



Item No: 19.3

File No: 16.85.1.5

Date: 21 September 2020

Attachment: A

Meeting:	Council
Title:	Levi Caravan Park Tender
Responsible Manager:	Group Manager Corporate Services - Monique Palmer
Author:	Business Analyst (Property & Contracts), Scott Reardon
Key Focus Area:	Financial Guiding Principle 1- Finances managed responsibly
Key Focus Area:	Community Land Management Plan
Type of Report:	Decision Required

Pursuant to Section 83(5) of the *Local Government Act 1999*, the Chief Executive Officer indicates that the matter contained in this report may, if the Council so determines, be considered in confidence pursuant to Section 90(2) of the *Local Government Act 1999* on the basis that the information contained in the attached report is information of the nature specified in subsections 90(3)(k) of the Act being tenders for the provision of services, and the carrying out of works.

Recommendation (Public)

Pursuant to s90 (3) (k)

Pursuant to section 90(2) of the *Local Government Act 1999* the Council orders that all members of the public except, Chief Executive Officer Kiki Cristol, Group Manager Asset & Infrastructure Ben Clark, Group Manager Planning, Environment & Regulatory Services Andreea Caddy, Group Manager Corporate Services Monique Palmer, Group Manager Customer Experience Danielle Garvey, Manager Community Development & Engagement Fiona Deckert, Business Analyst (Property & Contracts) Scott Reardon and Council Secretariat Vanessa Davidson be excluded from attendance at the meeting for Agenda Item 19.3 Levi Caravan Park Tender.

The Council is satisfied that, pursuant to section 90(3)(k) of the Act, the information to be received, discussed or considered in relation to this Agenda Item are tenders for the provision of services, and the carrying out of works to be carried out as part of the redevelopment of the Levi Caravan Park, and that Council is satisfied that the principle that the meeting be conducted in a place open to the public has been outweighed in the circumstances because the information to be disclosed and discussed has the potential to impact adversely on each of the tenderers as competitive commercial information will be disclosed.

Recommendation (Confidential)

1. That Council receives and notes the content of the Levi Caravan Park Tender report;
2. That Council notes the content of the Alienation of Community Land Consultation - Levi Caravan Park report which appeared as Item 16.3.6;
3. That Council directs Administration to conduct final negotiations with the Across Australia Parks & Resorts Pty Ltd in order to:

- a. finalise the associated mutually agreed terms and conditions of the new Lease;
 - b. negotiate the respective terms and purchase price for the disposal of the Council's cabin assets;
4. That following the conclusion of the successful negotiation, Council enter into a new Lease Agreement with Across Australia Parks & Resorts Pty Ltd (ABN 70 621 588 421) over the whole of the land contained within Certificate of Title Volume 5874 Folio 181 for a term of 42 years;
 5. That the commencing annual rent of the Lease be \$495,000 (plus GST) (subject to annual CPI increase on the anniversary and a market review every five (5) years);
 6. That the Lease Agreement be subject to:
 - a. Across Australia Parks & Resorts Pty Ltd undertaking a redevelopment of the Park cabins and facilities in accordance with their Expressions of Interest (WALK047105) and Select Tender (COR001.20/21) submissions;
 - b. Across Australia Parks & Resorts Pty Ltd investing capital expenditure to the amount \$2,890,000 over a period of three (3) years to complete the aforementioned redevelopment;
 - c. a mutually agreed redevelopment milestone timeline;
 - d. Council reserving the right to cease dealings with the preferred lessee and commence subsequent negotiations with another party should the final negotiation and redevelopment process becomes protracted and/or frustrated;
 - e. Across Australia Parks & Resorts Pty Ltd being responsible for any/all general repairs and maintenance within the Park;
 - f. Council retaining full repair and maintenance responsibility for Vale House and the Morten Bay Fig;
 7. That the Mayor and Chief Executive Officer be authorised to execute any/all relevant and ancillary documents that pertain to the proposed Lease Agreement between the Across Australia Parks & Resorts Pty Ltd and Council including affixing of the common seal of Council;
 8. That Council grants landowners consent for the preferred candidate to proceed with the proposed redevelopment of the land contained within Certificate of Title Volume 5874 Folio 181 (subject to the approval of an associated Development Application).

Recommendation (Public)

Pursuant to s.91(7)

That having considered Agenda Item 19.3 Levi Caravan Park Tender in confidence under section 90(2) and (3)(k) of the *Local Government Act 1999*, the Council, pursuant to section 91(7) of the Act orders that the report, attachments relative to this Agenda Item be retained in confidence for 36 months or until the redevelopment of the Caravan Park has been finalised and that pursuant to Section 91(9)(c) of the *Local Government Act 1999* the Council delegates to the Chief Executive Officer the power to review and revoke this Order.

and

That Council resolves to end its confidential deliberations pursuant to Section 90(2) of the *Local Government Act 1999* and re-admit the public.

Summary

The Levi Caravan Park (**Park / Site**) is located at 1A Harris Road Vale Park and is comprised of an area of land totalling approximately 27,900m² in size contained within Certificate of Title Volume 5874 Folio 181. Pursuant to Schedule 8 of the *Local Government Act 1999* the Park operates as a Caravan and Camping ground all year round,¹ and on average caters to approximately 27,500 bookings each year.

The current Management Agreement (**Agreement**) held between Ryad Hill Pty Ltd (**Park Manager**) and the Corporation of the Town of Walkerville is due to expire on 30 November 2020 (**Expiry**) and as the Agreement does not include a further Option to Renew the Park Manager is required to provide 'vacant possession' of the site upon the expiry.

At their Ordinary Meeting of 20 January 2020 Council resolved to proceed with an Open Expressions of Interest to seek out relevant industry bodies whom had an interest in entering into a long-term lease over the site for the purposes of investing in, redeveloping and managing the Park.

The Levi Caravan Park – Leasing & Development Opportunity – Expressions of Interest Tender (**EOI**) process was conducted through SA Tenders & Contracts between 6 May 2020 and 29 June 2020 (inclusive). Upon close of the EOI five (5) initial submissions were received.

An Informal Gathering was held with Council on 22 July 2020 to discuss the EOI submission, after which a further select tender process was conducted with the EOI Registrants between 5 August 2020 and 21 September 2020 in order to further short-list the candidates and their respective submission. Upon close of the Tender, four (4) revised submissions were received from Registrants.

The Tenders have now been assessed by Administration's evaluation panel and the findings are now presented to Council for consideration and determination.

Background

At their Ordinary Meeting of 20 January 2020, Council resolved in confidence:

CNC256/19-20

1. *That pursuant to the requirements of s 20J (1) (b) of the Retail and Commercial Leases Act 1995, Council officially advises the current Park Manager (Ryad Hill Pty Ltd) that at the end of the lease term, Council does not propose to offer a renewal or extension of the lease;*
2. *That Council engage an Independent Valuation Service to undertake a valuation assessment of all Manager owned assets located within the Park;*
3. *That in accordance with s 202 of the Local Government Act 1999, Council undertakes the necessary statutory consultation process in order to obtain the community's feedback about the proposed alienation of Certificate of Title Volume 5874 Folio 181 (Levi Caravan Park) for a lease term in excess of five (5) years and up to and including 42 years;*
4. *That following the successful conclusion of Recommendation 3, Administration undertakes an open Expressions of Interest Tender process seeking out relevant industry bodies whom may have an interest in entering into a long-term lease over Certificate of Title Volume 5874*

¹ *Local Government Act 1999*, Sch 8, Cl 9 (c).

Folio 181 (Levi Caravan Park) for the purposes of investing in, redeveloping and / or managing the Park;

5. *That in accordance with s 70A of the Residential Parks Act 2007 Council simultaneously:*
 - a. *serves a preliminary 'Notice of Intention to Redevelop' on all long-term guests currently residing in the Levi Caravan Park;*
 - b. *serves an advanced 'Notice of Termination' on all long-term guests that have resided in the Park for less than five (5) years, advising them that they are required to vacate the Park no later than 30 November 2020;*
6. *That following the completion of Recommendation 1 to 5 a subsequent report be returned to Council for consideration and determination.*

At their Ordinary Meeting of 15 June 2020, Council resolved in confidence:

CNC400/19-20

That Council receives and notes the Levi Caravan Park – Asset Valuation and EOI Update report noting that the legislative restrictions governing aspects of the land use and the emergence of COVID-19 saw Administration test the market in the first instance prior to conducting public consultation.

Discussion/Issues for Consideration

Expressions of Interest

The Levi Caravan Park – Leasing & Development Opportunity – Expressions of Interest Tender (**EOI**) process was conducted through SA Tenders & Contracts between 6 May 2020 and 29 June 2020 (inclusive).

During the EOI, a number of site information tours were held with various industry professional:

- Across Australia Parks & Resorts Pty Ltd (Innoviv) – 10 June 2020
- BelgraviaPRO (branch of Belgravia Leisure) – 10 June 2020
- Discovery Holiday Parks Pty Ltd – 11 June 2020
- Caravan Park Op Co Pty Ltd (Edwards Group) – 12 June 2020
- Next Generation Holiday Parks Pty Ltd – 19 June 2020 (Virtual)
- Big 4 Port Willunga – 19 June 2020

Upon close of the EOI, five (5) submissions were received from Registrants from:

- Across Australia Parks & Resorts Pty Ltd (Innoviv)
- Discovery Holiday Parks Pty Ltd
- Caravan Park Op Co Pty Ltd (Edwards Group)
- Next Generation Holiday Parks Pty Ltd
- Big 4 Port Willunga

Informal Gathering 22 July 2020

Following an initial review of the submissions, an Informal Gathering was held on 22 July 2020 in order to provide Council with an overview of the proposals for the site and to work through a number of issues identified from the submissions.

During the Informal Gathering, Council agreed upon a number of objectives, requirements and preferences for the incoming Registrant. These included:

- the redevelopment being undertaken with little to no cost being borne by Council;
- a rental return that exceeded that which is currently received (viz >\$480k p/a);
- regular market rental, reviews occur during the lease term;
- a swimming pool be included in the redevelopment;
- That each Registrant indicate:
 - their intentions towards the future occupancy of the Long-Term Guests currently residing in the Park;
 - the proposed uses for both Vale House and the Gate House; and
 - their intentions towards the purchase of all cabins and plant equipment on site.

Select Tender and Evaluation

Following the Informal Gathering, Administration undertook a further select tender process between 5 August 2020 and 21 September 2020 (inclusive) in order to further short-list the candidates and their respective submission. Upon close of the Tender, four (4) revised submissions were received from the EOI Registrants, with Big 4 Port Willunga withdrawing their interest from the tender on 20 August 2020.

Due to the nature of the project, the Evaluation Panel was comprised on Group Manager Asset & Infrastructure Ben Clark, Group Manager Planning, Environment & Regulatory Services Andreea Caddy and Business Analyst (Property & Contracts) Scott Reardon; all of who completed a Conflict of Interest and Confidentiality Declaration Form.

An assessment criteria and criteria weighting was applied based both on the primary objectives determined at the Informal Gathering of 22 July 2020, and other varying factors and deliverables relevant to the Tender. A copy of the Tender Evaluation Report appears as Attachment A to this report, but in summary:

Discovery Holiday Parks Pty Ltd (Discovery)

While all other Registrants submissions included an upfront price for purchasing Council's cabin assets, Discovery Park's submission did not, and instead incorporated the purchase of the assets into the annual rental payments. The increase in rent payments also resulted in the removal of the swimming pool and a significant reduction in the proposed capital spend on the site (from \$5.2M in the EOI to \$1.2M in the SRFT). The submission suggest that other redevelopment **may** occur in the future but that has not yet been determined.

- \$1.20M staged capital spend over 3 years, with undetermined future developments considered.
- Commencing annual rent of \$485,000 (plus GST) (subject to annual CPI increases).
- Market Review every five (5) years.
- No rates payable.
- No upfront purchase of Council's cabin assets. Purchase through annual rent repayments.
- Retain all existing Long-Term Guests.
- 42 year lease term.
- No swimming pool included as part of redevelopment.

Caravan Park Op Co Pty Ltd (Edwards Group)

The primary matter of concern for this submission was the nature of the sought lease term(s). Given a 42 year lease term was on offer, the breakdown of the 7+5+5+5+5+5+5+5 suggests potential short-termism and possible lack of long-term commitment to the overall tenancy and investment in Walkerville.

- \$2.0M capital spend in the first 7 years.
- Commencing annual rent of \$490,000 (plus GST) (subject to annual CPI increases).
- Market Review every five (5) years.
- No rates payable.

- Upfront purchase Council's cabin assets.
- Retain all existing Long-Term Guests.
- 7+5+5+5+5+5+5+5 year lease term.
- No swimming pool included as part of redevelopment.

Across Australia Parks & Resorts Pty Ltd (Innoviv)

- \$2.89M capital spend in the first 3 years.
- Commencing annual rent of \$495,000 (plus GST) (subject to annual CPI increases).
- Market Review every five (5) years.
- No rates payable.
- Purchase Council's cabin assets.
- Retain all existing Long-Term Guests residing in the park in excess of 5 years..
- 42 year lease term.
- No swimming pool included as part of redevelopment.

Next Generation Holiday Parks Pty Ltd (Next Generation)

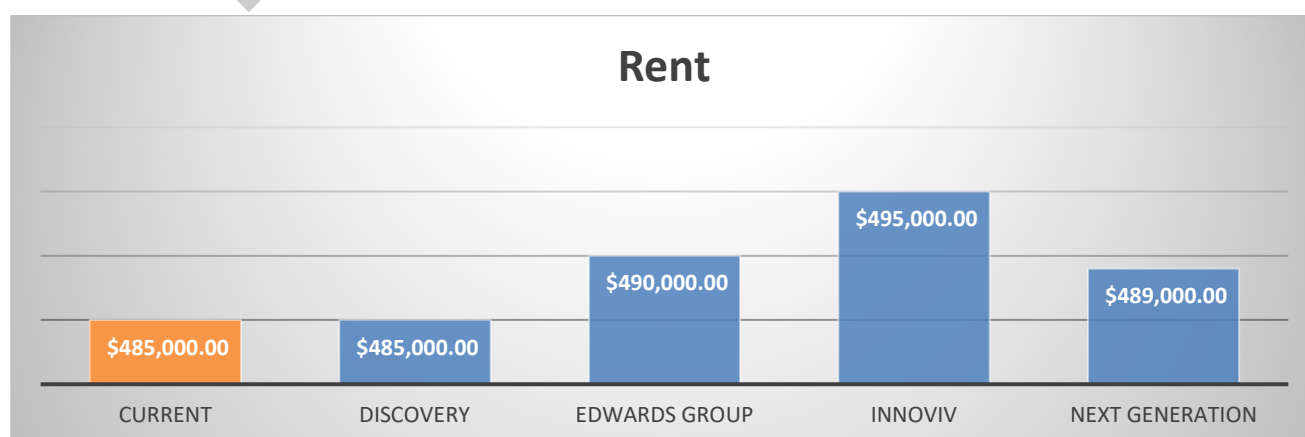
The increase in rent return to Council has extended the overall redevelopment term of the site from 20 to 30 years. This is the longest term of redevelopment proposed.

- \$3.65M staged capital spend over 30 years, with an initial \$1.75M spend in the first 5 years.
- Commencing annual rent of \$489,000 (plus GST) (subject to annual CPI increases).
- Market Review every five (5) years.
- No rates payable.
- Purchase Council's cabin assets.
- Retain all existing Long-Term Guests.
- 42 year lease term.
- No swimming pool included as part of redevelopment.

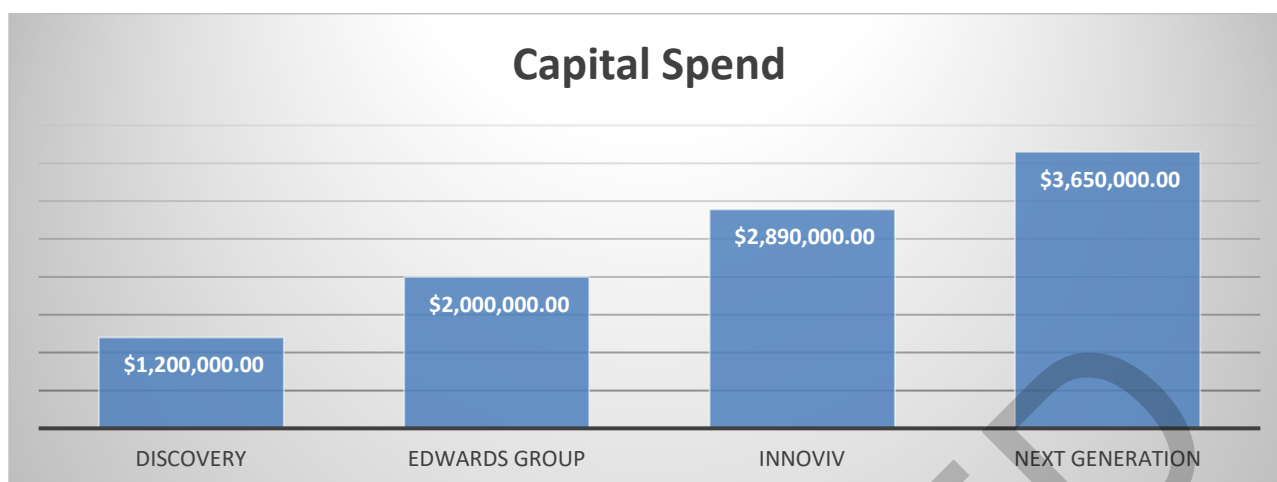
All three (3) members of the evaluation panel scored Across Australia Parks & Resorts Pty Ltd (**Innoviv**) the highest on the basis that:

1. their submission provided the highest rental return to Council;
2. they intend to purchase Council's cabin assets;
3. the redevelopment will be undertaken with little cost being borne by Council;
4. the primary redevelopment will occur within the first few years of the lease commencing;
5. they agreed to a regular market reviews occur during the lease term;
6. they will retain a proportion of the Long-Term Guests; and
7. the operation of both Vale House and the Gate House will remain as accommodation.

For the purposes of comparative analysis, the following table represents both the current rent received and that which is proposed by each Registrant:



Similarly, the following table represented the proposed capital spend for each Registrant:



Options for Consideration

Option 1

1. That Council receives and notes the content of the Levi Caravan Park Tender report;
2. That Council notes the content of the Alienation of Community Land Consultation - Levi Caravan Park report which appeared as Item 16.3.6;
3. That Council directs Administration to conduct final negotiations with the Across Australia Parks & Resorts Pty Ltd in order to:
 - a. finalise the associated mutually agreed terms and conditions of the new Lease;
 - b. negotiate the respective terms and purchase price for the disposal of the Council's cabin assets;
4. That following the conclusion of the successful negotiation, Council enter into a new Lease Agreement with Across Australia Parks & Resorts Pty Ltd (ABN 70 621 588 421) over the whole of the land contained within Certificate of Title Volume 5874 Folio 181 for a term of 42 years;
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6. That the Lease Agreement be subject to:
 - a. Across Australia Parks & Resorts Pty Ltd undertaking a redevelopment of the Park cabins and facilities in accordance with their Expressions of Interest (WALK047105) and Select Tender (COR001.20/21) submissions;
 - b. Across Australia Parks & Resorts Pty Ltd investing capital expenditure to the amount \$2,890,000 over a period of three (3) years to complete the aforementioned redevelopment;
 - c. a mutually agreed redevelopment milestone timeline;

- d. Council reserving the right to cease dealings with the preferred lessee and commence subsequent negotiations with another party should the final negotiation and redevelopment process becomes protracted and/or frustrated.
 - e. Across Australia Parks & Resorts Pty Ltd being responsible for any/all general repairs and maintenance within the Park;
 - f. Council retaining full repair and maintenance responsibility for Vale House and the Morten Bay Fig;
7. That the Mayor and Chief Executive Officer be authorised to execute any/all relevant and ancillary documents that pertain to the proposed Lease Agreement between the Across Australia Parks & Resorts Pty Ltd and Council including affixing of the common seal of Council;
 8. That Council grants landowners consent for the preferred candidate to proceed with the proposed redevelopment of the land contained within Certificate of Title Volume 5874 Folio 181 (subject to the approval of an associated Development Application).

Option 2

That Council directs Administration to undertake the following alternate actions or proceed with and alternate Registrant:

- _____

Analysis of Options

Option 1 provides a recommendation that will allow for a strategic redevelopment of the Park which will benefit of both community and visitors alike, and further deliver the best possible financial return from a community asset.

Financial Implications

Pursuant to the terms of the existing Lease Agreement, Council receives approximately \$485,000 in the form of rental revenue from the current Park Manager. Option 1 delivers an outcome which not only sees a higher rate of return to Council through increased rent, but also close to \$3.0M worth of capital improvements be undertaken to the land and assets over the first three (3) years of the Lease Term.

It should be noted that Option 1 requires Council to maintain and upgrade (as required) all underground infrastructure and services. This is the current arrangement and maintaining these responsibilities moving forward will not prove to be overly burdensome. Council will be required to invest some capital expenditure initially to upgrade the services, which is estimated to cost approximately \$250,000.

Council currently retains a reserve amount of \$170,000 for capital works at the Levi Caravan Park. Noting that Council will receive an upfront lump sum from the purchase of Council's cabin assets, this amount could also be utilised for the works if necessary.

Community Implications

Option 1 provides an outcome that results in both community land and asset being upgraded at little cost to the ratepayer.

Governance Implications

Option 1 is aligned with Council's strategic vision for the site, Community Land Management Plan 7 (Levi Caravan Park), and Council's obligations for the site in accordance with Schedule 8 of the *Local Government Act 1999*.

Preferred Option & Reasoning

Option 1 is the preferred option on the basis that it provides for the improvement of the land and assets through third party redevelopment at little cost to Council, and provide an ongoing will prove beneficial to the

Attachment

Attachment A	Tender Evaluation Report
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RELEASED

ATTACHMENT A

TOWN OF



WALKERVILLE

Tender Evaluation Report

Tender: Levi Caravan Park – Lease & Development

Tender Number: COR001.20/21 (EOI - WALK047105)

Opening Date: 05/08/2020

Closing Date: 21/09/2020

Tender Evaluation Panel: Ben Clark
Andreea Caddy
Scott Reardon

ATTACHMENT A

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Annexure B - Submissions

Annexure C - Conflict of Interest Forms

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ATTACHMENT A

A – Procurement Obligations

The Town of Walkerville engages in procurement activities in accordance with its Procurement Policy (as updated from time to time) which has been developed in accordance with the provisions of section 49 of the *Local Government Act 1999* (SA). A copy of the Procurement Policy is available at www.walkerville.sa.gov.au.

This Tender Evaluation Form has been developed to assist Town of Walkerville employees comply with their procurement obligations and must be completed by the responsible officer(s) at the close of each tender and presented to the Chief Executive Officer (or their delegate). A tender may only be awarded upon the execution of this form by the Chief Executive Officer (or their delegate).



ATTACHMENT A

B – Evaluation Criteria

Tender submissions have been evaluated based on a score out of 70. The following criteria and their respective weightings will apply.

Criteria	Weighting
Reputable Organisation & Sufficient Capacity	10.00%
Quality Product	12.50%
Total Capital Spend	12.50%
Scope of Redevelopment	15.00%
Duration of Redevelopment	15.00%
Council Investment / Obligation	15.00%
Financial Return to Council	20.00%

RELEASED

ATTACHMENT A

C – Tender Submissions

Respondent 1	Discovery Holiday Parks Pty Ltd
Respondent 2	Caravan Park Op Co Pty Ltd (Edwards Group)
Respondent 3	Across Australia Parks & Resorts Pty Ltd (Innoviv)
Respondent 4	Next Generation Holiday Parks Pty Ltd

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ATTACHMENT A

D – Tender Evaluation

The tender submissions have been independently assessed by the Tender Evaluation Panel as follows.

Discovery Holiday Parks Pty Ltd – Respondent 1				
Criteria	Weighting	Evaluator 1	Evaluator 2	Evaluator 3
Reputable Organisation & Sufficient Capacity	10.00%	9	10	9
Quality Product	12.50%	8	7	7
Total Capital Spend	12.50%	3.5	4.5	5
Scope of Redevelopment	15.00%	6	6.5	6
Duration of Redevelopment	15.00%	7	7	7
Council Investment / Obligation	15.00%	8	7.5	7.5
Financial Return to Council	20.00%	4	5	5
		45.5	47.5	46.5

Caravan Park Op Co Pty Ltd (Edwards Group) – Respondent 2				
Criteria	Weighting	Evaluator 1	Evaluator 2	Evaluator 3
Reputable Organisation & Sufficient Capacity	10.00%	7.5	6.5	7.5
Quality Product	12.50%	8	7	6.5
Total Capital Spend	12.50%	7	7	7
Scope of Redevelopment	15.00%	7	6.5	7
Duration of Redevelopment	15.00%	7	7	7
Council Investment / Obligation	15.00%	8	7.5	7.5
Financial Return to Council	20.00%	7	7	7
		51.5	48.5	49.5

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Across Australia Parks & Resorts Pty Ltd (Innoviv) – Respondent 3				
Criteria	Weighting	Evaluator 1	Evaluator 2	Evaluator 3
Reputable Organisation & Sufficient Capacity	10.00%	7	6.5	7.5
Quality Product	12.50%	8	7	7
Total Capital Spend	12.50%	9.5	7.5	8
Scope of Redevelopment	15.00%	8	7	8
Duration of Redevelopment	15.00%	9	7	7
Council Investment / Obligation	15.00%	8	7	7.5
Financial Return to Council	20.00%	9	9	9
		58.5	51	54

Next Generation Holiday Parks Pty Ltd – Respondent 4				
Criteria	Weighting	Evaluator 1	Evaluator 2	Evaluator 3
Reputable Organisation & Sufficient Capacity	10.00%	7	7.5	7.5
Quality Product	12.50%	8	6.5	7
Total Capital Spend	12.50%	10	9.5	9.5
Scope of Redevelopment	15.00%	9	7	8
Duration of Redevelopment	15.00%	4	3.5	4
Council Investment / Obligation	15.00%	8	7	7.5
Financial Return to Council	20.00%	6	7	6
		52	48	49.5

ATTACHMENT A

	Evaluator 1	Evaluator 2	Evaluator 3	Aggregate
Respondent 1	45.5	47.5	46.5	46.5
Respondent 2	51.5	48.5	49.5	49.8
Respondent 3	58.5	51	54	54.5
Respondent 4	52	48	49.5	49.8

Evaluation Discussion

Discovery Parks – Respondent 1

For the purposes of this Tender, only the conforming submission was assessed.

While all other Respondent submissions included an upfront price for purchasing Council's cabin assets, Discovery Park submission did not, and instead incorporated the purchase of the assets into the annual rental payments.

The increase in rent payments resulted in the removal of the swimming pool and a significant reduction in the proposed capital spend on the site (from \$5.2M in the EOI to \$1.2M over 5 years.). The submission suggest that other redevelopment *may* occur in the future but that has not yet been determined.

These aspects affected Discovery's overall score.

Edwards Group – Respondent 2

The primary matter of concern for this submission was the nature of the lease term(s). Given a 42 year lease term was on offer, the breakdown of the 7+5+5+5+5+5+5+5 suggests short-termism and lack of commitment to the overall tenancy and investment in Walkerville. This aspect affected the overall score.

Innoviv – Respondent 3

Preferred Candidate.

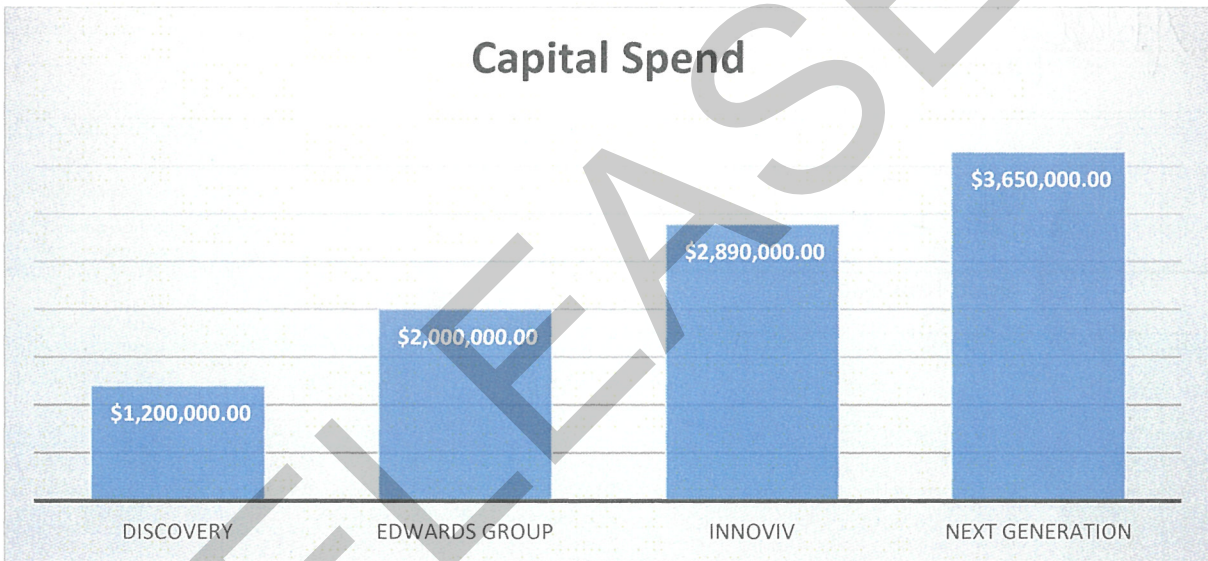
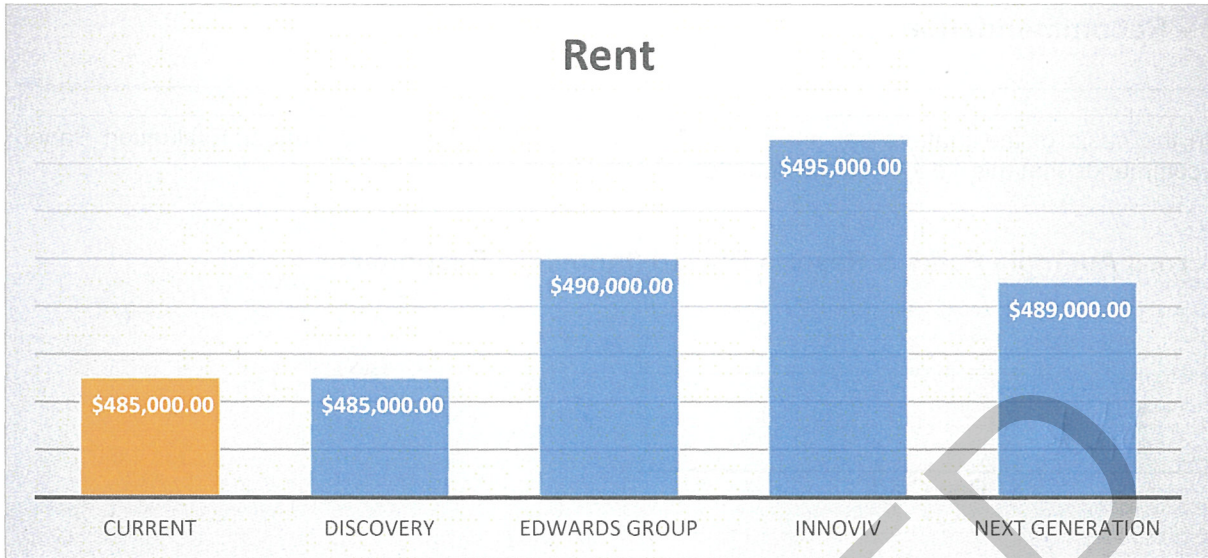
New Generation – Respondent 4

The increase in rent return to Council has extended the overall redevelopment of the site from 20 to 30 years. This is the longest term of redevelopment proposed. This aspect impacted the overall score.

General

All submissions require Council to maintain all underground infrastructure and services. This is the current arrangement and maintaining these responsibilities will not prove to be burdensome in the future. Council will be required to invest some capital expenditure initially though to upgrade the services.

ATTACHMENT A

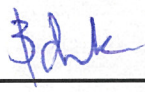


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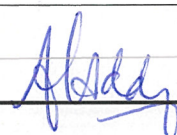
E – Recommendation

On the basis of the matters set out in this Tender Evaluation Form, the Tender Evaluation Panel recommends that this Tender be awarded to:

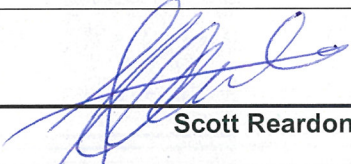
Across Australia Parks & Resorts Pty Ltd (Innoviv) – Respondent 3



Ben Clark



Andreea Caddy



Scott Reardon

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