to be relocated south onto the reserve. Service impacts and relocations to be considered during design development.
Integration within the precincts	Removes public open space from the Memorial Gardens	Removes public open space in the Patterson Reserve.
High-level assessment of cost	$$ Medium cost for Council on Council lands,	$$$ High cost for Council on Council lands,
Constructability and potential site constraints	Constraints with close proximity to the Payneham Memorial Gardens	Review of the need to relocate underground services in the Patterson Reserve.

5.3 Conclusions

The expansion of the PMSC car park towards the Payneham Memorial Gardens is not recommended with the impacts on the public access to the shared path, reserve and gardens area. However, to accommodate the high car park demand, in particular during the busy summer months and school holiday periods, the overflow car park in the Patterson Reserve for 82 spaces is recommended.

For Scenario C4 in the Patterson Reserve, only 82 complaint spaces can be accommodated within the footprint. Additional land would be required to accommodate 84 spaces.

6 Conclusions and Recommendations

The conclusions and recommendations for the bus zone location scenarios and the car park demand and expansion scenarios are provided in this section.

6.1 Key Findings

6.1.1 Bus Zones

Three short-listed bus zone scenarios for the drop-off and pick-up activity at the PMSC were confirmed for the assessment and the preparation of the concept drawings as:

- Scenario B1a Kerbside Bus Zones on OG Road
- Scenario B1b Full Indented Bus Zones on OG Road
- Scenario B4 Full Indented Bus Zones in Turner Street

Scenario B1a with the kerbside bus zone on OG Road provides capacity for two bus stops with space for two 12.5m buses at each stop. This scenario is recommended for a kerbside bus zone on OG Road with capacity for two 12.5m buses at the southern bus stop and back-up space for two 12.5m buses at the northern bus stop. This option blocks the existing cycling lane on OG Road, but the buses would only be using this location during the off-peak periods (9am to 4pm).

Scenario B1b with the full indented bus bays in OG Road is not recommended since it only provides capacity for two 12.5m buses at the southern stop and for one 12.5m bus at the northern stop. It is more costly, impacts on the landscaping and existing footpath on OG Road.

Scenario B4 with the full indented bus zones in Turner Street north of the Patterson Reserve is recommended for pick-up only activity with two bus zones with a capacity for two 12.5 m buses at each for a total of four buses at any time.

6.1.2 Car Park Demand Assessment

With the new PMSC to be an all-year swimming centre with two indoor swimming pools, and outdoor swimming pools and a water play area, the attractiveness of the new modern facility will likely be higher than the former PMSC that was an outdoor swimming pool that was only operational from October to March.

Even without the adjoining gym facility on the southern side of the PMSC, the additional car parking capacity in the Patterson Reserve of **84 spaces** is recommended to accommodate the higher demand during the peak summer months and during the busy school holiday periods.

6.2 Recommendations

6.2.1 Bus Zones

Scenario B6 is the alternative combined scenarios B1 and B4. It provides the benefits of a convenient and safe set-down location on OG Road near the main entrance of the PMSC. The recommended operation for the buses is for drop-offs at the southern bus stop and that bus drivers stop for students to alight at this stop as a preference. For the pick-up activity where students will be queuing for the buses, a site on Turner Street is proposed to be safer for students to wait and boarding the buses after their swimming lessons or events. Students can exit the PMSC from the main entrance to the south of the building and walk via the shared path to Turner Street or use an alternative exist from the northeast corner of the PMSC site that would be more convenient if it is provided. A waiting area for students to queue to board the departing buses is provided on the south side of Turner Street.

6.2.2 Car Park Concept Designs

The expansion of the PMSC car park towards the Payneham Memorial Gardens is not recommended with the impacts on the public access to the shared path, reserve and gardens area. However, to accommodate the high car park demand, in particular during the busy summer months and school holiday periods, the overflow car park in the Patterson Reserve for 82 spaces is recommended.

For **Scenario C4** in the Patterson Reserve, only 82 complaint spaces can be accommodated within the footprint. Additional land would be required to accommodate 84 spaces in the Patterson Reserve.

7 References

The following references were used in the preparation of the transport study of the bus zone and car park scenarios at the Payneham Community Precinct.

- Stantec Traffic and Parking Assessment report, August 2022
- Traffic Impact Assessment for Proposed Regional Aquatic and Leisure Centre, Bald Hills Road, by MFY, October 2022.
- Salisbury Aquatic Centre Happy Home Drive, Salisbury North. Traffic and Parking Report, CIRQA for the City of Salisbury, December 2021
- Proposed Regional Aquatic and Leisure Centre, Bald Hills Road, Traffic Impact Assessment, MFY for Mount Barker District Council, October 2022
- Master Specification Part RD-PT-D1, Bus Infrastructure Design, September 2024, Department for Infrastructure and Transport

Appendix A – Bus Zone 5 per cent Concept Drawings

NOTES:

1. ALL SETOUT DIMENSIONS AND LEVELS SHALL BE CONFIRMED ON SITE PRIOR TO CONSTRUCTION.
2. THESE DRAWINGS SHALL NOT BE SCALED. ALL DIMENSIONS AND LEVELS ARE IN METRES UNLESS NOTED OTHERWISE (U.N.O.). ALL DIMENSIONS RELEVANT TO SETTING OUT AND OFF-SITE WORK SHALL BE VERIFIED BY THE CONTRACTOR BEFORE CONSTRUCTION AND FABRICATION COMMENCE. ANY DISCREPANCIES IDENTIFIED ON DRAWINGS OR SPECIFICATIONS SHALL BE IMMEDIATELY REFERRED TO THE QUALITY MANAGER OR SUPERINTENDENT FOR DIRECTION BEFORE PROCEEDING WITH THE WORK.
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SIGN SCHEDULE		
No.	CODE	DESCRIPTION
2	R5-20 (L) (15 MINUTES) (SCHOOL DAYS)	BUS ZONE (LEFT) 15 MINUTES (SCHOOL DAYS)
4	R5-20 (R) (15 MINUTES) (SCHOOL DAYS)	BUS ZONE (RIGHT) 15 MINUTES (SCHOOL DAYS)

LEGEND

- (24) STREET NUMBER
- STOBIE POLE
- NEW SIGN
- YELLOW SPECIAL USE LINE (BUS STOP)
- TREE TO BE REMOVED

THIS DRAWING IS TO BE VIEWED IN COLOUR AS SOME FEATURES / SYMBOLS ARE DIFFERENTIATED BY COLOUR. DRAWING NOT TO BE RELIED ON IF PRINTED IN GREYSCALE.

0 2.5 5 10 15
1 : 250m (A1) - 1 : 500m (A3)
100mm ON ORIGINAL DRAWING - DO NOT SCALE DRAWING

SHEET SIZE
A1

REV	AMENDMENT / REASON FOR ISSUE	DATE	DES.	DWN.
B	ISSUED FOR INFORMATION	23.07.25	VP	VP
A	ISSUED FOR INFORMATION	02.07.25	VP	VP

COORDS: GDA 2020 MGA ZONE 54
DATUM: ALL LEVELS TO A.H.D.
SCALE: 1:250
SURVEYED:
SURVEY DATE:
APPROVED / PROJECT LEADER
JOHN DEVNEY

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CITY OF NORWOOD PAYNEHAM AND ST PETERS

PAYNEHAM PRECINCT BUS ZONES
OG ROAD & TURNER STREET
CONCEPT PLAN

FILENAME:	PROJECT NUMBER	DRAWING NUMBER	REVISION
250881_SKETCH01.DWG	250881	01	B

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SIGN SCHEDULE

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4	R5-20 (R) (15 MINUTES) (SCHOOL DAYS)	BUS ZONE (RIGHT) 15 MINUTES (SCHOOL DAYS)

LEGEND

- (24) STREET NUMBER
- STOBIE POLE
- NEW SIGN
- DISH DRAIN
- KERB ONLY
- ROAD PAVEMENT
- PROPOSED FOOTPATH
- TREE TO BE REMOVED

THIS DRAWING IS TO BE VIEWED IN COLOUR AS SOME FEATURES / SYMBOLS ARE DIFFERENTIATED BY COLOUR. DRAWING NOT TO BE RELIED ON IF PRINTED IN GREYSCALE.

0 2.5 5 10 15
1 : 250m (A1) - 1 : 500m (A3)
100mm ON ORIGINAL DRAWING - DO NOT SCALE DRAWING

SHEET SIZE A1

REV	AMENDMENT / REASON FOR ISSUE	DATE	DES.	DWN.
B	ISSUED FOR INFORMATION	23.07.25	VP	VP
A	ISSUED FOR INFORMATION	02.07.25	VP	VP

COORDS: GDA 2020 MGA ZONE 54
DATUM: ALL LEVELS TO A.H.D.
SCALE: 1:250
SURVEYED:
SURVEY DATE:
APPROVED / PROJECT LEADER
JOHN DEVNEY

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CITY OF NORWOOD PAYNEHAM AND ST PETERS

PAYNEHAM PRECINT BUS ZONES
OG ROAD & TURNER STREET
CONCEPT PLAN

FILENAME:	PROJECT NUMBER	DRAWING NUMBER	REVISION
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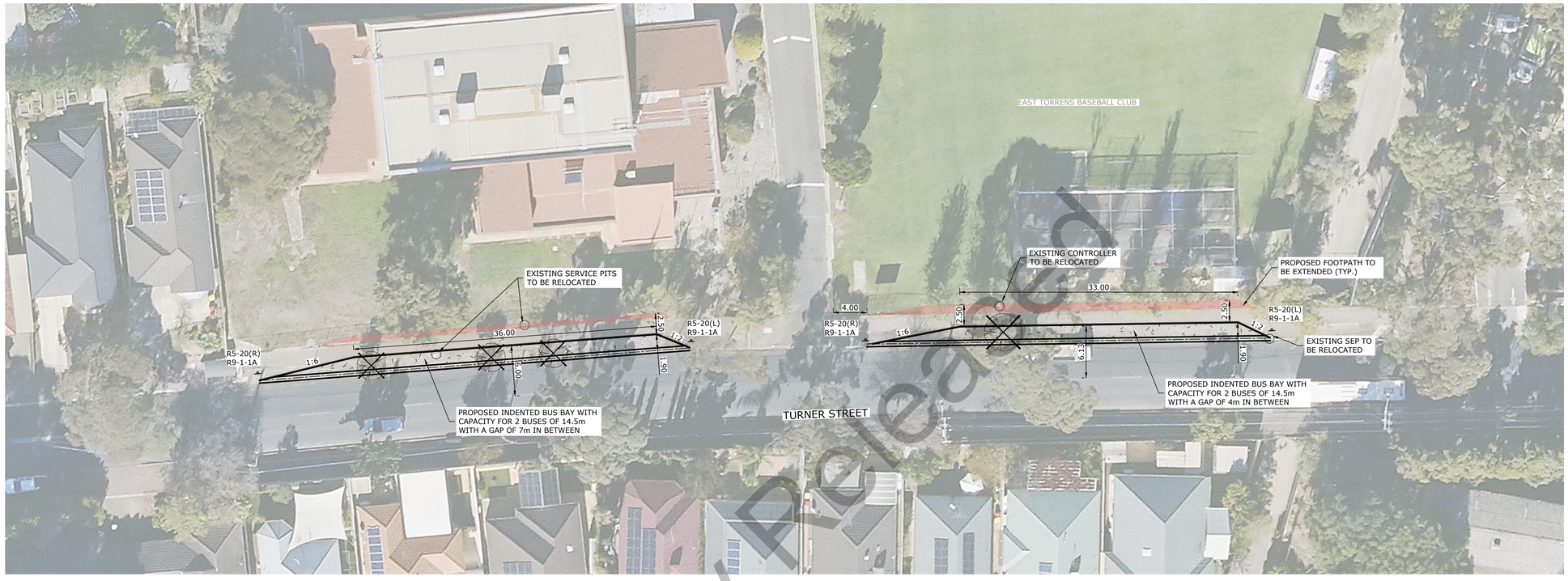

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SIGN SCHEDULE

No.	CODE	DESCRIPTION
2	R5-20 (L)	BUS ZONE (LEFT)
4	R5-20 (R)	BUS ZONE (RIGHT)
2	R9-1-1A	TIMES OF OPERATION MODULE (9:30AM-3PM MON-FRI)

LEGEND

- (24) — STREET NUMBER
- STOBIE POLE
- NEW SIGN
- DISH DRAIN
- KERB ONLY
- ROAD PAVEMENT
- FOOTPATH TO BE EXTENDED
- TREE TO BE REMOVED

THIS DRAWING IS TO BE VIEWED IN COLOUR AS SOME FEATURES / SYMBOLS ARE DIFFERENTIATED BY COLOUR. DRAWING NOT TO BE RELIED ON IF PRINTED IN GREYSCALE.

0 2.5 5 10 15
1 : 250m (A1) - 1 : 500m (A3)
100mm ON ORIGINAL DRAWING - DO NOT SCALE DRAWING

SHEET SIZE A1

REV	AMENDMENT / REASON FOR ISSUE	DATE	DES.	DWN.
B	ISSUED FOR INFORMATION	23.07.25	VP	VP
B	ISSUED FOR INFORMATION	02.07.25	VP	VP

COORDS: GDA 2020 MGA ZONE 54
DATUM: ALL LEVELS TO A.H.D.
SCALE: 1:250
SURVEYED:
SURVEY DATE:
APPROVED / PROJECT LEADER
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CITY OF NORWOOD PAYNEHAM AND ST PETERS

PAYNEHAN PRECINCT BUS ZONES
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CONCEPT PLAN

FILENAME:	PROJECT NUMBER	DRAWING NUMBER	REVISION
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Appendix B – Car Park 5 per cent Concept Design Drawings

LEGEND

- TREE TO BE REMOVED
- PROPOSED LANDSCAPE
- PROPOSED FOOTPATH
- PROPOSED FENCE
- NEW SIGN
- DISH DRAIN
- KERB ONLY
- KERB AND GUTTER

SIGN SCHEDULE		
No.	CODE	DESCRIPTION
1	R2-4A	NO ENTRY

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B99

		meters
Width	:	1.94
Track	:	1.84
Lock to Lock Time	:	6.0
Steering Angle	:	33.6

THIS DRAWING IS TO BE VIEWED IN COLOUR AS SOME FEATURES / SYMBOLS ARE DIFFERENTIATED BY COLOUR. DRAWING NOT TO BE RELIED ON IF PRINTED IN GREYSCALE.

0 2 4 8 12
1 : 200m (A1) - 1 : 400m (A3)
100mm ON ORIGINAL DRAWING - DO NOT SCALE DRAWING

SHEET SIZE
A1

REV	AMENDMENT / REASON FOR ISSUE	DATE	DES.	DWN.
B	ISSUED FOR INFORMATION	05.08.25	VP	VP
A	ISSUED FOR INFORMATION	23.07.25	VP	VP

COORDS: GDA2020 MGA ZONE 54
DATUM: ALL LEVELS TO A.H.D.
SCALE: 1:200
SURVEYED:
SURVEY DATE:
APPROVED / PROJECT LEADER
JOHN DEVNEY

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CITY OF NORWOOD PAYNEHAM AND ST PETERS

PAYNEHAM PRECINCT
TURNER STREET
CAR PARK CONCEPT

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FILENAME: 250881_SKETCH_CAR PARK TURNER STREET.DWG
PROJECT NUMBER: 250881
DRAWING NUMBER: C001
REVISION: B

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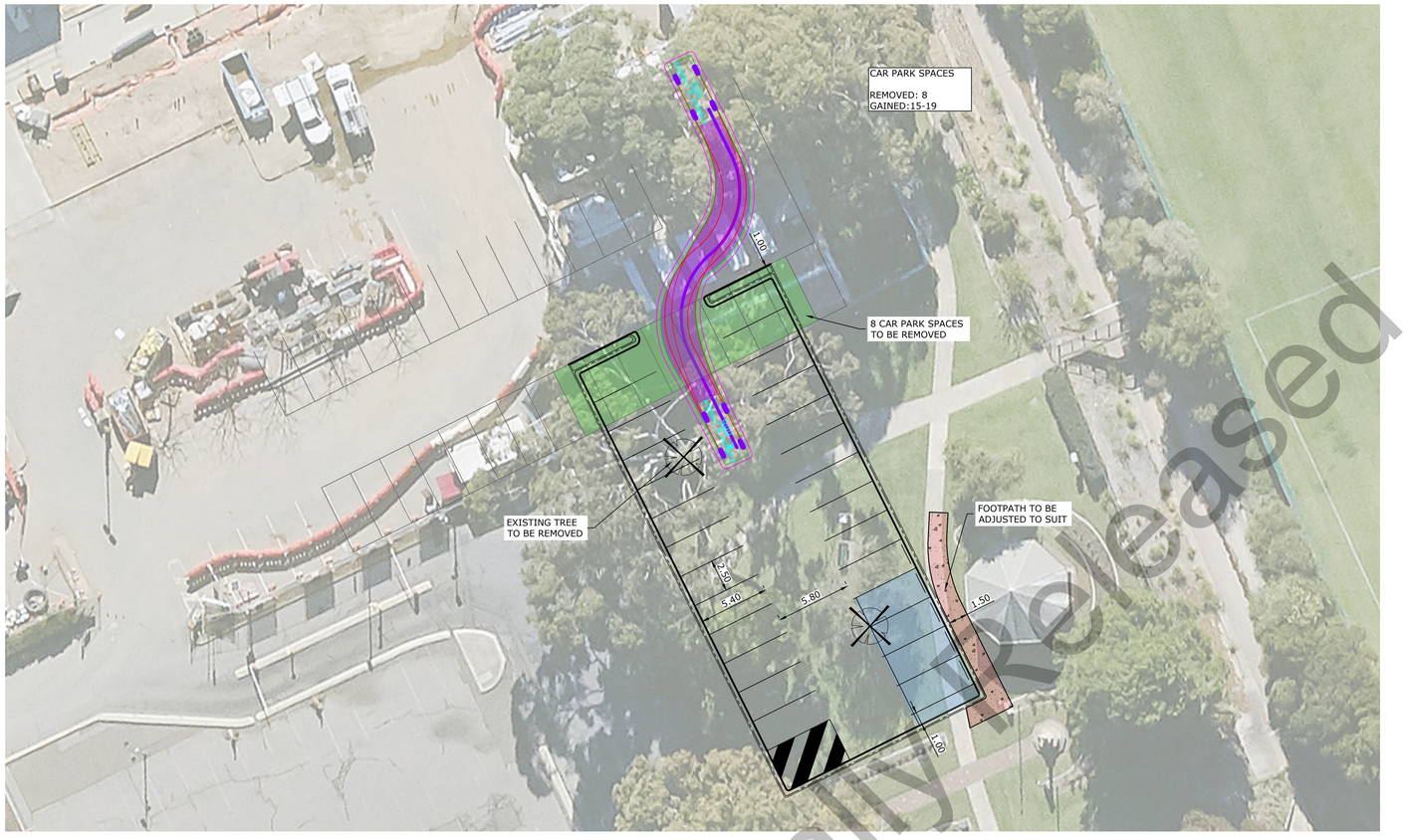

LIGHTING WOULD BE REQUIRED

LEGEND

- TREE TO BE REMOVED
- PROPOSED FOOTPATH
- CAR PARK SPACES THAT COULD BE REMOVED
- CAR PARK SPACES TO BE REMOVED
- KERB ONLY
- KERB AND GUTTER

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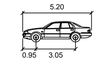

B99

	meters
Width	1.94
Track	1.84
Lock to Lock Time	6.0
Steering Angle	33.6

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0 2 4 8 12
1 : 200m (A1) - 1 : 400m (A3)
100mm ON ORIGINAL DRAWING - DO NOT SCALE DRAWING

SHEET SIZE
A1

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SCALE: 1:200
SURVEYED:
SURVEY DATE:
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CITY OF NORWOOD PAYNEHAM AND ST PETERS

PAYNEHAM PRECINCT
WAR MEMORIAL
CAR PARK CONCEPT

FILENAME: 250881_SKETCH_CAR PARK TURNER STREET.DWG
PROJECT NUMBER 250881
DRAWING NUMBER C002
REVISION B

C:\USERS\LOCAL_~1.PER\TEMP\ACPUBLISH_28580\250881_SKETCH_CAR PARK TURNER STREET.DWG -CP_02- (05-08-25 1:58:04PM)