

Golden Wattle Park / Mirnu Wirra (Park 21 West) - Lease Consultation Findings and Community Building Detailed Design

**Thursday, 26 June 2025
Board Meeting**

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Public

Purpose

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

- 21-year Park Lands Community Lease Agreement for the community sports facilities at Golden Wattle Park / Mirnu Wirra (Park 21 West); and
- Detailed Design of the Park Lands Community Building at Golden Wattle Park / Mirnu Wirra (Park 21 West).

The Adelaide Community Sports and Recreation Association (ACSARA) has been operating in Park 21 West for over 35 years and currently holds a 12-month lease for the facilities, due to expire on 30 September 2025.

Maintaining ACSARA's tenure through a proposed 21-year lease will support the ongoing delivery of sport and recreational outcomes as envisaged by the Adelaide Park Lands Management Strategy and the Community Land Management Plan.

Following support by Kadaltilla and approval by Council, public consultation on a draft 21-year Park Lands Community Lease Agreement occurred between 27 March and 17 April 2025.

This report provides an overview of the outcomes from the public consultation on the draft Lease Agreement and highlights the proposed updates to the lease based on community feedback and Council Administration's review.

This report includes Administration's analysis of the Detailed Design of the Community Building, confirming its alignment with the Adelaide Park Lands Community Buildings (Sport and Recreation) Policy.

Subject to Kadaltilla support and Council approval:

- The Lease Agreement will be placed before both Houses of Parliament for 14 sitting days (concurrently), prior to execution by Council Administration.
- An application for Development Approval for the Community Building will be lodged, and documents prepared for tender.

Recommendation

THAT THE KADALTILLA / ADELAIDE PARK LANDS AUTHORITY ADVISES COUNCIL:

That the Kadaltilla / Adelaide Park Lands Authority:

1. Notes the findings of the public consultation on the draft 21-year Park Lands Community Lease Agreement between the City of Adelaide and the Adelaide Community Sports and Recreation Association for the community sports facilities at Golden Wattle Park / Mirnu Wirra (Park 21 West) as contained in Attachment A to Item 5.5 on the Agenda for the meeting of the Board of Kadaltilla / Adelaide Park Lands Authority held on 26 June 2025.
2. Notes the tracked changes to the draft 21-year Park Lands Community Lease Agreement between the City of Adelaide and the Adelaide Community Sports and Recreation Association in response to public

consultation as contained in Attachment B to Item 5.5 on the Agenda for the meeting of the Board of Kadaltilla / Adelaide Park Lands Authority held on 26 June 2025.

3. Supports the 21-year Park Lands Community Lease Agreement between the City of Adelaide and the Adelaide Community Sports and Recreation Association for the community sports facilities at Golden Wattle Park / Mirnu Wirra (Park 21 West) as contained in Attachment C to Item 5.5 on the Agenda for the meeting of the Board of Kadaltilla / Adelaide Park Lands Authority held on 26 June 2025, for the purpose of being placed before both Houses of Parliament.
 4. Supports the Detailed Design of the Park Lands Community Building at Golden Wattle Park / Mirnu Wirra (Park 21 West) as contained in Attachment D to Item 5.5 on the Agenda for the meeting of the Board of Kadaltilla / Adelaide Park Lands Authority held on 26 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, the Adelaide Park Lands Leasing and Licensing Policy (2016), and the Adelaide Park Lands Community Buildings (Sport and Recreation) Policy.
Consultation	Public consultation on the draft Lease Agreement took place over a three-week period per the City of Adelaide's Community Consultation Policy. The Detailed Design for the Community Building in Golden Wattle Park / Mirnu Wirra (Park 21 West) was developed in consultation with ACSARA.
Resource	This project and the granting of a new Park Lands Community Lease Agreement (Lease Agreement) will be undertaken within current operational resources.
Risk / Legal / Legislative	<u>Adelaide Park Lands Act 2005 (SA)</u> Subject to further consideration by Kadaltilla and Council, the Lease Agreement will be placed before both Houses of Parliament for 14 sitting days (concurrently), prior to execution by Council Administration. A 'Level 1' request for information was submitted to Taa Wika, the Aboriginal Affairs and Reconciliation (AAR) Cultural Heritage Register. On 5 March 2025, advice was received from AAR that it "holds no records in its central archives for Aboriginal heritage within your search area". The search area covered a 30m radius buffered area surrounding the current and planned sports facility. A letter was sent to Kaurna Yerta Aboriginal Corporation (KYAC) on 7 April 2025, providing them with a copy of the response from AAR and confirming a planned ground-penetrating radar (GPR) archaeological survey of the area, which took place on 1 May 2025. The GPR survey was conducted primarily to identify areas of archaeological potential relating to 19th-century history and to scan for any other indicators of archaeological potential, and was undertaken in collaboration with Heritage SA and Flinders University.
Design	The Detailed Design for Park 21 West was developed in accordance with the Adelaide Park Lands Building Design Guidelines and the Good Design Principles provided by the Office for Design and Architecture South Australia.

Opportunities	By maintaining ACSARA's presence in Park 21 West, the project ensures the continued delivery of sport and recreational benefits, consistent with the objectives of the Adelaide Park Lands Management Strategy and the Community Land Management Plan for Park 21 West. The redeveloped Community Building will support community sport and provide accessible facilities for all visitors to the Park Lands.
City of Adelaide Budget Allocation 24/25	The Lease Agreement includes lease fees (building rent) and licence fees (outdoor facilities) per the Adelaide Park Lands Leasing and Licensing Policy (2016). The Community Building redevelopment will be funded by contributions from the City of Adelaide (\$3.12m) and ACSARA (\$2.55m). ACSARA's contribution includes a \$1.55m State Government grant.
Capital Infrastructure Projects	Construction of a new Community Building and disposal of an existing Community Building asset.
Life of Project, Service, Initiative or (Expectancy of) Asset	The proposed lease term is 21 years.
Ongoing Costs (eg maintenance cost)	The Lease Agreement (Attachment C) details the proposed maintenance responsibilities of the Lessee and the City of Adelaide.
Other Funding Sources	The ACSARA will contribute \$2.55m to redevelop a Community Building that will form part of the proposed lease area.

Discussion

Background

1. The Adelaide Community Sports and Recreation Association (ACSARA) is the Lessee of a Community Building and three playing fields in Golden Wattle Park / Mirnu Wirra (Park 21 West).
2. In 2019, following an Expression of Interest (EOI) process, ACSARA was granted a five-year Park Lands Community Lease Agreement for the community sports facilities in Park 21 West. This lease expired on 30 April 2024. ACSARA currently holds a short-term lease, which is due to expire on 30 September 2025.
3. ACSARA delivers valuable recreational and social programs that align with the purpose of the Park Lands and the City of Adelaide's strategic priorities. The association has operated in Park 21 West for over 35 years. Administration estimates that the community sports facilities are used by approximately 88,000 participants annually - equating to around 1,700 users each week.
4. On 27 February 2025, Kadaltilla resolved:

'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.*

5. On 11 March 2025, Council resolved:

‘That Council:

1. *Notes that on 10 December 2024, Council endorsed a Community Building Concept Design for Golden Wattle Park / Mirnu Wirra (Park 21 West)*
2. *Approves the exemption for the Adelaide Community Sports and Recreation Association, from the requirement to secure a lease through an Expression of Interest process in accordance with section 13.1 of the Adelaide Park Lands Leasing and Licencing Policy 2016.*
3. *Approves the 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 A to Item 7.3 on the Agenda for the meeting of the City Community Services and Culture Committee held on 4 March 2025, for the purpose of public consultation.*
4. *Notes that the findings of the public consultation will be presented to the City Community Services and Culture Committee in July 2025.*

Lease Consultation

6. Community consultation on the draft Lease Agreement commenced on 27 March 2025 and was conducted over a three-week period, concluding on 17 April 2025. The consultation process included:
 - 6.1. Publication of public notices (Gazette and The Advertiser).
 - 6.2. Information on the City of Adelaide (CoA) and Our Adelaide websites.
 - 6.3. Copies of the draft Lease Agreement available for viewing at all CoA libraries and community centres.
7. Community feedback was collected and analysed, with a summary provided in Attachment A. The analysis indicates community support for the draft Lease Agreement, with 88% of the 43 respondents in agreement with the proposed lease terms and conditions.
8. The primary themes from the feedback received were:

Theme	Context
Maintenance and Financial Responsibilities	Many respondents expressed concerns regarding the lessee's financial and maintenance obligations, suggesting adjustments to better balance obligations between ACSARA and Council.
Fairness, Security and Reasonable Agreement	Many respondents found the lease terms fair, balanced, and reasonable.
Community Benefit, Support and Long-term Tenure	Several respondents referenced the long-term lease arrangement, noting the community benefits from continued sport and recreation activities. The longevity of ACSARA's involvement was particularly valued for ensuring community stability and continuity.

Draft Lease Agreement

9. As a result of community feedback and Council Administration's review, a series of amendments to the draft Lease Agreement are proposed, as shown in Attachment B.
10. Specifically, the responsibility for renewing certain building assets has been transferred from the Lessee to the City of Adelaide (COA). Renewal means activities that restore, rehabilitate or replace an existing asset to its original capacity. The assets proposed for renewal by CoA align with the responsibilities of a building owner/landlord, ensuring the building remains structurally sound, secure, and adheres to building codes and fire safety regulations. The renewal of these assets will be funded through the CoA's Buildings Asset Management Plan. Those assets include:
 - 10.1. Floors and Internal Walls
 - 10.2. Cladding
 - 10.3. Doors and Windows
 - 10.4. Electrical Supply / Meter Boards
 - 10.5. Fire Exit Doors

- 10.6. Fire Indicator Panel
- 10.7. Heating and Cooling System
- 10.8. Hot Water Service and Pipes
- 11. The lease agreement includes a comprehensive maintenance schedule detailing the Lessee's maintenance responsibilities. Adhering to the maintenance schedule will extend the useful life of the assets. The Lessee will be financially responsible for this maintenance, in addition to maintaining the playing fields.
- 12. A Special Condition has been added to recognise Royal Adelaide Show parking on the licensed playing fields in Park 21 West.
- 13. These amendments are not sufficiently material to warrant re-consultation on the lease agreement. The essential terms of the draft Lease Agreement remain unchanged, including:
 - 13.1. Term:
 - 13.1.1. 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.
 - 13.1.2. If the Lessee does not comply with the lease terms, they will forfeit their entitlement to renew the lease. 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.
 - 13.2. Building Rent:
 - 13.2.1. \$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.
 - 13.3. Licence Fees:
 - 13.3.1. As per the CoA's annually endorsed Fees and Charges, applied from 1 July each year.
 - 13.4. Permitted Use:
 - 13.4.1. Community sport and associated community development (not-for-profit) activities.
 - 13.5. First Right of Use
 - 13.5.1. The playing fields are licensed, providing the Lessee with first rights of use, but not exclusive use.
 - 13.5.2. The Lessee is required to use reasonable endeavours to make the Community Building and playing fields available for use by not-for-profit community groups and organisations.
- 14. 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. The lease agreement contains a special condition linking it with a 'Funding and Project Works Agreement' between CoA and ACSARA. Any breach of this agreement will constitute a breach of the lease and vice versa.

Community Building Detailed Design

- 15. Constructed in the 1960s, the existing 375sqm Community Building in Park 21 West does not adequately meet users' needs and is no longer fit for purpose. It lacks compliance with accessibility standards and community sports facility guidelines.
- 16. In response, the City of Adelaide endorsed a Concept Design (Option B) on 10 December 2024 that aligns with the Adelaide Park Lands Community Buildings (Sport and Recreation) Policy. This design considers current usage and future growth and is further outlined in the Kadaltilla report from [27 February 2025](#).
- 17. To inform the development of a Detailed Design, a series of workshops and meetings were held involving ACSARA, Council Administration and consultants. These were informed by:
 - 17.1. an arborist report
 - 17.2. landscape plan
 - 17.3. traffic management plan
 - 17.4. ground-penetrating radar archaeological survey
 - 17.5. level 1 Aboriginal Heritage search
- 18. The Park Lands Community Building Detailed Design (Detailed Design) for Park 21 West is contained in Attachment D to this report.

19. Administration's analysis of the Detailed Design against the Adelaide Park Lands Community Buildings (Sport and Recreation) Policy is summarised in the table below:

Policy Objective	Detailed Design Response
Maximise investment and community benefits by consolidating buildings and creating shared-use facilities and amenities accessible to the public.	The proposed new Community Building will replace the existing Community Building in Park 21W. The Community Building design allows for multiple community groups to utilise the facilities simultaneously. The Community Building features will support formal and informal use of the Park Lands.
Enable the provision of Community Buildings that fulfil their intended purpose, with a building footprint and scale, that minimises the impact on the Adelaide Park Lands.	The Community Building has been designed with a continuous roof, which allows for visual and physical permeability and reduces the mass of the single-level, low-scale design. Existing trees and additional landscape treatments integrate the Community Building with the park setting, noting the proposed removal of two trees: • <i>Lagunaria patersonia</i> – exempt – medium retention value • <i>Eucalyptus leucoxylon</i> – regulated – low retention value The community room transitions out to a covered outdoor area and playing fields for larger gatherings. The building footprint is consistent with what Council endorsed in December 2024 (Option B – 583 sqm).
Create quality, welcoming and inclusive facilities to maximise community benefit.	The Community Building incorporates: • publicly accessible toilets, handwashing facilities, a drinking fountain, shelter and seating. • all services and amenities at ground level for ease of access. The Community Building is located close to Goodwood Road and connects through landscape treatments.
Foster diverse participation in sports and recreation by investing in facilities that meet the needs of users and the public.	The Community Building incorporates: • four unisex changerooms and amenities that can be divided into eight changerooms servicing a range of community sports across the three playing fields. • building elements to support formal and informal use of the Park Lands. • building elements that comply with the Building Code of Australia, the <i>Disability Discrimination Act (1992)</i> and sports facility guidelines for community-level sports competition.
Optimise the sustainable development, efficient use and environmental performance of Community Buildings.	The Community Building: • is sited to maximise summer shading and winter wind protection. • features high-level windows on both sides, which promote natural passive ventilation and reduce the need for artificial lighting. • is proposed to be all-electric. • utilises permeable materials and indigenous plantings for landscaping.
Ensure a consistent approach to designing and redeveloping the upgrade and redevelopment of Community Buildings.	Administration has managed the Detailed Design development in consultation with the proposed Lessee. The Community Building utilises materials and landscape treatments consistent with the Adelaide Park Lands Building Design Guidelines to reflect its park setting.

Next Steps – Lease Agreement

20. Subject to Kadaltila's support, this matter will be presented to the City Community Services and Culture Committee in July 2025.
21. If supported by Council, and subject to any amendments, the draft Lease Agreement will be placed 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.
22. 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.
23. 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 is completed.
24. Executing a long-term Lease is critical to delivering this Community Building redevelopment project in Park 21 West.

Next Steps – Community Building

25. Subject to Kadaltila support, the detailed designs for the Community Building will be presented to the City Community Services and Culture Committee in July 2025 for approval before all planning documents are finalised and tender documents are issued for construction.

Attachments

Attachment A – Engagement Summary – Draft 21-year Park Lands Community Lease Agreement – City of Adelaide (CoA) and the Adelaide Community Sports and Recreation Association (ACSARA)

Attachment B – Draft Park Lands Community Lease Agreement for Golden Wattle Park / Mirnu Wirra (Park 21 West) – *Tracked Changes Version*

Attachment C – Park Lands Community Lease Agreement for Golden Wattle Park / Mirnu Wirra (Park 21 West) – *Final Version*

Attachment D – Detailed Design for the Park Lands Community Building at Golden Wattle Park / Mirnu Wirra (Park 21 West)

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