

Golden Wattle Park / Mirnu Wirra (Park 21 West) - Draft Lease Agreement and Concept Design

**Thursday, 27 February 2025
Board Meeting**

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Public

Purpose

The purpose of this report is to seek Kadaltilla / Adelaide Park Lands Authority (Kadaltilla) to:

- Note the Council endorsed Community Building Concept Design for Golden Wattle Park / Mirnu Wirra (Park 21 West)
- Endorse the exemption of the Adelaide Community Sports and Recreation Association (ACSARA) from the requirement to undertake an Expression of Interest process; and
- Endorse a draft 21-year Park Lands Community Lease Agreement between the City of Adelaide (CoA) and ACSARA for community sports facilities at Golden Wattle Park / Mirnu Wirra (Park 21 West) for the purpose of public consultation.

On 10 December 2024, the City of Adelaide endorsed a Community Building [Concept Design](#) for redeveloping the existing leased Community Building in Park 21 West. The endorsed Concept Design is consistent with the recently adopted [Adelaide Park Lands Community Buildings \(Sport and Recreation\) Policy](#).

The ACSARA has been based in Park 21 West for over 35 years and currently hold a 12-month Lease for the facilities in Park 21 West, which is due to expire on 30 September 2025. Maintaining the ACSARA tenure in Park 21 West through a 21-year Lease ensures ongoing sport and recreational outcomes envisaged by the Adelaide Park Lands Management Strategy and the Community Land Management Plan.

The proposed lease term reflects ACSARA's \$2.55m committed contribution to the Community Building redevelopment, which forms part of the proposed lease area. This co-contribution is contingent on ACSARA being granted a long-term lease for the community sports facilities located in Park 21 West.

This report outlines the rationale for considering exempting the ACSARA from the Expression of Interest (EOI) process required under the Policy and outlines the statutory public consultation process, parliamentary approval requirements, and timeframes in paragraphs 21 to 26 to enact this 21 year lease.

Recommendation

THAT THE KADALTILLA / ADELAIDE PARK LANDS AUTHORITY ADVISES COUNCIL:

That the Kadaltilla / Adelaide Park Lands Authority:

1. Notes that on 10 December 2024, Council endorsed Attachment A to Item 6.2 on the Agenda for the meeting of the Board of Kadaltilla / Adelaide Park Lands Authority held on 27 February 2025, a Community Building Concept Design for Golden Wattle Park / Mirnu Wirra (Park 21 West)

2. Endorses the exemption of the Adelaide Community Sports and Recreation Association, from the requirement to undertake an Expression of Interest process in accordance with section 13.1 of the Adelaide Park Lands Leasing and Licencing Policy 2016.
 3. Endorses a draft 21-year Park Lands Community Lease Agreement between the City of Adelaide (Lessor) and the Adelaide Community Sports and Recreation Association (Lessee) for community sports facilities at Golden Wattle Park / Mirnu Wirra (Park 21 West), as contained in Attachment B to Item 6.2 on the Agenda for the meeting of the Board of Kadaltilla / Adelaide Park Lands Authority held on 27 February 2025, for the purpose of public consultation.
 4. Notes that a public consultation report will be presented to Kadaltilla / Adelaide Park Lands Authority in June 2025.
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Implications

Adelaide Park Lands Management Strategy 2015-2025	Adelaide Park Lands Management Strategy 2015-2025 Activities undertaken by the Adelaide Community Sports and Recreation Association (ACSARA) are consistent with the Adelaide Park Lands Management Strategy, in particular: • Strategy 1.4 - Support activation of the Park Lands by upgrading and enhancing buildings and structures responsive to their park setting. • Strategy 1.5 - Create spaces to accommodate cultural, sporting, artistic and recreational events of varying types and sizes.
2023-2028 Strategic Plan	Kadaltilla / Adelaide Park Lands Authority 2023-2028 Strategic Plan Strategic Plan Alignment – Expert Advice Function as the peak advisory body for policy, development, heritage, and management of the Park Lands based on sound data and evidence.
City of Adelaide Strategies	City of Adelaide Strategic Plan 2024 – 2028 - Enable community-led services which increase wellbeing, social connections and participation in active lifestyles, leisure, recreation and sport.
Policy	Consistent with the Adelaide Park Lands Community Land Management Plan and the Adelaide Park Lands Leasing and Licensing Policy (2016).
Consultation	Public consultation on the draft Lease Agreement will occur over a three-week period per the City of Adelaide's Community Consultation Policy.
Resource	Public consultation will be undertaken utilising existing resources.
Risk / Legal / Legislative	<u>Local Government Act 1999 (SA)</u> Public consultation on the draft Lease Agreement will occur over a three-week period. <u>Adelaide Park Lands Act 2005 (SA)</u> Subject to public consultation and further consideration by Kadaltilla and Council, the draft Lease Agreement will be placed before both Houses of Parliament for 14 sitting days (concurrently) before execution.
Design	Not as a result of this report
Opportunities	By entering into a 21-year Lease Agreement with the ACSARA, the City of Adelaide will partner with a community organisation to deliver a variety of community sports programs at Park 21 West.
City of Adelaide Budget Allocation	The draft Lease Agreement includes lease fees (building rent) and licence fees (outdoor facilities) per the Adelaide Park Lands Leasing and Licensing Policy (2016).
Capital Infrastructure Projects	Not as a result of this report
Life of Project, Service, Initiative or (Expectancy of) Asset	The proposed lease term is 21 years.
Ongoing Costs (eg maintenance cost)	The Lessee will maintain all infrastructure contained within the proposed lease area.
Other Funding Sources	The ACSARA will contribute \$2.55m to redevelop a Community Building that will form part of the proposed lease area.

Discussion

1. The Adelaide Community Sports and Recreation Association (ACSARA) is the Lessee of a Community Building and three large playing fields in Golden Wattle Park / Mirnu Wirra (Park 21 West).
2. Following an Expression of Interest (EOI) process, the ACSARA was previously granted a five-year Park Lands Community Lease Agreement for the community sports facilities in Park 21 West. This Lease Agreement expired on 30 April 2024 and they currently have a short-term Lease Agreement expiring on 30 September 2025.
3. The ACSARA delivers valuable recreational and social programs that align with the Park Lands' purpose and the City of Adelaide's (CoA) strategic priorities and have been based on the Park for over 35 years. Administration estimates that the community sports facilities in Park 21 West are used by 88,000 participants annually, which equates to 1,700 weekly users.

Community Building Redevelopment

4. In its current form, the existing 375sqm Community Building constructed from Besser Block in the 1960s does not service the needs of current users, align with the relevant community sports facility guidelines or provide accessible, inclusive amenities for players, officials and spectators (including disability access as per the *Disability Discrimination Act (1992)*). Structural issues were identified and documented by CoA in 2010.
5. On 3 December 2024, the City Community Services and Culture Committee (the Committee) received a report that provided a concept design with two floor plan options and Administrations analysis of the options against the [Adelaide Park Lands Community Buildings \(Sport and Recreation\) Policy](#), for the proposed redeveloped Community Building in Park 21 West.
6. The redeveloped Community Building:
 - 6.1. is designed with a continuous roof allowing for visual and physical permeability and reducing the mass of the single-level, low-scale design.
 - 6.2. utilises existing trees and additional landscape treatments to integrate with the park setting.
 - 6.3. incorporates publicly accessible toilets, handwashing facilities, a drinking fountain, shelter and seating.
 - 6.4. is located close to Goodwood Road and connects to on-street car parking through landscape treatments.
 - 6.5. allows for multiple community groups to utilise the facilities simultaneously.
7. The concept design contained two floor plan options. Option A had a floor plan of 495 sqm and Option B had a floor plan of 583 sqm, the latter equating to 0.2% of Park 21 West's total area
8. The key differences between the two options were that Option B included:
 - 8.1. Three change rooms of 50sqm, enabling these to be divided into six change rooms of 25sqm to meet the guidelines for community soccer and cricket.
 - 8.2. A community room of 130sqm, equivalent to what is currently provided at Park 21W, accommodating up to 130 people standing.
 - 8.3. A kitchen/kiosk area of 40sqm that gives consideration to food storage in addition to food preparation and service areas, noting that there is no provision for a commercial kitchen.
 - 8.4. Storage areas totalling 50sqm to service the multiple user groups of facilities in Park 21W.
9. Administration recommended that the project progress based on Option B in recognition of the number and variety of user groups that utilise the existing facilities, the anticipated growth in participation, and the opportunities for broader community use of the community room.
10. The Committee recommended that Council approve the concept design that incorporated the Option B floor plan and on 10 December 2024, the Council endorsed a Community Building [Concept Design \(Attachment A\)](#) for redeveloping the existing Community Building in Park 21 West. The endorsed Concept Design reflects the recently adopted [Adelaide Park Lands Community Buildings \(Sport and Recreation\) Policy](#).
11. The Community Building redevelopment will be funded by contributions from CoA (\$3.09m) and ACSARA (\$2.55m). ACSARA's contribution includes a \$1.55m State Government grant.
12. This co-contribution by the ACSARA is contingent on them being granted a long-term lease for the community sports facilities located at Park 21 West.

Section 13.1 of the Adelaide Park Lands Leasing and Licensing Policy 2016

13. The Adelaide Park Lands Leasing and Licensing Policy was endorsed in January 2016. A requirement of the Policy (section 13.1) is to select a new lessee of vacant land and/or building through an Expression of Interest (EOI) process unless there are exceptional circumstances, in which case a Council resolution is required.
14. Exceptional circumstances are reviewed on a case-by-case basis, depending on the particulars of the situation.
15. An assessment has been undertaken to determine if exceptional circumstances exist in this case and key considerations are presented below:
 - 15.1. The ACSARA has been based in Park 21 West for over 35 years.
 - 15.2. The ACSARA proactively sought State Government grant funding of \$1.55m towards redeveloping the existing Community Building in Park 21 West.
 - 15.3. The ACSARA is investing \$1m of its own funds into redeveloping the existing Community Building.
 - 15.4. The ACSARA has collaborated with Administration in the planning for redeveloping the Community Building in Park 21 West.
 - 15.5. Maintaining the ACSARA tenure in Park 21 West ensures ongoing sport and recreational outcomes envisaged by the Adelaide Park Lands Management Strategy and the Community Land Management Plan.
16. Administration is seeking the endorsement of Kadaltilla / Adelaide Park Lands Authority (Kadaltilla) to exempt the ACSARA from the requirement to undertake an EOI process in accordance with section 13.1 of the Adelaide Park Lands Leasing and Licensing Policy 2016.

Proposed Lease Agreement – Terms and Conditions

17. Should Kadaltilla endorse an exemption to the ACSARA from the requirement to undertake an EOI process, it is recommended that the following high-level terms and conditions inform a new Lease Agreement with the ACSARA:
 - 17.1. Term:
 - 17.1.1. The proposed lease term is 21 years, structured as 7+7+7, with the Lessee having the option to exercise its rights to renew a second and third seven-year term.
 - 17.1.2. If the Lessee does not comply with the lease terms, they will forfeit their renewal entitlement. This gives the ACSARA security to realise the benefits of their financial investment while ensuring CoA retains oversight of compliance and performance at each renewal stage.
 - 17.2. Building Rent:
 - 17.2.1. \$55 per square metre, discounted by 80% (per Policy for community recreation and sports organisations) and reviewed annually as per the CoA's endorsed Fees and Charges.
 - 17.3. Licence Fees:
 - 17.3.1. As per the CoA's annually endorsed Fees and Charges, applied from 1 July each year.
 - 17.4. Permitted Use:
 - 17.4.1. Community sport and associated community development (not-for-profit) activities.
18. **Attachment B** contains a draft 21-year Park Lands Community Lease Agreement ('Lease') for the community sports facilities located at Park 21 West. The foundational elements of the draft Lease have been developed as per the Adelaide Park Lands Leasing and Licensing Policy (2016) and in consultation with the ACSARA. There will be some immaterial amendments or refinements as the project matures, including the addition of approved Development Plans and maintenance schedules, prior to the execution of the Lease.
19. The proposed 21-year term reflects ACSARA's \$2.55m contribution to redeveloping the existing Community Building, which forms part of the proposed lease area.
20. On 10 November 2020, following stakeholder and community engagement process, CoA adopted a new Community Land Management Plan for Park 21 West, incorporating a Concept Plan to inform the enhancement of a community sporting hub within this park. This Concept Plan is referenced in the latest Adelaide Park Lands [Community Land Management Plan](#). The draft Lease contains a lease plan that allows for expansion of the playing field areas, consistent with the Concept Plan.

Lease Consultation

21. Public consultation on the draft Lease Agreement will occur over a three-week period per the CoA's Community Consultation Policy, in March and April 2025.
22. The public consultation process will include:
 - 22.1. Publication of public notices (Gazette and The Advertiser).
 - 22.2. Information on the CoA website.
 - 22.3. Copies of the draft Lease Agreement available for viewing at all CoA libraries and community centres.

Next Steps

23. Subject to Kadaltilla's endorsement, this matter will be presented to the City Community Services and Culture Committee in March 2025.
24. Subject to Council approval, Administration will conduct public consultation for three weeks in line with City of Adelaide's Community Consultation Policy, in March and April 2025, the findings of which will be presented to Kadaltilla and Council in June and July 2025 respectively.
25. If supported and subject to any amendments, the draft Lease will be laid before both Houses of Parliament for 14 sitting days with an obligation for the Presiding Members of each House to lay a copy before the respective House within six sitting days of receiving.
26. There are 21 sitting days from August to November (inclusive). If the Lease is submitted by the end of July 2025, the last legislative process is anticipated to be completed by the end of November 2025.
27. The ACSARA's existing Lease will end on 30 September 2025, and the Administration will arrange under delegation for a short-term Lease until the legislative process outlined in paragraphs 21 - 25 is completed.
28. Executing a long-term Lease is critical to delivering this Community Building redevelopment project in Park 21 West. In the interim, Administration is working with the ACSARA to progress with the detailed design phase, with the intention to commence construction in early 2026.
29. Detailed designs for the Community Building will be presented to Kadaltilla and Council before tender documents are issued for construction.

Attachments

Attachment A – Golden Wattle Park / Mirnu Wirra (Park 21 West) Concept Design

Attachment B - Draft Park Lands Community Lease Agreement for Golden Wattle Park / Mirnu Wirra (Park 21 West)

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