

25-0151
2 JULY 2025

North Adelaide Golf Course

**Application for Section 21 and Section 23
Authorisation under the *Aboriginal Heritage Act*
1988**



DEPARTMENT OF THE PREMIER AND CABINET

North Adelaide Golf Course

2 July 2025

Lead consultant

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URPS Ref

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We acknowledge the Kaurna People as the Traditional Custodians of the land on which we work and pay respect to their Elders past, present and emerging.

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1. Introduction

The Department of the Premier and Cabinet (DPC) has lodged an application for authorisations under sections 21 and 23 of the *Aboriginal Heritage Act 1988* (the Act) to facilitate the development of a new world-class North Adelaide Golf Course, to provide for its ongoing use as a public facility and as a championship golf course situated in the Adelaide Park Lands.

The project is in the early phases of design with investigations underway to determine the provisions required to improve facilities, access and amenities to accommodate year-round use for the public, and to accommodate the future growth of golf, the world-class tournaments, and tourism to the State.

The application area sits within the Adelaide Park Lands which is a known area of importance to the Kaurna people.

It is possible that Aboriginal heritage may be affected during the project, or during future repair, maintenance and upgrade works associated with the development of the golf course. The project will therefore include a range of strategies to manage impacts to Aboriginal heritage.

2. Applicant Details

Applicant	Department of the Premier and Cabinet
ABN	94 500 415 644
Address	200 Victoria Square, Adelaide 5000

3. Project Information

3.1 Project Background

The South Australian Government, working with the Adelaide City Council, plans to redevelop the North Adelaide Golf Course, to transform the facility into one of the world's best public golf courses.

With its unique location within the Adelaide Park Lands, and sight lines to the Adelaide CBD, North Adelaide is already Australia's most centrally located golf course. The redevelopment will provide improved facilities and greater amenity to accommodate year-round use for the public, and to accommodate the future growth of golf, the world's-best tournaments, and tourism to the State.

We understand that the Project Area and its surrounds have a long history of land use, beginning with the Kaurna people of the Adelaide Plains. Karrawirra Pari (River Torrens) is directly adjacent to the site and, to this day, holds strong cultural and spiritual importance to the Kaurna people. The Park Lands are also an iconic community asset, with the Adelaide Park Lands and City Layout being widely regarded as a masterwork of urban design. The Park Lands and City Layout was inscribed in the National Heritage List on 7 November 2008. Kaurna heritage and the values of the Park Lands will be carefully considered in the design process.

3.2 Project Description

The project involves the development of a new world-class North Adelaide Golf Course, to provide for its ongoing use as a championship golf course and public facility.

The existing North Adelaide Golf Course is located within Possum Park / Pirltawardli (Park 1) in the Adelaide Park Lands which currently comprises:

- 18 hole North Course
- 18 hole South Course
- 18 hole Par 3 course
- Associated amenities

The project is in the early phases of design with investigations underway to determine the provision of amenities to create one of the world's best public golf courses. It is envisaged the redevelopment will include a range of amenities such as a new 18-hole Championship Course, Short Courses, a new Driving Range and practice facilities, new Mini Golf facilities, and space for temporary tournament infrastructure and any other scope necessary to achieve the standards required to support increased and ongoing public use and the staging of major tournaments.

The design is being led by Greg Norman Golf Course Design (GNGCD), a recognised signature golf course design firm, having delivered more than a hundred courses across 34 countries and six continents.

3.3 Project Timing

Construction activity is anticipated to commence in 2025, with completion subject to design scope and construction requirements to host a LIV Golf Adelaide tournament in 2028, or as early as 2027, subject to staging to be determined.

4. Scope of Authorisation

4.1 Description

The Department of the Premier and Cabinet (DPC) is seeking the following authorisations:

- Section 21 to authorise the excavation of land to uncover Aboriginal sites, objects and/or ancestral remains (together, Aboriginal heritage)
- Section 23 to authorise potential damage, disturbance and/or interference with Aboriginal heritage.

Authorisation under section 23 is sought to allow damage, disturbance or interference to Aboriginal heritage where impacts cannot be avoided during Project works, notwithstanding the risk mitigation strategies that DPC will employ.

DPC requests that the authorisations, if granted, extend to itself and:

- Any other Ministers, agencies and instrumentalities of the Crown.
- Employees, agents, advisors, contractors and subcontractors of the above.

To the extent that any of them reasonably performs any works or services in connection with the Project. DPC also seeks that any authorisations granted extend to all future works required for the development, maintenance or use of services, facilities or infrastructure associated with the Project.

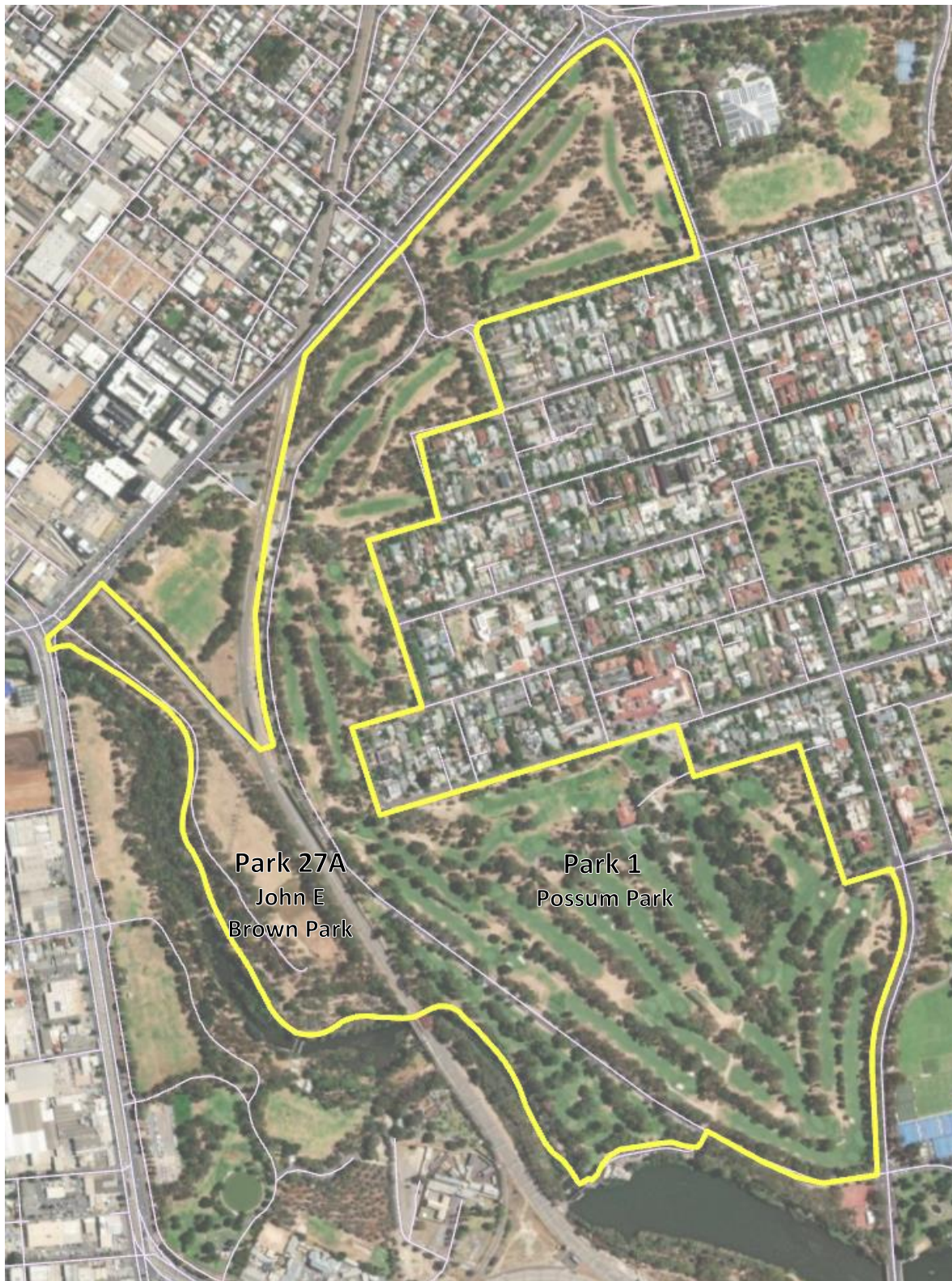
4.2 Application Area

The project is in the early phases of design with investigations underway to determine the provision of amenities to create one of the world's best public golf courses. Since the design is still in progress, authorisations within the proposed application area are sought to enable the investigations and any potential for changes in the design, orientation and structure of the Project.

As the design evolves and transitions from early planning to a detailed design phase, the actual footprint of potential ground disturbance will be identified.

4.2.1 Description

The Application Area consists of Pirltawardli / Possum Park (Park 1) and John E Brown Park (Park 27A):



4.2.2 Land Tenure

Most of the land comprising the Application Area is Crown land under the care, control and management of the City of Adelaide. Portion of the Application Area intersects land owned by the Australian Rail Track Corporation Ltd and other Crown land. DPC is in the process of seeking the necessary approvals to use the land for the Project.

4.2.3 Current and Historical Use

Park 1 has operated as a golf course since the early 1900s and is an important historical use within the Adelaide Park Lands. The North Adelaide Golf Club was formed in the early 1890s. In 1904, the club was officially named North Adelaide Golf Club and opened to the public. It had 9-holes and measured around 2.5 kilometres.

By 1921, the Club was taken over by the City Council. The 9-hole golf course was extended to 18-holes, and an official club house was built. Links between different courses were also established across the park. A second 18-hole course, today known as the South Course, opened for public use in 1950.

By the next decade, a smaller 9-hole course was built near the River Torrens. This smaller course soon expanded to 18-holes and is today known as the Par 3 course. A historic image of the Golf Course from the 1930s is shown below.



Historic Map 1935

The golf course today, is shown in the images below.





5. Project Details

The Project is in an early planning phase. The exact scope of Project works, including the full extent of ground disturbing activities, will be confirmed as the Project design progresses. This Project Description is intended to indicate the range of potential ground disturbing activities likely to occur when carrying out the project, with the intent being to minimise impacts to Aboriginal heritage where possible.

The features being considered in the redevelopment to create a world-class golf course include:

- A new 18-Hole Championship Course through consolidation of the existing North and South Courses.
- An Executive Short Course on the balance of area remaining after consolidation.
- A new Driving Range.
- A new Mini Golf Course.
- Refurbishment of the existing Par 3 Course.
- Practice facilities associated with the above.
- Facilities and Amenities to support all of the above.
- Some spaces for Temporary Tournament Event Infrastructure (most tournament infrastructure works around the environment).

Some principles have been established at this time to inform the design work in progress. These include:

- The project will create a world-class golf course and enhance the Adelaide Park Lands.
- The North Adelaide Golf Course will remain a public course, open and unfenced outside of events. The timeframe for provision of any temporary fencing required for the event will be minimised.
- Every effort will be made to minimise any tree removal, and where necessary a replacement strategy identified.
- Subject to any design and construction requirements, options to stage the development allowing parts of the course to still be accessible will be identified.

At the time of writing, it is not possible to confirm the full extent of activities that may be required to construct the golf course, and any associated amenities, infrastructure and services. However, this Project Description is provided as a guide for understanding the extent of potential works and the nature of works that may occur across any part of the Application Area.

In general, ground disturbing activities may include but are not limited to:

- Large-scale excavation and small-scale detailed excavation (contouring) works.
- Re-levelling of land surfaces.
- Trenching and boring activities.

- Modification and creation of a range of services infrastructure including water, wastewater, irrigation, stormwater, electrical, communications.
- Construction of footings for buildings.
- Modification and construction of paths, roads and carparks.
- Landscaping and irrigation.
- Use of temporary laydown areas, site compounds, storage zones and lifting pads.
- Potentially the export of waste soil and import of new fill material onto the land.

5.1 General Amenities

Each element of the golf course will require amenities for the public and to support operations. Building facilities and carparks are therefore anticipated to be in proximity to the associated golf activity.

The 18-Hole Championship Course will require a Main Clubroom and Carpark as is currently provided for the smaller courses. If new facilities are required, it is anticipated these will be in the general vicinity of existing facilities for this part of the new golf course.

Investigations include whether the Driving Range and Mini Golf Courses can be collocated with the 18-Hole Championship Course, or the Executive Course, or whether these require discrete locations. Locations will ultimately depend on the spatial requirements of each golf course element and minimising the impact on existing trees. Locating the Driving Range and Mini Golf features within Park 1 will have a substantially greater impact on existing trees than just the creation of the 18-Hole Championship Course. To minimise the impact on trees, Park 27A is included in the Application Area for the potential Driving Range and Mini Golf facilities.

Investigations are also underway regarding utilisation of existing buildings such as the Railway Station building and carpark to support the Executive Course. Similarly, for the Par 3 Course which is not expected to substantially change, and has existing facilities and carpark associated with its current location.

Small building structures may also be required for maintenance facilities and the like to support the new golf course.

Excavations for footings for any new buildings will be subject to their scale, geotechnical and structural design requirements. Excavations for small buildings could be up to 1m in depth, and larger buildings up to 5m in depth. Details regarding the final locations, building types and scale will be provided as soon as they are available to share.

Subject to final design and amenities requirements, infrastructure for power, lighting, communications, water, wastewater, stormwater and other services will be required in various locations across the entire site and will involve trenching and boring activities as listed above.

It is anticipated that temporary compounds for construction amenities and materials storage will also be established within parts of the Application Area and potentially adjacent subject to other approvals. Where not included in the final project design and construction, these areas will be made good on completion.

5.2 General Landscaping

The design will progress in a manner to minimise the impact on existing trees, and more broadly the environment and biodiversity of the nationally heritage listed Adelaide Park Lands and City Layout.

A landscape design will be developed subject to the golf course design, and with a principle that the ratio of planting is to exceed the ratio of any planting removed. Whilst a combination of native and non-native species for trees, shrubs and vegetation is anticipated, effort will be placed on native vegetation in the landscape design.

Irrigation systems like those required for the golf course are expected to be included in the landscaping works.

Like other elements, the necessity and exact locations of any paths and roads is yet to be determined, however may be necessary to provide public amenity, facilitate access around the golf course and to support operations. Where necessary these will be designed with consideration to enhancing public access and amenity for walking and cycling as well as site connectivity internally and externally.

5.3 Golf Course Construction

Works anticipated to be required as part of the golf course(s) construction are outlined below.

Site Setup and Preliminary Works

- **Site Establishment:** Temporary site offices, equipment compounds, worker amenities, and vehicle access roads are established. Silt fencing and erosion control measures are installed to comply with environmental requirements.
- **Surveying and Staking:** The entire site is surveyed and all features including greens, tees, fairways, water hazards, and cart paths are staked.
- **Vegetation Clearing:** Vegetation is selectively cleared as per approved plans.
- **Topsoil Stripping:** Topsoil is stripped (typically the upper 150 mm) and stockpiled for later use in reshaping and turfing.

Earthworks – Shaping and Excavation

- **Cut-and-fill operations** shape the playing surfaces - tees, fairways, roughs, bunkers, greens, and mounding noting the “least disturbance” design principles to be adopted.
- **Shaping Activities:**
 - **Tees:** Built up using clean fill to elevate and level surfaces.
 - **Fairways:** Subtle undulations are formed to create natural playing contours.
 - **Greens and Bunkers:** Fine-tuned by hand and small machinery.
- **Excavations:**
 - **Greens cavities:** Excavated to depths of approx. 500mm to allow for drainage layers, root zone mix, and turf.
 - **Bunkers:** Typically, 300–500 mm deep, shaped with underdrainage and lined to prevent contamination.

Spoil Reuse and Fill Materials

- On-Site Spoil Reuse: Subject to quality and specifications, excavated material from any cut areas is reused for mounding, tee elevations, and fairway undulations.
- Fill Material:
 - Structural fill: Used in tee and path subgrades; must meet compaction and grading standards.
 - Root zone mixes: Imported or site-blended sandy loam used for greens and tees (to specifications).
- Topsoil Redistribution: Stockpiled topsoil is redistributed and spread across finished surfaces, typically to depths of 100–200 mm, before grassing.

Irrigation System

- Mainline Trenching:
 - Depths typically 750 mm depending on pipe diameter.
 - High-density polyethylene (HDPE) piping
- Lateral Lines and Sprinklers:
 - Laterals (also HDPE) are installed at approx. 400 mm depth.
 - Pop-up sprinkler heads are installed at strategic locations to ensure irrigation coverage to tees, greens and fairways.
 - Low-voltage control wire laid in conduit alongside irrigation lines.

Drainage Systems

- Subsurface Drainage:
 - Installed primarily in greens, bunkers, and low-lying area of fairways.
 - Trenches typically 500 mm deep for greens and 400 mm for fairways.
 - Drainage comprises perforated pipes surrounded by gravel and geotextile wrapping.
- Surface Drainage:
 - Swales, pits, and overland flow paths are integrated into shaping design.
 - Pits are connected via PVC micro drainage piping (up to 225mm diameter) to tie into existing stormwater infrastructure.
- Bunker Drainage:
 - Bunkers connected via PVC micro drainage piping (up to 225mm diameter) to tie into existing stormwater infrastructure.

Grassing

- Turfing and Grow-In:
 - Turfing of tees and fairways.
 - Seeding of greens and rough areas.
 - Heavy irrigation during grow-in

5.4 Services Infrastructure

5.4.1 General

Any buildings and infrastructure requiring power will have their energy usage source from the SA Power Networks grid to utilise the 70% penetration of renewable generation available in the South Australian network.

Additional environmental technologies are likely to include the use of high efficiency LED lighting, Photovoltaic Generation, Energy storage, Air conditioning and Ventilation systems, Electric Heat Pumps for hot water and rainwater for reuse within amenities with water efficient fixtures.

A detailed investigation and information gathering of existing inground and overhead services to the site has commenced including correspondence with SA Power Networks, Telecommunication Carriers and SA Water to determine existing connections capacities and where new or augmented connections can be obtained. All proposed new Utility connections will be determined to minimise the impact on flora and fauna.

Any new/augmented inground connections for Power, Telecommunications, Water and Drainage will require new trenches. All new trenches are to be backfilled using excavated material. Any excess material will be used on site for landscape and/or golf course mounding where possible (subject to quality and specifications). Any excess material or unsuitable material will need to be taken off site. Where possible combined services trenches will be used to minimise trenching.

5.4.2 Electrical Services

SA Power Networks will be engaged to determine whether the existing High Voltage network to the site will require new pad mounted transformer(s). A Site main switchboard(s) will be located adjacent transformer(s) to provide connection for facilities and connection points for event power requirements.

Similarly, any over/under Low Voltage connection(s) will be obtained from the existing SA Power Networks infrastructure and reticulated as required.

Typical trenching and excavation requirements for Electrical Services may include, but are not limited to:

Electrical	Trench Size/Excavation	Primary Purpose
SAPN High voltage	600mmW x 1300mmD	6 X 100mm Dia CONDUITS

Electrical	Trench Size/Excavation	Primary Purpose
SAPN LV voltage connection	600mmW x 700mmD	1 X 100mm Dia CONDUITS
SAPN Transformer	2500mmW x 3000mmL x 1400mmD	EXTENDED SAPN VAULT
Low Voltage – site MSB	800mmW x 800mmD	8 X 100mm Dia CONDUITS
Low Voltage – site MSB pit	1500mmW x 800mmL x 1000mmd	Distribution pit for both building and EVENT connections
Low Voltage – Buildings MSB	600mmW x 800mmD	4 X 100mm Dia CONDUITS
Low Voltage – Distribution for Event	600mmW x 700mmD	2 X 100mm Dia CONDUITS
Low Voltage – Distribution for carpark lighting or similar	300mmW x 700mmD	2 X 50mm Dia CONDUITS

5.4.3 Communication Services

It is proposed to provide connections from the existing carriers services infrastructure wherever possible. Underground conduits and cables will be installed to provide communication connectivity between facilities. Additional under communications services connections will be provided at nominated points for event Broadcast requirements.

Typical trenching and excavation requirements for Communication Services may include, but are not limited to:

Communications	Trench Size/Excavation	Primary Purpose
Carrier Conduits	600mmW x 600mmD	2 X 100mm Dia CONDUITS
Communication Conduits	300mmW x 400mmD	2 X 100mmDIA
Communication Conduits - Broadcast	300mmW x 400mmD	2 X 100mmDIA

Communications	Trench Size/Excavation	Primary Purpose
Communication Conduits – Hole 8	300mmW x 400mmD	2 X 100mmDIA

5.4.4 Hydraulic Services

Any new buildings will need to be serviced off new authority water and sewer connections provided by SA Water. Pipework will be required to extend from these authority connections to service the facilities for sanitary drainage and cold water. It is also expected that the sanitary drainage wastewater will need to be pumped to a sewer connection, although the depth of the sewer connection will be confirmed by SA Water.

Any commercial kitchen facilities will require an inground grease arrestor to treat the wastewater to a quality that is suitable for discharge into the SA Water sewer connection. Any golf buggy, maintenance machinery and equipment that requires washdown area(s) will require an inground oil water separator to treat the wastewater to a quality that is suitable for discharge into the SA Water sewer connection.

Typical trenching and excavation requirements for Hydraulic Services may include, but are not limited to:

Hydraulic	Trench Size/Excavation	Primary Purpose
Pumped Waste	1400mmW x 800mmD	1 x 63mm
Sewer Pump Station	6000mmW x 6000mmL x 4000mmD	Excavation for installation
Cold Water	1400mmW x 800mmD	1 x 50mm
Grease Arrestor	6000mmW x 8000mmL x 4000mmD	Excavation for installation
Oil Water Separator	4000mmW x 6000mmL x 4000mmD	Excavation for installation
Sanitary Drainage Pipework	1400mmW x 800mmD to 4200mmW x 2000mmD	1 x 150mm
Authority Recycled Water Main's	6000mmW x 1500mmD	1 x 400mm 1 x 355mm

5.4.5 Fire Services

Fire Services requirements will be subject to detailed investigations, reports that respond to design requirements, and relevant authority approvals. It can be anticipated that fire hydrant supply and connections will be required for new buildings.

Fire	Trench Size/Excavation	Purpose
Fire Hydrant	600mmW x 1300mmD	1 x 150mm

5.5 Event Temporary Infrastructure

The project will be designed with consideration of the required space and services to host the annual LIV Golf Adelaide Tournament.

The event comprises a three-day golf schedule involving 12 teams, 48 players and 54 holes (last played from Friday 14th February to Sunday 16th February 2025). The event also includes concerts each day and a range of activations and experiences for corporate and General Admission patrons. The event has attracted up to 30,000 patrons daily.

Temporary infrastructure is required to supplement permanent infrastructure on an annual basis to facilitate the event. This temporary infrastructure includes, but is not limited to:

- Corporate Facilities
- Grandstands
- Viewing Platforms
- Super Screens
- Site Fencing & Flooring
- Concert Stage
- Generator Power Supply, Air Conditioning & Services Reticulation
- Portable Buildings & Toilets
- Event Activations
- Food and beverage facilities
- Operational Facilities & Compounds – Media Centre, TV Towers, Broadcast Compound, Contractor Compounds, Tournament Offices, Credentials etc.
- Entry Gates

The majority of temporary infrastructure will be located within the golf course precinct; however, some infrastructure may be required on surrounding land, including:

- Concert Site – possibly another location in the Riverbank Precinct
- Broadcast Compound – usually situated adjacent golf course(s)
- Contractor Compounds – usually situated adjacent golf course(s)
- Corporate Carparking – will also need to be incorporated

Occupation of the golf course and surrounding areas associated with the build, event & dismantle phases will be undertaken in a staged process to minimise overlay construction footprints and associated disruption to golf operations and the public.

Logistics and infrastructure deliveries will be coordinated and managed with designated infrastructure laydown areas and controlled access routes established to minimise ad-hoc movements across the project area.

At the conclusion of the dismantle period, dilapidation inspections will be undertaken to identify and agree on all remediation works to return the precinct to pre-event conditions.

5.6 Stormwater Management

An overall stormwater masterplan will be developed to discharge from any facilities as required into the adjacent existing drainage systems.

To achieve this, stormwater from any facilities will be discharged through downpipes into a new pit and pipe infrastructure, which is expected to connect to existing piped drainage systems within the adjacent streets.

Each pipe is expected to range from 225mm to 600 mm in diameter and will be installed within a trench approximately 1.2 m deep and up to 900 mm wide. Any excavated material on site will be utilised for the backfill within the trenches, and not taken from site where suitable to do so.

Water quality treatment may include shallow swales and pits and pipes, integrated into the golf course drainage and landscape architectural design.

Existing downstream stormwater discharge locations will be assessed for their capacity to receive additional flows, and then if acceptable, will be used as discharge points. In addition to the existing discharge points, new pit and pipe infrastructure may be required beyond the golf course site to accommodate the proposed drainage needs.

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