



10.8 LAGOON RESERVE PAVILION & SPORTS FIELD - DESIGN OPTIONS

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1. PURPOSE

- 1.1 To seek Council endorsement to progress to detailed design for a two-storey pavilion and viewing balcony (option 3), sportsgrounds and park infrastructure at Lagoon Reserve Pavilion.
- 1.2 To Seek Councils endorsement of additional funding of \$8.35m in 2023/24 financial year to deliver the project.
- 1.3 To seek Council endorsement to commence community consultation in late 2022 on the pavilion proposed concept designs and project timelines.

2. EXECUTIVE SUMMARY

- 2.1 Council has allocated \$6.2m over the next two financial years to upgrade of the sportsground, park infrastructure and pavilion at Lagoon Reserve, which are in poor condition and do not comply with current building or sports code standards.
- 2.2 This initial budget was based on previous capital builds and set prior to any ground surveys being undertaken. Since the initial allocation in the 2019/20 budget, construction costs have increased, Council's sportsground methodology has changed and initial surveys have been undertaken. The project has been independently costed based on concept designs and the new requirements/information.
- 2.3 This report outlines the multiple options considered for the pavilion and provides a high-level cost estimate for each, including the sports grounds and park infrastructure (total project cost).
 - **Option 1:** Single storey pavilion, constructed with option to include second level in the future and including the sports grounds and park infrastructure. **Approximate cost \$11.41m.**
 - **Option 2:** Single storey pavilion, with larger footprint than current, to include 125 m2 community room and including the sports grounds and park infrastructure. **Approximate cost \$13.22m.**
 - **Option 3:** Two storey pavilion with 125-150 m2 community room and 75 m2 viewing balcony and including the sports grounds and park infrastructure. **Approximate cost \$14.55m.**
- 2.4 It is recommended to progress with the two storey pavilion and viewing balcony (Option 3) which will best meets sport and general community requirements.



- 2.5 Council has allocated \$6.2m in the long-term financial plan, therefore additional funding of \$8.35m would need to be included in the 23/24 budget to deliver Option 3 including the sports grounds and park infrastructure. Total project cost is estimated to be \$14.55m.
- 2.6 The project currently includes contingency to cover unknown construction and soil contamination cost.
- 2.7 During the next stage of detailed design, the costs will be further refined. Cost estimates are also subject to EPA approvals for contaminated soil removal/disposal.
- 2.8 The project would be designed in 22/23 financial year and constructed in 23/24 to align with the best time of year to establish sports turf, complete design and inform the community.

3. RECOMMENDATION

That Council:

- 3.1 Endorses progressing the detailed design for a two-storey pavilion and viewing balcony (option 3) for the Lagoon Reserve Pavilion.
- 3.2 Approves additional funding of \$8.35m in 2023/24 financial year budget for the Lagoon Reserve Pavilion and Sports Field Upgrade construction.
- 3.3 Endorses Officers to commence community consultation in late 2022 on the pavilion concept designs and project timelines.

4. KEY POINTS/ISSUES

- 4.1 Lagoon Reserve is on Graham Street, Port Melbourne.
- 4.2 The Reserve is on land reclaimed from a former lagoon which is now heavily used for a variety of activities including: competitive sport (soccer and cricket), physical education classes (particularly Albert Park College), dog walking and other passive recreation activities.
- 4.3 Multiple cricket clubs use Lagoon Reserve as a venue for senior and junior training and competition fixtures.
- 4.4 The venue is also the home for the Port Phillip Spiders Soccer Club; however, they have at times relocated due to the poor surface conditions, pavilion and lighting capacity. The site constraints have particularly impacted their ability to grow and support their female participants.
- 4.5 During the six weeks of Grand Prix 2022 setup, Lagoon Reserve was also used by the South Melbourne District Sports Club for football training as they were relocated from their home ground at Albert Park.
- 4.6 Facilities currently within the Reserve include:
 - A small sports pavilion (built in 1950s), comprising a small kitchen, two change rooms with showers, toilets and public toilets



- A sports field that is suitably sized for community grade senior and junior cricket training and competition, and soccer competition and training
 - Some basic flood lighting has been attached to the pavilion roof to provide very minimal lighting for night use, including soccer and dog walking
 - Three cricket training nets, barbeque and picnic facilities, seating and a pedestrian path
 - Extensive garden beds which contain native flora and fauna of the local area. These have been developed and maintained in partnership with local community groups over many years.
- 4.7 The Lagoon Reserve Master Plan (2013) outlined a number of required site improvements, including the upgrade to the pavilion, sportsground, sports lighting and infrastructure.
- 4.8 The sports field, lighting, pavilion and supporting infrastructure are in poor condition, do not comply with current Australian Standards and require replacement or upgrade to ensure DDA compliance, safety and to support a range of public space benefits.
- 4.9 The Lagoon Reserve Pavilion requires redevelopment to ensure the building is compliant and fit for purpose. It has also been assessed as in an unsatisfactory condition, noncompliant with relevant sports codes and the Building Code of Australia for current and future needs. The redevelopment of the pavilion provides the opportunity to consider the position and orientation of a new pavilion including all-inclusive amenities and access (including female friendly amenities and DDA).
- 4.10 Sporting reserves across the municipality are at capacity and redeveloping this reserve will assist in providing appropriate infrastructure to support continued growth with particular focus on supporting female participation.
- 4.11 Recent statistics around female participation in sport outline:
- Football (soccer) in Victoria highlight a 35% growth in the women's and girls' game from 2020.
 - Cricket in Victoria has seen a 25% growth in female participation in the region between April 2021 and April 2022. Over the next 12 months there is proposed to be another 25-30% in the female game.
- 4.12 Council has allocated \$6.2m in the budget to the upgrade of the sportsground, lighting and pavilion at Lagoon Reserve. With design in 22/23 financial year and construction in 23/24.
- 4.13 The \$6.2m budget was based on previous Council projects which had been completed prior to 2020. Since that time construction costs have increased; Council's sportsground build methodology has improved and preliminary surveys provided more advanced understanding of the sub-surface ground conditions at this site.
- 4.14 Officers have considered the cost to acquire land in the area instead of upgrading this complex site with major drainage requirements. Land of a



comparative size to accommodate a pavilion and sports fields would cost in the vicinity of \$13m.

- 4.15 The immediately surrounding area to the reserve is built out, and there are very limited opportunities to buy land adjoining the Reserve.

Pavilion

Pavilion Design Options

- 4.16 This report outlines three options considered for pavilion design and provides a high-level cost estimate for each excluding sports grounds and park infrastructure costs.
- **Option 1:** Single storey pavilion, constructed with option to include second level in the future. **Approximate cost** \$4.14m.
 - **Option 2:** Single storey pavilion, with larger footprint than current, to include 125 m2 community room. **Approximate cost** \$5.95m.
 - **Option 3:** Two storey pavilion with 125-150 m2 community room and 75 m2 viewing balcony. **Approximate cost** \$7.28m.
- 4.17 These budget estimates are based on assumptions about the quantities of soil to be removed/disposed of, which is subject to EPA confirmation and approval as well as contingency for unknown construction cost.

Option One: Single storey pavilion, constructed with option to include second storey in the future.

- 4.18 The design includes:
- New sports pavilion 351m2
 - Two change rooms which can be converted into one larger space
 - Kitchen with internal servery opening into the larger space
 - Cleaner store
 - Bin store
 - Equipment stores
 - Benchmark 5-star green star rating
 - Separated public toilets

Single Storey Pavilion (basic) \$4.14m (Cost Plan A - Rev 2).

Option Two: Single storey pavilion, with larger footprint to include 125 m2 community room.

- 4.19 This option would include all elements of option one plus incorporating a 125 m2 community room with storage room and bathrooms.

Single Storey Pavilion with community room \$5.95m (Cost Plan A - Rev 2).

Option Three – Two storey pavilion.

- 4.20 This option would include all elements of option one with an additional level, incorporating:
- Community/multipurpose space (150m2)
 - Viewing platform (75m2)



- Toilets
- Lift access
- Storage area
- Separate access to level two

4.21 Double Storey Pavilion \$7.28m (Cost plan A – Rev 2).

Options Analysis

4.22 Officers have reviewed the options to understand the benefits and constraints of each option.

4.23 Secondary consultants, such as land surveyors, geotechnical engineers, structural engineers, civil engineers, and electrical engineers, along with a utilities survey will be required to provide additional advice during the next stage of design.

4.24 All options provide a compliant and fit for purpose building including all amenities and access (including female friendly and DDA).

4.25 The matrix below summarises an assessment of each option against criteria to meet community requirements:

- 0 – No community value provided
- 1 – Low community value provided
- 2 – Medium community value provided
- 3 – Strong community value provided

Table 1 – Assessment of community value for each pavilion option

Criteria	Option A - Single storey pavilion	Option B - Single storey pavilion, with larger footprint to include 125 m2 community room	Option C - Two storey pavilion with 125-150 m2 community room and 75 m2 viewing balcony
Usage			
Compliant and fit for purpose	3	3	3
Suitable changerooms, amenities, kitchen, storage	3	3	3
Meets Female Friendly and DDA requirements	3	3	3
Spectator viewing	1	2	3
Social rooms & revenue opportunities	1	2	3
Opportunities for multi-use by other community groups	0	2	3
Public Space			
Minimal impact on usable public space	3	1	3
Options on location of cricket nets	3	1	3
Opportunity for more informal recreation infrastructure	3	1	3
	20	18	27



- 4.26 The matrix below summarises an assessment of each option against criteria impacting council:

Pavilion Recommendation

- 4.27 Officers recommend progressing with the two storey pavilion (Option 3).
- 4.28 Option 3 meets association standards and provides greater opportunities for all community, sporting association and club requirements by offering an increase in facilities without impacting on the usable public space.

Sports Grounds and Surrounds

- 4.29 In addition to the pavilion additional works would include:
- surface improvements to the sports field to reduce undulations, with new drainage and irrigation, that is compliant with EPA requirements.
 - lighting for sports training and community soccer competition
 - new BBQ and picnic facilities and reserve pathway network with appropriate safety and public lighting
 - upgraded (and relocated if needed) cricket nets; and replacement of the existing reserve fencing with additional vegetation as a fence/reserve buffer
 - consideration of informal recreation infrastructure (budget and space dependent)
 - public toilet facilities.
- 4.30 Grounds, surrounds, lighting, cricket nets and pavilion (option 3) cost estimate **\$14.55m**. Estimate, inclusive of contaminated soil removal and construction contingency.

Sports Lighting

- 4.31 Sports field lighting is included as part of the upgrade, this lighting is required to be able to support usage requirements of the various clubs and community expectations.
- 4.32 The Lagoon Reserve Master Plan (2013) identified the required upgrade of the sports field, installation of training level lighting, and upgrade of pavilion.
- 4.33 Outdoor Sports Lighting Operating Guidelines were adopted in 2021 and include principles to:
- Make our existing sports grounds work harder through extending hours of use with improved lighting to enhance passive surveillance, programming, licensing, agreements and consideration of different surface types to increase the carrying capacity to meet demand
 - Future-proof the City (for population growth and climate change) through appropriate innovation and best practice in sports lighting.
- 4.34 The new lighting will meet Australian Standards and Football Victoria (soccer) facility standards. To meet the required 100lux average across the sports field,



four light towers with LED lighting are proposed. This will be reviewed with designs and site layout.

- 4.35 Lights will be built to be able to accommodate community level night competition and dimmable to support community passive activities when no sport is occurring.
- 4.36 Adjoining residents will be consulted on the lighting layout, including outline compliance to Australian Standards, and overview of the lighting spill and glare.

5. CONSULTATION AND STAKEHOLDERS

- 5.1 Community consultation was undertaken on the Lagoon Reserve Master Plan 2013 that identified the upgrade of the sports field, installation of training level lighting, and upgrade of the pavilion.
- 5.2 Council have had requests from existing and new sports clubs to utilise the new facility. This will be subject to use assessment and Councils future Allocation Policy.
- 5.3 There has been no formal consultation with clubs, stakeholders or the community on the proposed design to avoid any uncertainty or misinformation while the soil testing and technical studies were underway.
- 5.4 Community consultation will be undertaken on the proposed design, targeted to user groups and surrounding residents.
- 5.5 Officers will undertake a targeted engagement approach with the community regarding the lighting, as per previous commitments.
- 5.6 A project consultation page will be created on Council's website, to access information on the proposed design and project timelines.

6. LEGAL AND RISK IMPLICATIONS

- 6.1 There is a risk to player safety if the sportsground remains in its current condition.
- 6.2 There are potential legal and reputational risks to Council by not developing new amenities and continuing to utilise the current non-compliant and unsafe facilities.
- 6.3 The quantity and type of contaminated soil removal has been estimated at this early stage of design based on best available data, including detailed geotechnical. The quantity and type of contaminated soil removal has been estimated at this early stage of design based on best available data, including detailed geotechnical investigations. It is noted that this will be an ongoing risk to the project budget and will be closely managed to further refine estimates as the design progresses.

7. FINANCIAL IMPACT

- 7.1 Current Council budgets have allocated a total of \$6.2m to the project over the next two financial years, leaving a shortfall of \$8.35m.
- 7.2 An additional \$8.35m will be requested as part of the Business Case (gate 2) to progress with Option three.



7.3 Officers have estimated that \$5m (\$2.9m currently allocated to 22/23 financial year and \$2.1m additional budget required) of the total budget can be funded from the Open Space Reserve, therefore \$9.5m will be funded from Council Rates. This will be confirmed once a full analysis of the development components has been assessed against the guidelines for the open space reserve funding.

7.4 Cost Plan A (Revision 2) estimates:

<u>Options and features</u>	Option 1 – Single Story (Basic)	Option 2 – Single Story (Full)	Option 3 – Double Story (Full)
	**No Community Room	125 m2 Community Space	125-150 m2 Community Room & 75 m2 viewing balcony
Pavilion & Soil Disposal	\$4,141,058	\$5,949,088	\$7,282,168
Sportsfield Construction & Soil Disposal	\$4,841,004	\$4,841,004	\$4,841,004
Cricket nets	\$792,120	\$792,120	\$792,120
Sports Field Lighting	\$322,000	\$322,000	\$322,000
Other External works & services (paths, bbqs, bins, drink fountains etc)	\$1,316,788	\$1,316,788	\$1,316,788
TOTAL incl Contingency	\$11,412,971	\$13,221,001	\$14,554,081

7.5 Officers plan to make a submission to Sport and Recreation Victoria (SRV) to seek grant funding, depending on timing, consultation and grant availability.

8. ENVIRONMENTAL IMPACT

8.1 The environmental impacts of the project will be managed through a Project Environmental Management Plan and in accordance with all relevant legislation.

8.2 The native gardens, which contain examples of the indigenous flora of the area are a feature of the park. These gardens will continue to be maintained in partnership with Council and the local community planting group through a series of community planting days.

8.3 The native gardens, which contain examples of the indigenous flora of the area are a feature of the park. These gardens have been developed and maintained in partnership with Council and the local community planting group for over 20 years.

8.4 As the Reserve is on land reclaimed from a former lagoon and redeveloped into an oval, the oval surface is extremely uneven despite efforts to improve the surface levels. There has been differential settling of the surface, resulting in an uneven and in some instances unsafe and unplayable surface. During the upgrade and redevelopment process the oval stability will be improved on the site. This will minimise the likelihood of further problems of settling and issues.



- 8.5 Irrigated sports field and park area suitable for cricket and soccer through connection with the City of Port Phillips Central Irrigation Control System, with consideration made to grass selection to ensure reduced maintenance and positive sustainability outcomes are achieved.
- 8.6 Synthetic sports field surfaces were considered but are not recommended due to the potential for heat island effects and unsuitability as a surface for dog exercise. Some synthetic patches or hybrid surfaces may be considered in high traffic areas to reduce wear and help with ground levels.
- 8.7 Sustainability initiatives will be pursued throughout design development of the public amenities taking into consideration lighting, water use, fixtures and fittings, recycled materials, and finishes

9. COMMUNITY IMPACT

- 9.1 There are ongoing safety and compliance concerns with the current ground and pavilion. This is impacting the usability of the reserve and community access.
- 9.2 Upgrading the pavilion, sports grounds and lighting will support community participation.
- 9.3 The local community will be impacted due to the closure of Lagoon Reserve during the construction period and grass establishment period. It will be beneficial for the new turf to have limited use during the first winter.
- 9.4 Pavilion construction is scheduled to be completed in July 2024 with turf laid in November 2023 to align to best turf growth timelines.
- 9.5 Any construction works will be managed under a Construction Management Plan, which will aim to minimise disruption to the surrounding properties.
- 9.6 Community health impacts will be assessed through a Human Health Risk Assessment as part of the project and managed through a new Contamination Management Plan.
- 9.7 The surrounding residents will be included in the engagement process of the sports lighting to communicate how designs will minimise amenity impacts.
- 9.8 The methodology proposed (compaction) utilises noisy machinery, which is expected to take 3-4 weeks however, works will occur during normal weekday hours.
- 9.9 Engagement with surrounding businesses and childcare centre will be undertaken.

10. ALIGNMENT TO COUNCIL PLAN AND COUNCIL POLICY

- 10.1 The redevelopment of Lagoon Reserve will be delivered in line with parameters and principles set out in The Lagoon Reserve Master Plan (2013).
- 10.2 The project aligns with the Council Plan 2021-2031:
 - Council Plan direction 1; Inclusive Port Phillip; a place for all members of our community, where people feel supported and comfortable being themselves and expressing their identities.



- Council Plan direction 2; Liveable: a great place to live, where our community has access to high quality public spaces, development and growth are well-managed, and it is safer and easy to connect and travel within.
- Council Plan direction 3; Sustainable Port Phillip: a sustainable future, where our environmentally aware and active community benefits from living in a bayside city that is greener, cooler, cleaner, and climate resilient.
- Council Plan direction 4; Vibrant Port Phillip: a flourishing economy, where our community and local businesses thrive and we maintain and enhance our reputation as one of Melbourne's cultural and creative hubs.

10.3 The project also aligns with the following strategies:

- Sports and Recreation Strategy 2015-2024; to plan, provide and maintain quality sport and recreation spaces for the Port Phillip community.
- Public Toilet Plan 2013-2023; to enhance liveability in the community by improving the safety, accessibility, environmental sustainability and convenience of our public toilet facilities, in line with the Crime Prevention through Environmental Design (CPTED) principles and current Disability Discrimination Act (DDA) standards.
- Move-Connect-Live Strategy
- Act and Adapt: Sustainable Environment Strategy 2018-28
- Places for People: Public Space Strategy 2022-32

11. IMPLEMENTATION STRATEGY

TIMELINE

11.1 Officers will progress this project to the following timeline:

- October 2022 - Finalise the concept design for a two-storey pavilion.
- Late 2022 - commence community consultation in, on the pavilion and sportsground concept designs and project timelines.
- Late 2022 - undertake a targeted engagement on the sports field lighting.
- Early 2023 - Officers will present feedback from the community consultation to Councillors in.
- January 2023 - complete detailed design
- July 2023 – commence construction
- November 2023 – sports field construction to begin
- April 2024 – completion of sports field (access to the field will be limited while the turf is established)
- June 2024 – completion of pavilion.

12. COMMUNICATION

12.1 The communications plan will include community consultation with the sports clubs and local community.

MEETING OF THE PORT PHILLIP CITY COUNCIL 7 SEPTEMBER 2022



12.2 Information about this project will be available on Council's website, along with information about how to sign up for updates on the project's process.

12.3 A project consultation page will be created on Council's Have Your Say website, to access information and obtain feedback from the community.

13. OFFICER DIRECT OR INDIRECT INTEREST

13.1 No officers involved in the preparation of this report have any material or general interest in the matter.

ATTACHMENTS

Nil