CITY OF ADELAIDE

THE COMMITTEE
AGENDA & REPORTS

for the Special meeting

Thursday 7 November 2019

in the Colonel Light Room,
Adelaide Town Hall

Members - The Right Honourable the Lord Mayor [Sandy Verschoor];

Councillor Abiad (Deputy Lord Mayor) (Chair)

Councillors Abrahimzadeh, Couros, Donovan (Deputy Chair), Hou, Hyde, Khera, Knoll,

Martin, Moran and Simms.

- -

1.   Acknowledgement of Country

At the opening of the Committee Meeting, the Chair will state:

'Council acknowledges that we are meeting on traditional Country of the Kaurna people of the Adelaide Plains and pays respect to Elders past and present. We recognise and respect their cultural heritage, beliefs and relationship with the land. We acknowledge that they are of continuing importance to the Kaurna people living today.

And we also extend that respect to other Aboriginal Language Groups and other First Nations who are present today.'

2.   Apologies and Leave of Absence

Nil

3.   Discussion Forum Items

Strategic Alignment – Smart

3.1.   City Access Strategy – Presentation

3.2.   City Wide Business Models Feasibility Study [2019/00615] [Page 2]

4.   Item for Consideration and Recommendation to Council

Strategic Alignment - Liveable

4.1.   Heritage: Our Future – Heritage Strategy and Action Plan 2020-2035 [2019/00218] [Page 33]

5.   Exclusion of the Public

5.1.   Exclusion of the Public to Consider [2018/04291] [Page 73]:

For the following Item for Consideration and Recommendation to Council in Confidence:

6.1.   Eighty-Eight O'Connell [s 90(3) (b) & (d)]

6.   Item for Consideration and Recommendation to Council in Confidence

Strategic Alignment - Liveable

6.1.   Eighty-Eight O'Connell [2018/02324] [Page 76]

7.   Closure

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CITY WIDE BUSINESS MODELS FEASIBILITY STUDY

Workshop Purpose:

To discuss and seek feedback on a preferred model for

accelerating economic growth

A SMART CITY WITH A GLOBALLY CONNECTED AND OPPORTUNITY RICH ECONOMY

SMART

PROGRAM: Economic Development and Innovation

AUTHOR: Sue McKenzie | APPROVING OFFICER: Matt Grant

KEY MESSAGES:

KEY QUESTION	KEY QUESTION
What are your views on the alternative models presented and the recommended model?	What are your views on the suggested funding for the preferred model to come from general rates?

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1. Background
2. Challenges
3. Current State
4. The Options
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2016-2020 Strategic Plan Action - *By June 2018, work with key stakeholders in mainstreets and districts to develop business plans that will provide greater participation at the local level and appropriate governance models, as well as work on projects such as an O'Connell Street enhancement program.*

At its meeting on 24 July 2018, Council resolved:

'That: Administration brings to a future workshop a report on opportunities to better support our Mainstreet Precinct Group, the report should include financial modelling, resourcing support, and any form of other support we can include.'

**At its meeting on 14 August 2018, Council resolved:**

(1)   'Undertakes to complete a comprehensive body of work investigating the merits or otherwise in relation to introducing alternative governance models to support ongoing Mainstreet Precincts, including but not limited to variations of Business Improvement Districts (BID), in line with City of Adelaide 2016-2020 Strategic Plan Smart Objectives and Actions;

(2)   That preliminary findings feed into the upcoming workshop to better support our Mainstreet Precinct Groups where financial modelling, resourcing and governance models will be considered.'

• In May 2019 Amanda Grocock and Associates (AGA) were engaged by City of Adelaide (CoA) to provide a feasibility study titled 'City Wide Business Models' that evaluated alternative funding and governance models that aim to accelerate economic growth in the City. The study included reviewing various models used by other states and countries including but not limited to WellingtonNZ, Brisbane Marketing Authority and Golden Triangle Business Improvement District (BID). This project has drawn on the experiences of these and other jurisdictions and considered their application locally.

• This workshop shares findings of the feasibility study and seeks feedback on the proposed governance and funding model.

Important changes to the economic landscape of South Australia that should be considered while assessing the current state of the City's precinct management model:

- Adelaide as a capital city has a vital role to play in shaping the future of our state.

- It contributes 18.5% of Gross Regional Product as a share of Gross State Product with over 5,000 businesses located within it that contribute to approximately 80% of Council's ratepayer base.

- Mainstreets are areas of natural focus for their contribution to the City's economic, social and cultural environments. Recent years have shown us the impact of online retailing and the changing expectations of consumers on some of the City's historically successful streets.

- Increased suburban competition, global online retail competition, static population growth, changing consumer behaviours and the deregulation of shop trading hours continue to impact the City's economic viability.

- What is the best fit for purpose model to attract more people to live, work, invest and visit Adelaide.

- Administration is of the view, as are the Adelaide Business Collective and Precinct Groups themselves, that the current model is not serving the City well.

Static population growth

Over the 2013-18 period South Australia recorded a modest average annual population growth rate of 0.8% and as a result, South Australia's share of the national population has decreased from 7.2% in 2013 to 6.9% in 2018
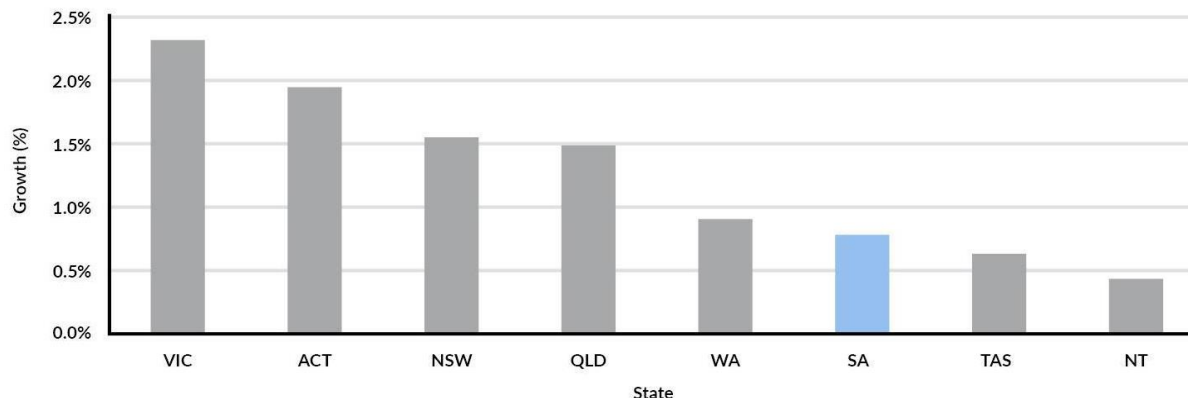
Online Shopping

eCommerce in Australia is growing rapidly, with online spend reaching 10% of total retail sales in 2018, equating to $27.5 billion spent buying goods online and representing a 24.4% increase year on year, with online spending predicted to reach 12% of total retail spend within the next three years.


Retail Spend
$275.3B

Online Spend
$27.5B
10% of total retail spend

Reliance on sales

No change to consumer behaviour is more stark, nor has had more impact on brick-and-mortar retailing, than Australians' reliance on sales. Whilst sales have long been a way for retailers to attract shoppers, customers no longer need to wait for seasons to end or for Boxing Day to grab a bargain. Black Friday/Cyber Monday are now the biggest online shopping week of the year, evidence that shoppers are willing to adjust their habits in search of the best deals.

24%	Boxing Day
30%	EOFY
13.5%	Click Frenzy
25.1%	May Mayhem
28.7%	Black Friday

Year-on-Year Growth in 2018
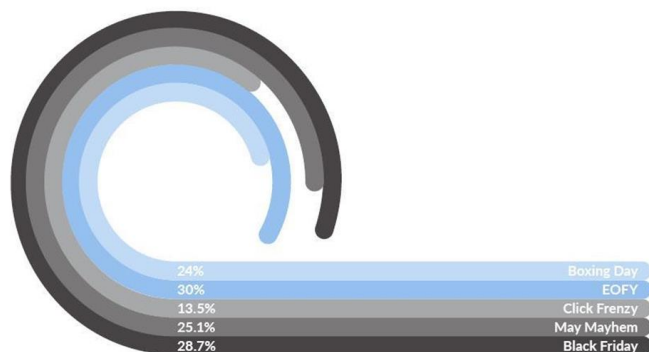
Shopping as an experience

The most important part of a customer's retail experience is the beginning and the end. To improve experience therefore, convenient and leisure paths of travel must be considered and the retail mix in those areas tailored to reflect people's purpose in the space. The existence of attractive surrounding streetscapes and navigable pathways linking with car parks, public transport hubs, and workplaces will improve visitation, increase dwell time and ultimately support positive economic outcomes.
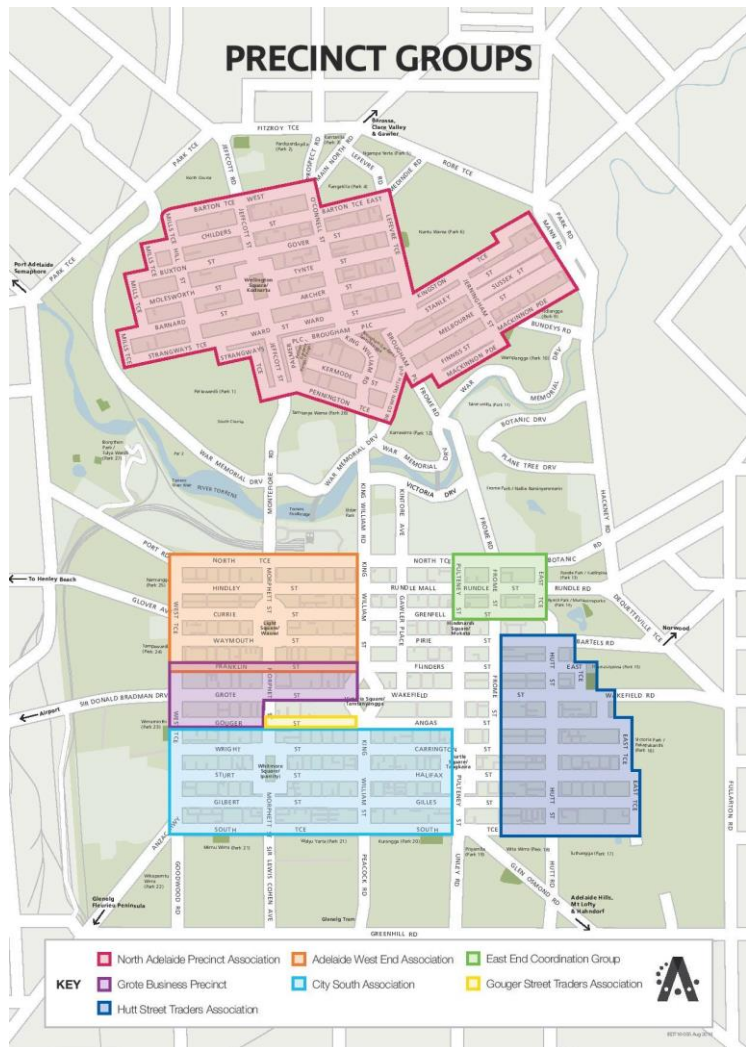
Suburban competition

In 2019, a number of centres and mainstreets are undergoing development; Burnside Shopping Centre will commence a $360 million upgrade, King William Road has undergone a $6 million upgrade and Kaufland will commence its $23.5 million transformation of the LeCornu site on ANZAC Highway.

Deregulation of trading hours

Since their election in 2018 the State Government has made their intention to deregulate trading hours in South Australia clear.

Black Friday Australia

Website session increase 37%

Daily transaction increase on Black Friday 400%

Daily transaction increase on Black Friday $23,000

Average order value outside of Black Friday $250

Average order value on Black Friday $270

Average discount value outside of Black Friday 37%

Average discount value on Black Friday 45%

Source: Picodi

City of Adelaide Precinct group areas

The wide-spread adoption of the precinct model as a form of local economic development in the early 1990s saw the creation of over 30 local business groups across Adelaide and the metropolitan area, reflecting the strong support of this model by Local Government.

The City of Adelaide's Precinct Group Support Program was established in 1994 to provide a place-based approach to economic development in the City.

Each of the eight current Precinct Groups operating in the City of Adelaide is an Incorporated Association under the Associations Incorporation Act 1985 (SA). They are all not-for-profit groups, legally separated from their members.

Each organisation is led by volunteer committee members representing businesses in their area, and in some cases, residents, with seven operating year round and Chinatown Adelaide SA Inc operating annually and staging Chinese New Year celebrations.

Seven precinct organisations (excluding Chinatown Adelaide SA Inc) receive funding ($25,000 per year) from the City of Adelaide via a non-competitive funding program along with $8,000 for Christmas support. There is a presumption that the precinct groups will raise sufficient additional funds to create initiatives to support the local community via other grant funding opportunities and membership.

One such opportunity is the Council's own Mainstreet Advancement grant where precinct organisations can apply for up to $20,000. However, the total grant pool available is limited to $80,000 making the application process for this grant very competitive and consistently oversubscribed.

RUNDLE MALL MANAGEMENT AUTHORITY (RMMA)

The RMMA is a single Council subsidiary pursuant to Section 42 of the *Local Government Act 1999* (LG Act). It is led by a skills based board and professional administration, and is funded via a separate rate.

Established in 2008, the RMMA is charged with positioning Rundle Mall as the State's premier retail and commercial shopping precinct in order to sustain retail, business and economic viability, and promoting the Mall to encourage its use by residents, visitors and the community in general.

The separate rate is an involuntary contribution made by commercial property owners within the geographic boundaries of the Rundle Mall Precinct, based on the annual value of all rateable land and provided for the purpose outlined above. The levy provides the RMMA with approximately $3.8 million annually. Arguably the whole City receives a benefit from the work of the RMMA, and as such those stakeholders who are required to pay the levy often query the equity of the arrangement.

The organisation's Charter, amongst other delegations, allows the RMMA to expend funds raised through the separate rate to achieve its purpose.

ADELAIDE CENTRAL MARKET AUTHORITY (ACMA)

Similar to the RMMA, ACMA is a also a single Council subsidiary pursuant to Section 42 of the LG Act, led by a skills based board and administered by professionals. ACMA is primarily funded through the Market's own commercial leasing and car parking arrangements.

More specifically, the operations of ACMA are funded from the rents, licence fees and other moneys which are payable by lessees, licensees and occupiers of the Adelaide Central Market.

By way of delegation, ACMA is also responsible for ensuring that the Adelaide Central Market is maintained at all times in a state of repair which a prudent investor would maintain the same to ensure a maximum level of amenity for customers and occupancy by traders and a maximum level of rent return. In this way, ACMA is required to act as a commercial manager for one of Council's most important assets.

For this reason, it is recommended that ACMA not be considered for consolidation into a city wide organisation. Whilst ACMA does contribute to the branding, positioning and attraction of visitation to the City of Adelaide, and should continue to do so, the execution of its asset management responsibilities make it significantly different to the other models in the current state. As such, from this point on, reference to a city wide management will be assumed not to include the functions of ACMA.
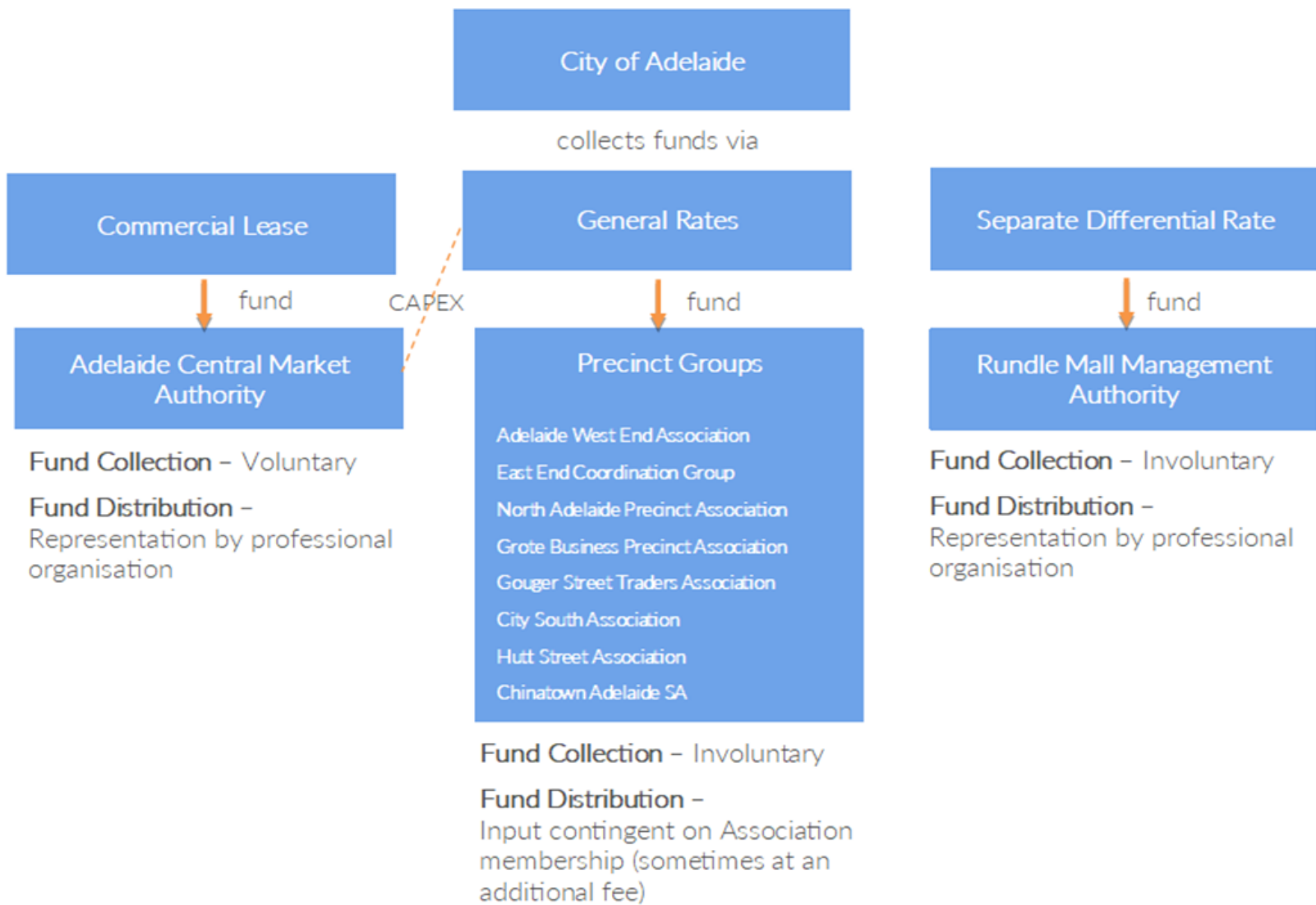
Stakeholder Insights

To gain an understanding of stakeholder and end user perspectives on the current state, concerns and future aspirations of a new model, an online survey and face to face interviews were conducted with Precinct Group Chairs, Precinct Committee representatives and the Chief Executive Officers of allied attraction organisations.

The results have been summarised below:

When asked *'Should an alternative model of precinct and mainstreet management be considered by Council?'*

54% 'YES'   **32%** 'UNSURE'   **14%** 'NO'
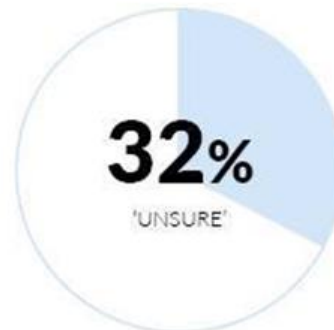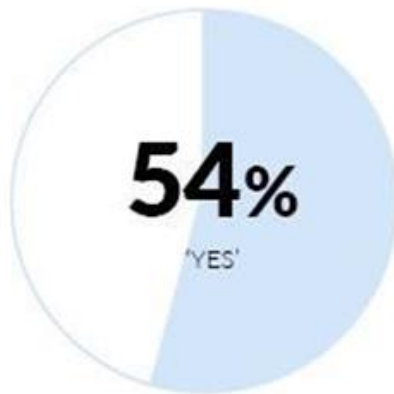
This response indicates positive support for the pursuance of a city wide management model.

What's not working

Having reviewed all existing City of Adelaide Precinct Management Models, surveyed representatives from each organisation and undertaken face-to-face interviews, several consistent themes were identified in relation to the current state:

Governance

- No requirement of professional skills

- Reliance on volunteer resources

- Fragmented and changing precinct boundaries

- Lack of connection to a city vision and initiatives

Funding

- Duplication of resources

- Funding model focusses on small precincts

- Inability to make a material difference

- Competition not collaboration

- Limited resources (financial and human)

SMART OUTCOME

Alternative models – In Theory

Councils are constituted by the LG Act and can only act within their statutory powers. There are limited committee and corporate structures which can be established by South Australian councils. These structures are discussed below.

Governance Model

For the purposes of this discussion, four alternative systems can be used to exercise authority in relation to precinct management.

Council Itself		Section 41 Committee		Section 42 Subsidiary		Incorporated Precinct Groups	
Council could regain administrative control of a City Wide Business Model, engaging with stakeholders as and when is required.		A committee established by the Council under the auspices of the LG Act which determines how funds will be spent. Council retain control as a result of the governance arrangements of such committees.		A body corporate established by the Council under the auspices of the LG Act which provides a specific service or services. The establishment of a subsidiary does not derogate from the power of Council to act in a matter but may be used to represent local interests with professional skills.		Councils have the powers of a natural person and, therefore, could participate in the formation of an incorporated association pursuant to the Associations Incorporation Act 1985 (AI Act). The ability of a council to control an incorporated association following its establishment is limited, with Council involvement dependent on how they are established and what the terms of any funding is.	
Pro	Con	Pro	Con	Pro	Con	Pro	Con
No community agreement required to implement	Not responsive to commercial demands	Flexible, and can include stakeholders Should operate within overarching strategic direction	Can be seen to be too controlled by Council	Professional skills engaged to support execution Connected to Council's strategic direction yet able to make independent decisions for its stakeholders	Limited stakeholder representation in decision-making, although this can be addressed through appropriate board appointments and drafting of the charter	High level of stakeholder engagement. Adaptability in relation to Council influence, so can remain independent but subject to oversight	An incorporated association is likely to be of more limited utility to a council then a committee or subsidiary which can be formed under the LG Act

A section 42 subsidiary is seen as the best alternative for the City of Adelaide as it addresses some of the concerns expressed under the Current State, including:

Strategic Direction
- Council retains the ability to align the organisation with its strategic objectives

Stakeholder Engagement
- Relative separation from Council is attractive to other businesses and partners

Professional Representation
- Professional skills engaged to support execution at both board and administrative levels.

Funding generation

Many funding options exist to support the outcomes of a City Wide Business Model. There are opportunities in each which should be considered:
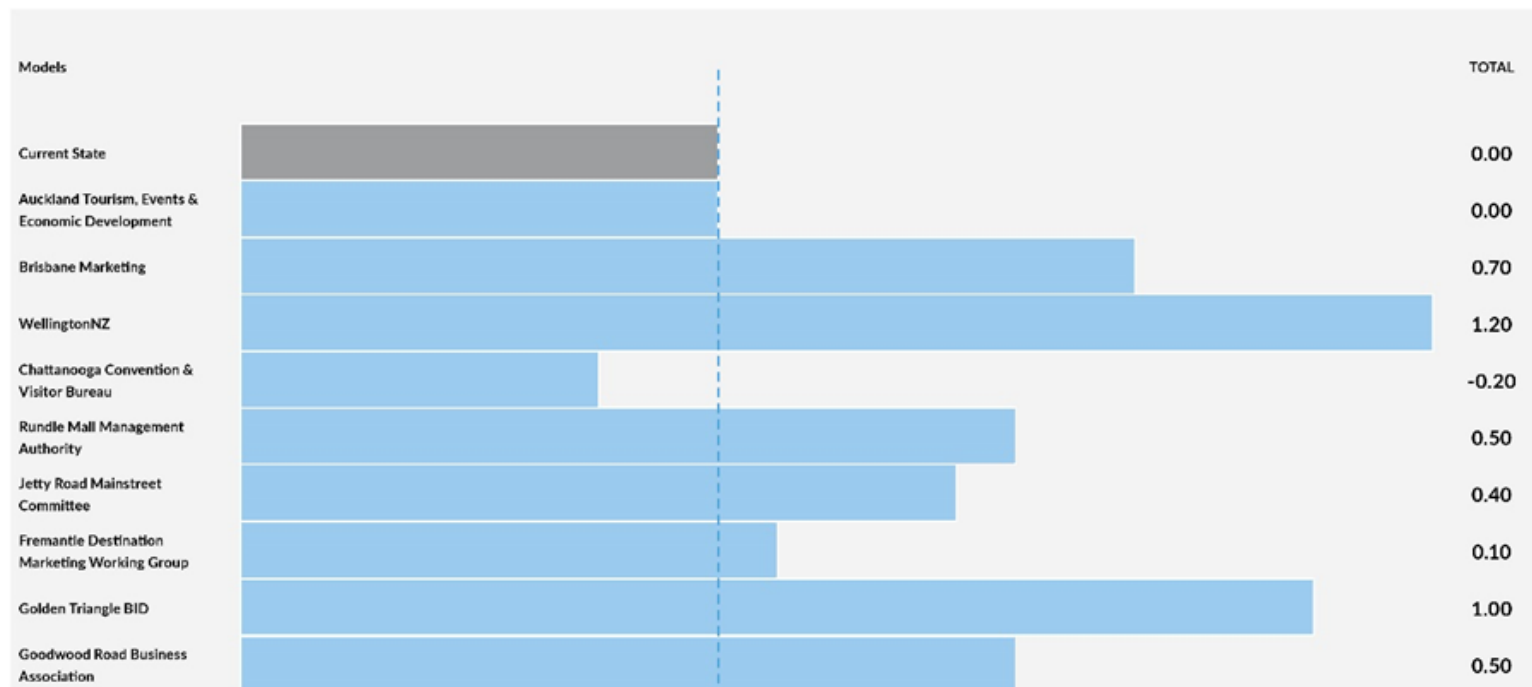
General Revenue		City Wide Separate Rate		Local Separate Rate		City Wide Differentiated Rate	
Funds collected via general rates (via rate increase or existing budget allocation) and attributed to a City Wide Management Model.		Council could choose to impose a city wide separate rate to fund a city wide business model.		One or many local separate rates could be imposed on the City.		Council could use the City's Development Plan to impose a city wide differentiated rate.	
Pro	Con	Pro	Con	Pro	Con	Pro	Con
No community agreement required to implement	Funding may be influenced by future politics, however this could be addressed by agreeing to a guaranteed percentage of general rates over time	Uniform generation approach	Unlikely to acknowledge the benefit of economic improvement to all sectors equally	Funds raised within the separate rate area must be expended to the benefit of the same area	Duplication of administrative collection across the whole city. Creates division within a model that is intended to create cooperation	Mechanism exists for funding generation	Unlikely to recognise the nuances of local areas

Of the funding alternatives, including locality based separate rates and varying rates based on usage, a model funded via general rates or a city wide separate rate were seen as preferable.

Alternative models – In reality

Nine economic development models operating around Australia and overseas were evaluated to understand improved city performance through economic development organisations. A multicriteria assessment framework was used to evaluate each of these alternative models against fundamental and secondary evaluation criteria, and ultimately extracted some important lessons to incorporate into a model created specifically for the City of Adelaide.

Some models performed significantly better than the City of Adelaide's current model, therefore receiving a positive score, whilst others represented inequity or reduced performance against the City of Adelaide's current model, therefore receiving a low score

Models		TOTAL
Current State		0.00
Auckland Tourism, Events & Economic Development		0.00
Brisbane Marketing		0.70
WellingtonNZ		1.20
Chattanooga Convention & Visitor Bureau		-0.20
Rundle Mall Management Authority		0.50
Jetty Road Mainstreet Committee		0.40
Fremantle Destination Marketing Working Group		0.10
Golden Triangle BID		1.00
Goodwood Road Business Association		0.50

WellingtonNZ and the Golden Triangle BID score well against the fundamental criteria and as such could prove to be valuable models to learn from.

WellingtonNZ

Operates in Wellington, New Zealand, and exists to make the Wellington Region 'wildly famous'. It supports economic performance across the region to enhance prosperity, vibrancy and liveability for the people who live and work in Wellington.

WellingtonNZ is a council controlled organisation as defined by the New Zealand Local Government Act 2002, which is equivalent to our Section 42 subsidiary arrangement. Funded by its two shareholding councils, Wellington City Council and the Greater Wellington Regional Council (comprising of eight territorial councils), WellingtonNZ has the ability to raise independent funding via commercial and other government partners.

Its structure as a subsidiary organisation supports the interests of the region and allows the organisation to act independently of its 'parent' organisations. A weakness for WellingtonNZ lies in a lack of direct stakeholder representation. Whilst the organisation focuses on macroeconomic outcomes, there is limited opportunity for stakeholder voices at a one-on-one business level, however it could be equally argued that the level of professionalism present in the organisation does well to represent the best interest of local businesses.

Golden Triangle

The Golden Triangle (BID) was established in 1997, with the goal of enhancing the 43-square-block area of the central business district it represents in Washington, DC, USA. The Golden Triangle BID encourages economic development through capital improvement projects, a variety of engaging events, and public art projects, and also strives to increase quality of life through public safety and maintenance services.

The BID area encompasses most of the central business district and represents 33 million square feet (approximately 3 million square metres) of commercial office space, approximately 500 retailers and/or restaurants, museums and cultural centres, eight hotels, and seven parks. In creating the Golden Triangle BID, property owners agreed to pay an additional property assessment to supplement city services meaning that that the BID is funded by a special tax that is paid by property owners within the neighbourhood. Sectoral equity is well considered in this way, as commercial properties and hospitality businesses pay varying rates as a result of the benefits derived from the BID's work.

SMART
OUTCOME

Following evaluation, the project team identified a more efficient and effective model for whole of City business initiatives, acknowledging the way in which the City will operate in the coming years, the unique, authentic and experience focused way in which customers are engaging with business, and that supports a positive impact on the City economy whilst exploring best fit for purpose governance and funding models which maintain legal and ethical standing in the eyes of regulators and the wider community.

Governance Model	**Section 42 Subsidiary** A body corporate established by the Council under the auspices of the Local Government Act 1999 which provides a specific service or services.
Funding Generation	**General Rates** Funds collected via general rates (via rate increase or existing budget allocation) and attributed to a City Wide Management Model.
Funding Distribution	**Centrally Self-Managed** Collected funds could be attributed to business model with the discretion to attribute and expend the funds for the benefit of economic growth.
Local Area Representation	**Committees of the Subsidiary** Representatives of each district are co-opted to create committees of the subsidiary. These committees are designed to support local area input and knowledge, but do not have decision making power.

Analysing this structure and comparing it to the analysis of alternative models, it can be seen that a General Rates funded city wide management model performs better than all the other models considered. As such, it forms part of the recommended model.

The proposed AEDA would be a Section 42 Subsidiary, funded via general rates, with the authority to manage and distribute its own funds. In response to insights from the Current State and the weakness identified in the WellingtonNZ model in regard to a lack of local areas representation, AEDA is intended to utilise Committees to the Board to consolidate and ensure representation from local areas.

Being a Section 42 subsidiary provides some separation from Council's political cycle and is therefore attractive to businesses and other partners, however Council maintains the ability to align the organisation with its strategic objectives. There are also many examples of other economic development organisations established in this manner and functioning well within both Australia and New Zealand.
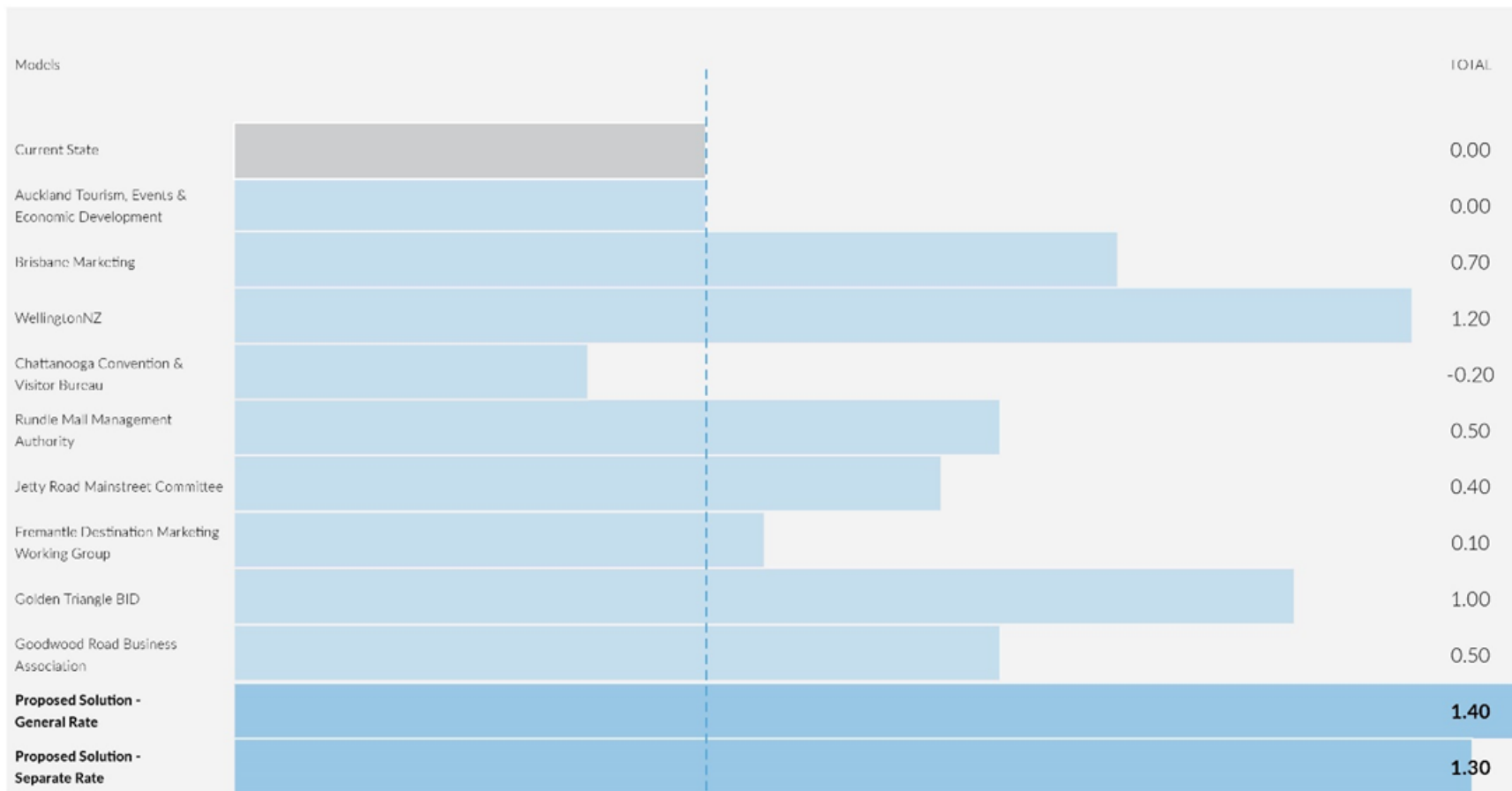
Funding via general rates provides a simple funding mechanism that can be easily administered by the Council, and which provides for relatively good equity across the City considering that commercial entities contribute approximately 80% of rate revenue.

Having the discretion to attribute and expend organisational funds for the benefit of economic growth allows AEDA to respond to commercial opportunities within its delegations and strategic planning framework.

Additionally, the value of community advocates and the work of the existing Precinct Groups is not discounted in this new structure. In fact, it is anticipated that representatives of each district would be engaged to provide strategic input into their respective areas through a Business Development Manager allocated from the subsidiary. This engagement process is designed to support local area input and knowledge, but do not have decision making power, allowing AEDA to manage its strategic priorities whilst considering local concerns and opportunities.

Models		TOTAL
Current State		0.00
Auckland Tourism, Events & Economic Development		0.00
Brisbane Marketing		0.70
WellingtonNZ		1.20
Chattanooga Convention & Visitor Bureau		-0.20
Rundle Mall Management Authority		0.50
Jetty Road Mainstreet Committee		0.40
Fremantle Destination Marketing Working Group		0.10
Golden Triangle BID		1.00
Goodwood Road Business Association		0.50
Proposed Solution - General Rate		**1.40**
Proposed Solution - Separate Rate		**1.30**

COMPARISON OF ALTERNATIVE FUNDING MODELS – FUNDAMENTAL CRITERIA

Analysis of a Separate Rate funded model included here in an effort to highlight that if this was seen as preferential, it would still offer a city wide model exceeding the assessments of these alternative models, and the City's Current State.

Board structure

As a subsidiary of the City of Adelaide, AEDA should be governed by an independent Board of Directors appointed by Council.

Function of the Board

- Formulating and observing strategic plans and strategies to achieve the objects and purposes of the Agency.
- Providing professional input and policy direction to the Agency.
- Monitoring, overseeing and measuring the performance of the AEDA General Manager.
- Ensuring that a code of conduct dealing with ethical behaviour and integrity is established and implemented in all business dealings of the Agency.
- Exercising the care, diligence and skill that a prudent person of business would exercise in managing the affairs of other persons.
- Ensuring that the Council is advised, as soon as practicable, of any material development that affects the financial or operating capacity of the Agency.

Board makeup

The Board to consist of between eight to twelve Board Members to be appointed by Council.

- Up to eleven Board Members must be appointed by the Council as follows
  - One Board Member with board leadership experience will be appointed to be the Chairperson following an expression of interest process
  - Up to ten Board Members with an appropriate range of skills and experience will be appointed following an expression of interest process, in which the Chairperson is involved
- One Board Member must be a member of the Council.

THE MODEL - Adelaide Economic Development Agency

Purpose

Accelerate Economic Growth

Consolidation of existing activities across multiple areas

What functions will it do?
Marketing, investment attraction and busines growth;
- **Visitor Economy (tourism, business events, retail)**
- **Businesses - attract new ones, retain existing and an increase in city workers**
- **Residents – owner occupied and rental**

How
- **Provide relevant data and expert analysis**
- **Seamless and streamlined support for customer experience**
- **Position the city as the premier retail destination in the state**
- **Inform city growth projects and minimise negative impacts**
- **Grow visitor numbers and yield**

Strategic framework

The Strategic Plan of AEDA would ultimately be set by its newly appointed Board, however in an effort to highlight the areas of focus critical to the organisations success, a sample Strategic Framework is included below.

Purpose	Accelerate Economic Growth
Measured by:	Increased visitation Increased dwell time Increase in business transactions Improved business mix to better serve city's needs New businesses attracted Increase in residents living in the city

Area of Focus	Information	Visitor Experience
Objective	The Hub of City Insights	Supporting Leading Customer Experience
Actions	Collect, analyse and disperse key performance data Inform marketing strategy Measure success Inform advocacy Inform tenancy mix strategy Educate and inform stakeholders Undertake further research as required	Enable and support unique events that encourage visitation and enjoyment Inform and educate about visitor experience in the city Advocate for innovative solutions to support visitor experience Research, analyse and seek businesses to support gaps in tenancy mix Support a safe and attractive public space Support external partnerships that attract City visitation
Area of Focus	Partnerships	Brand
Objective	Influence growth strategies and minimize any negative impacts	Position City as the premier location to visit, live, work and invest
Actions	Advocate for future Council investment in City Masterplans to ensure strategic implementation, along with high quality amenity and public realm Advocate for State & Local Government policy that provides positive outcomes for the commercial stakeholders Advocate for State Government, Local Government and Private investment Represent stakeholder interest to minimise disruption and actively support businesses effected by infrastructure projects	Create, implement and deliver an annual Destination Marketing Plan aligned to Designed for Life Implement and support the City's Designed for Life brand Develop, implement and support authentic activities in the various precincts Position the Adelaide Economic Development Agency as an industry leader

By considering and focusing on these areas of information, visitor experience, advocacy and brand, AEDA can:

- Be the hub of City information – using that information to analyse the performance of the City and inform its advocacy position
- Support customer experience – by attracting and staging events, encouraging cross pollination throughout the City, and researching, analysing and seeking businesses to support gaps in the City's retail mix requirements
- Influence projects to support precinct growth and minimise negative impacts – by advocating with key public and private stakeholders to infrastructure and public realm developments; and
- It can position the City of Adelaide as the premier retail destination in South Australia – combating the changing retail landscape and driving visitation to the CBD.

CITY WIDE BUSINESS MODELS FEASIBILITY STUDY
THE MODEL - Adelaide Economic Development Agency

SMART OUTCOME

Business operations

The organisation's strategic framework should then translate into the structure of the organisation, building resources to ensure AEDA can deliver on its purpose.

INFORMATION	VISITOR EXPERIENCE	BRAND	PARTNERSHIPS
Business Development	Events and Activation	Destination Marketing	Stakeholder and Key Partner Engagement

Data Analysis	Business Support and capability	Planning and Attraction	Event Support	Strategy formation	City Stories	Inform Masterplans	Inform Cleaning and Maintenance
• Partnership with CoA • Partnership with State Government • Create useful data for businesses	• Customer support • Education programmes • Data sharing • Information Technology 'Future Retail'	• Identify gaps in tenancy mix • Identify value proposition for attracting businesses	• Manage partnerships with State Government • Represent business interests in planning	• Develop visitation campaigns	• Promote and tell the stories of the city to enhance attraction and visitation • Residential living campaigns to drive purchase decisions	• Advocate for informed infrastructure spending based on City Masterplans	• Partner with CoA for customer led cleansing and maintenance standards

Business development structure

District 1 Business Development Manager	District 2 Business Development Manager	District 3 Business Development Manager	District 4 Business Development Manager

Tasked with seeking input and insight from stakeholders for local area insight
Tasked with providing structure and professionalism to inform local area activity

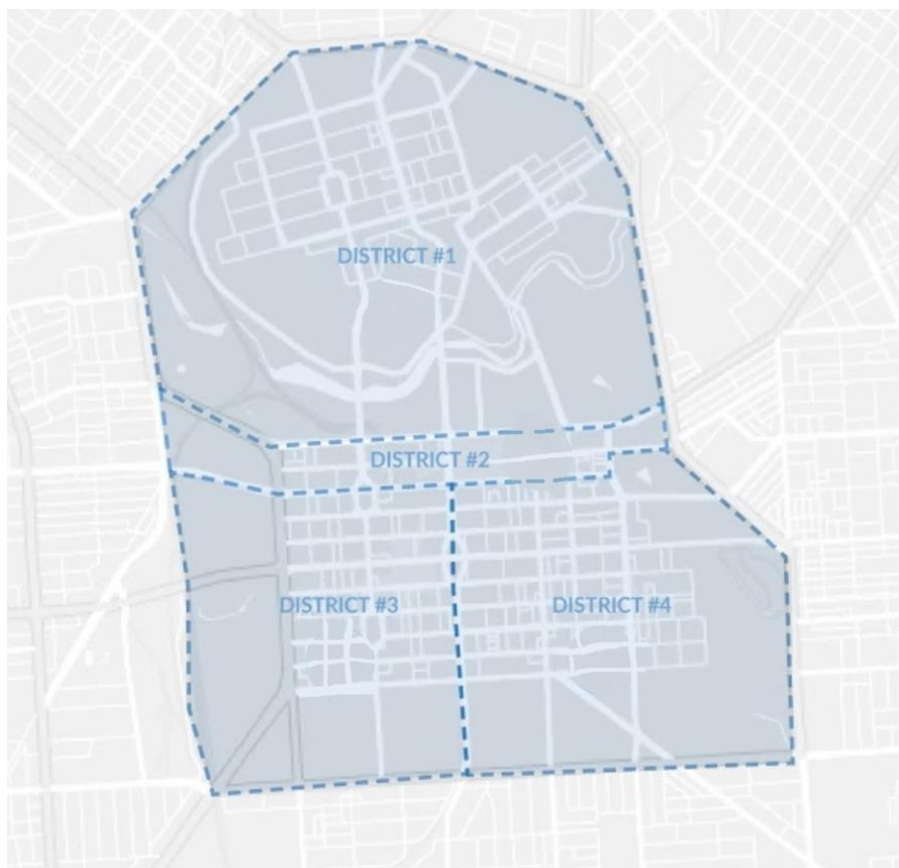| District 1	District 2	District 3	District 4
• Stakeholder Engagement Process • North Adelaide and Cultural Boulevard	• Stakeholder Engagement Process • Rundle Mall/Rundle Street/Hindley Street	• Stakeholder Engagement Process • City South West	• Stakeholder Engagement Process • City South East

As a subsidiary, AEDA would rely on CoA for shared services across Finance, procurement, IT, property management etc.

This format, including Business Development, Events & Activation, Destination Marketing, City Infrastructure and Stakeholder & Key Partner Engagement disciplines, allows AEDA to:
• Capture and analyse data
• Support local business capabilities
• Plan for and incentivise new business establishment
• Support Major events and stage local events
• Support the retail calendar and tell City stories
• Inform Precinct masterplans
• Support appropriate cleansing and maintenance standards to support unique precinct requirements
• Support residential growth targets; and
• Engage with stakeholders and key partners such as Adelaide Convention Bureau, Study Adelaide, SA Tourism, Renew Adelaide.

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Precinct representation

This structure reduces duplication across the City and provides each precinct area with a focus.

SUB-COMMITTEE STRUCTURE

Representatives of each district should then be co-opted to create committees of the subsidiary. In the first instance, and to encourage existing precinct groups to wind-up and transition the new structure, it is expected that existing Chairs would all receive a seat on the relevant sub-committee, with other seats filled by business owners and operators within the district.

To improve the professionalism and efficiency of these committees it is anticipated that acceptance to the position would be skills based.

Further, there is an opportunity for Elected Member engagement at this level of the organisation too, with Ward Councillors being invited to participate in Committee meetings aligned to their area.

Cost benefit analysis

The purpose of this section is to identify all cost and benefit categories and explains the methodology used to monetise them (where appropriate**).**

		Made Up Of:	
AEDA Funding	$ 15,000,000		
General Rate Funding for External Services transferred to AEDA	$ 3,769,000	Seven Precinct Group Funding $	300,000
		Adelaide Convention Bureau Support $	1,000,000
		Renew Adelaide Support $	204,000
		Study Adelaide Support $	255,000
		Music Support $	10,000
		Festival Sponsorship $	1,000,000
		Event Sponsorship $	1,000,000
General Rate Funding for Internal Services transferred to AEDA	$ 2,000,000	Economic Development & Innovation $	1,000,000
		Events $	500,000
		Marketing $	500,000
New General Rates Funding	$ 9,231,000	Previous RMMA Income $	3,800,000
		New Funds Required $	5,431,000

City experience benefits

Improving Visitor Experience
The appeal of Adelaide as a destination for tourists and international students hinges on the appeal of the CBD as a retail, cultural and recreational destination.

Celebrating Adelaide's Brand
As the City competes to attract business and visitation from large, and often well funded, business districts and shopping centres, it is important to consider how the City will communicate its offer, its activity and its unique selling proposition.

Creating an Ecosystem
In the new world, consumers have never been armed with as much information as they have today. Although about 90% of shopping activity in Australia continues to occur in brick-and-mortar stores, customers are seeking one consistent ecosystem that utilises technology to support a consistent, integrated in-store and online experience.

Aligning Retail Experience with Market Expectations
By considering and creating a robust City Wide Business Model structure, the City of Adelaide could play a significant role in setting Adelaide apart as a leader in attracting, curating and supporting a 21st century retail experience.

The rise of hyperlocality
The trend of 'hyperlocality' continues to rise in Australia, as it addresses needs that online retailing is unable to by placing a sharp focus on the idea of 'local'.

City building benefits

Infrastructure

From an Infrastructure perspective, AEDA is designed with political independence in mind, giving it the ability to lobby a variety of interested parties for investment and development, in line with the City's needs and wants.

- Considering Urban Design - A better place for people is a better place for business.
- Infrastructure attracts Investment - When governments are investing into an area it's a good sign that economic growth is happening.

Commercial Tenancy Mix Attraction

An important part of what AEDA will introduce to the City of Adelaide is the ability to analyse the retail mix of the city and advocate for and incentive the attraction of businesses to suit those needs.

- Diversifying the tenancy mix - Whilst mainstreets and precincts are often supported by 'fine grain' retailing, a considered retail mix plan can significantly influence a street's ability to attract, service and engage with its visitors, and increase customer dwell time.
- Increased 'outsourcing' of meal preparation - The growth in dual-income households, competition for people's limited discretionary time and in some cases, limited food preparation areas in apartment facilities, has driven significant growth in food preparation at home being 'outsourced'.

Maintenance

Utilising a city wide model allows a comprehensive approach to cleaning common infrastructure that is appropriate to the precinct.

Capacity Building

It is imperative that Council, any representative authorities, retailers, business and property owners have the skills and capacity to work together under an altered governance structure.

Adelaide Economic Development Agency

If the Council and its community supports the implementation of a City Wide Management Model, there is significant work in the planning and implementation of the required structural reform. This needs to be addressed in a coherent and consistent manner in order for the full benefits of any change to be realised properly.

The capacity to achieve the potential benefits of a city wide economic development model is a function of the effectiveness of implementation plans and strategies. Potential benefits can be quickly eroded by poor leadership, insufficient oversight of transition, delays to implementation and lost productivity stemming from differences in work culture and practice that come to the fore in a new organisation.

Importantly, this analysis does not ignore the need for a detailed implementation plan to be developed following any agreement to pursue a city wide solution. Such a plan will need to be tailored to the specific structural option adopted by Council, with consideration for State Government gazetting and wind-up processes.

Potential Transition Schedule
The process of Council determining a position on adopting a City Wide Management Model has been advised by the Working Group and will extend to the end of 2019.

Beyond that, an indicative implementation schedule would propose that the new Authority commence operations in mid-2020, in line with Council's budget cycle.

Next steps
Cross program risk assessment workshop.

CITY WIDE BUSINESS MODELS FEASIBILITY STUDY
KEY MESSAGES:

KEY QUESTION	KEY QUESTION
What are your views on the alternative models presented and the recommended model?	What are your views on the suggested funding for the preferred model to come from general rates?

IMPLICATIONS:

IMPLICATION	COMMENT:
Policy	To implement an entity as suggested a Section 42 subsidiary would be required.
Consultation	Community consultation is not planned at this stage however consultation has been conducted and is ongoing with strategic partners, business representatives and precinct groups.
Resource	The project is being resourced with assigned Council staff with support from specialist industry advice.
Risk / Legal / Legislative	Risk is being managed in accordance with City of Adelaide's (CoA) Risk Management framework, with risks being documented in a detailed register.
Opportunities	The City Wide Business Model project is an opportunity to accelerate economic development activities for all city wide businesses.

WORKSHOP TITLE
BUDGET / FINANCIAL IMPLICATIONS:

SMART OUTCOME

IMPLICATION	COMMENT:
19/20 Budget Allocation	Funding not included in current 19/20 budget.
19/20 Budget Reconsideration (if applicable)	Total 2019/20 budget requirements will be presented for Council consideration as part of QF3 including costs of contract negotiations and formation and initial operating requirements in early 2020.
Proposed 20/21 Budget Allocation	Subject to Council decision, total budget will be submitted during the Annual Business Plan and budget process.
Ongoing Costs (eg maintenance cost)	Dependant on the funding model.
Life of Project	Initial period of five years.
Other Funding Sources	The project is not considered dependant on external funding sources, however possible contributions from activities under the control of the entity could assist.

Heritage: Our Future – Heritage Strategy and Action Plan 2020-2035

ITEM 4.1 07/11/2019
The Committee

Program Contact:
Shanti Ditter, AD Planning,
Design & Development 8203
7756

2019/00218
Public

Approving Officer:
Klinton Devenish, Director Place

EXECUTIVE SUMMARY

Our heritage defines our identity and is what makes Adelaide unique. We know the importance of heritage to our community. It helps us tell stories of our past, understand the present and set the direction for the future.

The City of Adelaide has been committed to heritage policy and initiatives since the 1980s. It is time to revisit the direction the program is taking by augmenting and re-orientating it to meet contemporary expectations.

This report seeks endorsement of a new draft Heritage Strategy and Action Plan (HSAP) for consultation. The HSAP details the aims of Council's future heritage management programs, the actions required to deliver the aims, and a mechanism to measure the success of the HSAP. Feedback from a presentation to The Committee on 17 September 2019 has informed this report.

The report also contains draft Terms of Reference in response to a Council decision to establish a Lord Mayor's Heritage Promotion Advisory Group. The purpose of this group is to assist with the development of a City of Adelaide based heritage promotion strategy and action plan.

Following the Council's decision, the HSAP will be finalised and targeted consultation undertaken. The final document will then be brought back to Council for approval.

RECOMMENDATION

THAT THE COMMITTEE RECOMMENDS TO COUNCIL

That Council:

1. Approves the Draft Heritage Strategy and Action Plan 2020 – 2035 for the purposes of targeted engagement as per Attachment A to Item 4.1 on the Agenda for the Special meeting of The Committee held on 7 November 2019

2. Approves the Terms of Reference for the Lord Mayor's Heritage Promotion Advisory Group as per Attachment B to Item 4.1 on the Agenda for the Special meeting of The Committee held on 7 November 2019.

3. Approves a $44k project budget to progress implementation of the heritage strategy in 2019/2020. This additional funding will require a QF2 budget request.

IMPLICATIONS AND FINANCIALS

City of Adelaide 2016-2020 Strategic Plan	Strategic Alignment – Liveable The conservation and celebration of the City's heritage is a strong theme in all sections of the Strategic Plan. The HSAP supports the objectives relating to using heritage to grow the City's economy, its role in the tourism market, sustainable reuse of buildings and the aesthetics of the City.
Policy	Currently Council does not have a Heritage Strategy. Council has other heritage policies (including the Built Heritage Management Policy, Heritage Incentive Scheme Operating Guidelines and Façade Improvement Incentive Operating Guidelines). The other policies and guidelines will be reviewed following the decision on the Strategy.
Consultation	The HSAP has been developed in consultation with relevant staff and managers. Following this report, staff will engage with the wider heritage community including government, non-government organisations and the City of Adelaide community in a way that aligns with Council's Community Consultation Policy. The approach to engagement is summarised here.
Resource	To date, the development of the HSAP has been undertaken within existing resources. The report contains a recommendation for consideration for a funding allocation for 1 full time position required for 3 years to support the delivery of the actions in the overall heritage strategy.
Risk / Legal / Legislative	There are no legal or legislative risks envisaged that will be impacted by the development of the HSAP.
Opportunities	The opportunities that arise relate to engaging with Council's community and the wider public on the cultural and heritage value of the City of Adelaide and Park Lands.
19/20 Budget Allocation	Existing: - Heritage Incentives Scheme (HIS) (including 1 FTE and 0.6 FTE Heritage Architects) - $1.317 million - Façade Improvement Incentive (FII) - $50,000 - Promotions (including 0.8 FTE Project Consultant – Heritage) – $151,000 - History Festival Sponsorship - $24,000 - Bid to promote the World Heritage listing of the Park Lands and City Layout - $100,000 - Funding to cover the maintenance and works projects to Council owned heritage places. Proposed: - A recommendation is proposed to seek $44k to fund a resource to progress and begin implementation of the heritage strategy.
Proposed 20/21 Budget Allocation	Specific project requests from the draft strategy will be progressed through the 2020/21 IBP process. A continuation of the additional Heritage resource for 20/21 of $115k with the following years (21/22 - $117k; 22/23 - $73k) also impacted
Life of Project, Service, Initiative or (Expectancy of) Asset	The HSAP will be reviewed five yearly and will be re-evaluated prior to 2035.
19/20 Budget Reconsideration (if applicable)	To support the full implementation of the strategy the equivalent of 1.0 FTE additional resources within the heritage team will be needed at $44k, requested through QF2.
Ongoing Costs (eg maintenance cost)	Not as a result of this report.

Other Funding Sources	Opportunities to partner with other organisations will be pursued.

DISCUSSION

1. In excess of thirty years have passed since the introduction of the City of Adelaide's heritage program. It is time to re-visit the direction that Council's heritage program is taking and augment and re-orientate it to meet contemporary expectations.

2. The HSAP has been prepared to guide the future of heritage management in the City of Adelaide, notionally for the next 15 years, with regular reviews to occur every five years (**Attachment A**).

3. The HSAP has been prepared because heritage is highly valued by our community for its contribution to establishing the City's identity and its liveability. In addition, the conservation of heritage places contributes significantly to the City's economy and increasingly, will be a drawcard to attract visitors to the City.

4. The purpose of the HSAP is to:

   • Protect, preserve and promote our heritage assets.

   • Enable a planned approach to heritage that is proactive - not reactive.

   • Embed heritage within the City's future growth and development.

   • Enable the Kaurna story to be told, where appropriate.

5. The HSAP is grouped into the three pillars of heritage protection that have long been the guiding principles; protection, preservation and promotion. Within each pillar, aims have been identified and specific projects developed. These projects comprise four main thrusts of the heritage program - the four ideas.

6. The HSAP details the aims of the heritage management program and the actions required to deliver its aims. In doing so, it provides a mechanism to measure the success of the HSAP.

7. On 17 September 2019, a workshop was presented to the Committee to introduce the HSAP. The workshop provided the background on the following topics; the history of Council's heritage program, what has been delivered in the past and is currently being delivered, the strategic context and emerging trends in heritage. The workshop concluded with a presentation of the four ideas of the proposed HSAP.

8. Following the workshop, on 24 September 2019, Council resolved for a draft Terms of Reference for a Lord Mayor's Heritage Promotion Advisory Group be prepared, with its purpose being to assist with the development of a City of Adelaide based heritage promotion strategy and action plan. The draft Terms of Reference can be found in **Attachment B**.

9. The four ideas are ambitious and coalesce the HSAP's aims and identified projects. They are as follows.

10. Idea 1 – Tried and True

    10.1. This idea focusses around continuing the existing work that the heritage program does and has been doing for the past three decades. Idea 1 will continue to promote the Heritage Incentives Scheme (HIS) and provide free advice to owners to subsidise and encourage good quality conservation works. The extensive and growing promotions program will continue to improve our connection with and education of our heritage owners and the wider world. Idea 1 includes the review our existing heritage places to find and fill the gaps based on analysis of changing trends in heritage and under-represented themes. It includes identifying and then developing and implementing strategies to deal with the City's under-utilised and most vulnerable buildings.

11. Idea 2 – The Bid for World Heritage Listing of the Park Lands and City Layout.

    11.1. Momentum has been building to formally recognise the unique qualities of the City of Adelaide through World Heritage Listing the Park Lands and City Layout. APLA and others believe the Park Lands and City Layout fulfil the World Heritage List criteria and that there are good grounds to pursue listing. World Heritage listing will showcase Adelaide's qualities as a city that's 'Designed for Life'. APLA has established a committee to explore the possibility of World Heritage listing of the Park Lands and City layout.

12. Idea 3 – Making Heritage Places

    12.1. Idea 3 refocuses Council's heritage efforts from individual places to collections of buildings or places. Specifically, it supports concentrating our efforts and combining with other programs (such as the Shopfront Improvement Program) to engage with owners of heritage places in areas with a high heritage concentration that are experiencing economic, social or physical environmental challenges. The heritage improvements could form part of a comprehensive Council strategy to improve areas experiencing decline or challenges.

13.   Idea 4 – Sharing Our Heritage Information

    13.1.   Idea 4 focusses on making the wealth of information we hold about our heritage places readily accessible, searchable and available for all to use for whatever purpose they choose for free. The information will be gathered together in a digital format. For Council, the use to which that information could be put is limitless. It will enable the linking of information to buildings and places with embedded links to stories about the people and themes associated with places. The information will be invaluable in telling the history and stories of European settlement and where appropriate, the Kaurna story.

14.   Following the Council's decision, the HSAP will be finalised and targeted consultation undertaken as per the High Level Engagement Plan (Link 1). Following consultation, the final document will be brought back to Council for approval.

ATTACHMENTS

Attachment A – Draft Heritage Strategic and Action Plan 2020-2035

Attachment B – Lord Mayor's Heritage Promotion Advisory Group Terms of Reference

- END OF REPORT -

DRAFT
HERITAGE: OUR FUTURE

Heritage Strategy and Action Plan 2020-2035

Adelaide. Designed for Life.
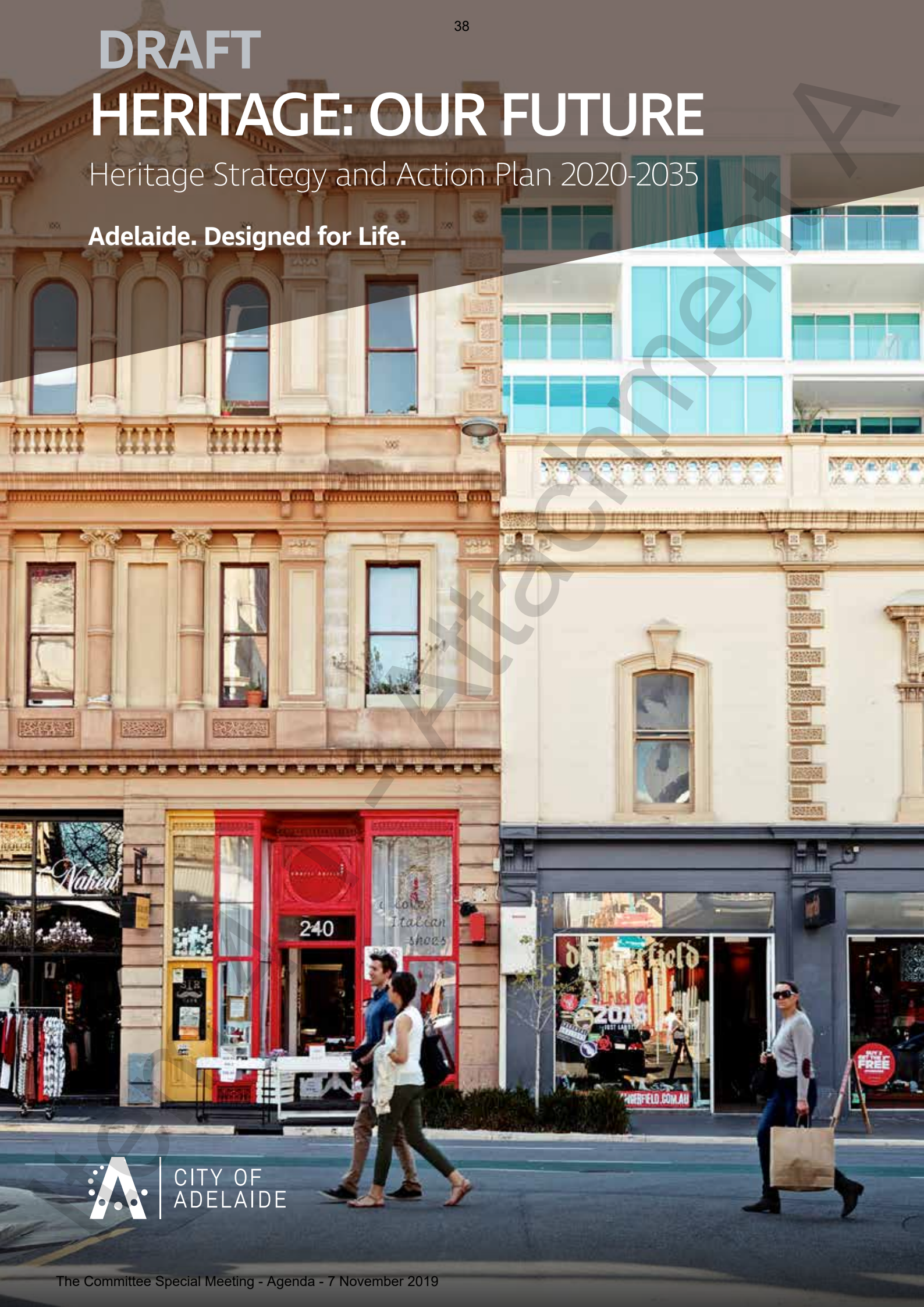
CITY OF ADELAIDE

Acknowledgement to Country

City of Adelaide tampendi, ngadlu Kaurna yertangga banbabanbalyarnendi (inbarendi). Kaurna meyunna yaitya mattanya Womma Tarndanyako.

Parnako yailtya, parnuko tappa purruna, parnuko yerta ngadlu tampendi. Yellaka Kaurna meyunna itto yailtya, tappa purruna, yerta kuma burro martendi, burro warriappendi. Burro tangka martulyaiendi. Kumarta yaitya paiyurna iyangka yalaka ngadlu tampinthi.

City of Adelaide acknowledges that we are meeting on the traditional country of the Kaurna people of the Adelaide Plains and pays respect to Elders past and present. We recognise and respect their cultural heritage, beliefs and relationship with the land. We acknowledge that they are of continuing importance to the Kaurna people living today. And we also extend that respect to other Aboriginal Language Groups and other First Nations.

You can also listen to this acknowledgment at: **cityofadelaide.com.au/community/reconciliation/ welcome-and-acknowledgement-of-country**

Contents Page

A message from the Lord Mayor

Unlike any other city in the World, Adelaide is a city within a park, rather than a city with a park.

From its creation as a city plan, Adelaide has a unique heritage which is revealed in the layout of the city and its encircling park lands. Within our unique town planning framework, places were constructed that used local materials, leading to distinctive places that are a function of their geography and place in time. And all set within a landscape that has been the home of the Kaurna people for thousands of years.

Because so much of both Kaurna and European heritage is still readable in the landscape, Adelaide presents as a city unusually dense with heritage places. Heritage is important as it provides an anchor for people. An acknowledgment of history grants a society the understanding of the present and gives a sense of direction for the future. The legacy of heritage places has granted us enormous opportunities for the future to present our unique heritage and tell our stories.

This Strategy and Action Plan is designed to guide Council in making decisions about what we do with heritage into the future. We want to continue to protect, preserve and promote our heritage in consultation with our partners. We need to review our existing heritage and augment our unprotected places and spaces. The future will bring challenges to our

heritage places that we need to understand and devise and implement solutions. We also want to engage with our community to provide information and access to information so that stories about European and Aboriginal heritage can be told.

Council is unequivocal in its support for built heritage as a key part of a prosperous, liveable and culturally rich city. From the very beginning, South Australia's capital city, Adelaide, was designed for living with the wellbeing of its people front of mind. The site also recognised the Kaurna people's relationship as this strategic site on the river is the geographical heart of Kaurna country, halfway between the hills and the ocean.

The City of Adelaide has recently developed a new brand; Adelaide. Designed For Life speaks to the essence of the City of Adelaide's past, present and future while embodying our city's unique foundational history.

Sandy Verschoor
The Lord Mayor of Adelaide

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Introduction

What is heritage?

Heritage is usually defined as what we inherit. Heritage is comprised of the things that we want to keep because they are irreplaceable and precious. There are tangible heritage objects such as historical buildings and places, cultural objects, creations and artefacts, fine art, landscapes, archaeological and geological evidence, paleontological remains, and sacred and spiritual sites. Heritage can consist of equally important intangible inheritances including oral histories and traditions, indigenous knowledge systems, rituals and cultural performances, creative arts, skills and techniques, belief systems, cultural festivals and popular memory.

What role does heritage play?

Heritage is important as it provides an anchor for people. An acknowledgment of history grants a society the understanding of the present and a sense of direction for the future.

How important is it to our community?

Heritage is very important to our community. It is an issue that appears on many Councillors' platforms. Heritage issues regularly appear in the media and Council has a current and growing social media and digital engagement with the community regarding our promotion program.

What is Council's role in heritage?

Given the importance of heritage to our community, Council's role is to;
• Continue to protect, preserve and promote
• Engage with our partners to promote and advocate for heritage
• Review our existing heritage and augment our protected places and spaces
• Understand the challenges facing heritage places and devise and implement solutions
• Engage with our community to provide information and access to information so that stories about European and Aboriginal heritage can be told.
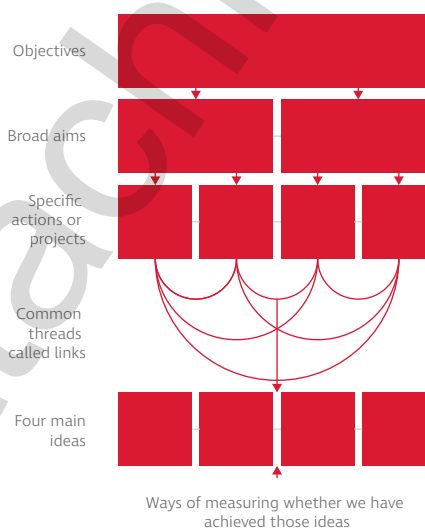
Where does the Plan come from?

This Plan emerged as a result of internal discussions. Once formally adopted by Council, broader engagement with our partners will occur and the Plan will become a public document.

What does this document do?

This document presents a Strategy and Action Plan to guide Council in making decisions about what we do with heritage into the future. The Plan includes the specific actions that we need to implement it. We will use those actions to measure the Plan's success. Once adopted, we will measure and review the Plan every five years to check progress and make any required changes.

What does this document contain?

The Strategy and Action Plan takes the following form:

Objectives

Broad aims

Specific actions or projects

Common threads called links

Four main ideas

Ways of measuring whether we have achieved those ideas

Background, principles and vision

Kaurna heritage

- In line with the separate Aboriginal Heritage Act 1998 and the Heritage Places Act 1993, the Plan focusses on heritage places developed after European occupation.
- However, the Kaurna heritage story is central to our history and the two stories must be told together.
- The Plan has been developed to enable both stories to be told.

Draft principles

- A planned approach to heritage that is proactive - not reactive. The Plan will anticipate future challenges and develop solutions in advance.
- Embed heritage within the City's future growth and development.
- Enable the Kaurna story to be told, where appropriate.
- Enable innovation and collaboration with our heritage partners.
- Enable the best use of people, thinking, emerging technology and funds.
- Protect, preserve and promote our heritage assets.

Strategic context

- International listing through UNESCO World Heritage listing.
- National listing through *Australian Government – Australian Heritage Strategy, December 2015*.
- South Australian Government:
  › The State Planning Policies set out a framework for land use to improve the liveability, sustainability and prosperity of SA. The broad aims for heritage conservation in SA are covered.
  › Planning reform is occurring including changes to the heritage framework.
  › A recent Parliamentary Inquiry has presented a series of recommendations for sweeping reform to the heritage system in SA.
- City of Adelaide Strategic Plan:
  › Heritage is a major theme that runs through the Plan with actions in the Liveable and Creative Objectives.
- Adelaide's new brand, Designed for Life is based on Adelaide's boast of being Australia's first designed City.

Background context

- Council has been committed to heritage policy and initiatives since the early 1980s. Community support for heritage is clear and reflected in the support of our program.

- The State Government has intervened in planning policy and the assessment of larger development in the City. This has reduced our influence in shaping the development of the City. Our ability to initiate heritage policy initiatives has also diminished.

- Previously, we were leaders in the development of heritage policy and initiatives in Australia. We should aim to re-establish this position and use our resources to chart our own course with heritage policy and initiatives.

Why now?

The decision to prepare a Plan has arisen because:

- It has been more than 30 years since the City of Adelaide's heritage program began. It's time to re-visit our direction and refocus, augment and re-orientate our effort.

- It's time to incorporate telling Aboriginal stories.

- We know the importance of heritage to our community. The emphasis that the community places on heritage warrants the development of a comprehensive Plan.

- As society changes, new challenges and opportunities arise with heritage places. We need to develop strategies to deal with those changes to anticipate problems and harness opportunities.

- We see that our economic future is linked to heritage through tourism. Increasingly, our unique heritage will attract visitors to the City.

- Currently, heritage and planning policy is being considered more broadly with Government-initiated planning reforms and a Parliamentary Inquiry into the State's heritage system. Significant change is being proposed. Council should have a strong position on its view of the future direction of heritage policy in the City.

Value of heritage

We know heritage is valuable because:

- Culturally, our heritage places contribute to establishing the city's identity and its liveability. Our heritage has made Adelaide a city which is Designed for Life.

- Our history, visible through our heritage places, enables us to tell stories which help establish our identity by explaining the past, understanding the present and setting the direction for the future.

- We know heritage is important to our community.

Economically, we know how important heritage is.

- Studies show that:

- For every $1 spent by Council as a Heritage Incentives Scheme grant, $1.68 is returned to the South Australian economy.

- The Heritage Incentives Scheme supports 300 jobs and contributes $395 million to the Gross State Product.[1]

- A City with a unique heritage attracts tourism. Studies have shown that direct cultural tourism expenditure in the City of Adelaide is conservatively valued at $375 million annually.

- An average of 27% of total visitor spending in Adelaide can be directly attributed to cultural heritage related tourism[2].

History of Council's heritage program

In the 1970s there was no statutory protection for any heritage places in South Australia. Some important old buildings were lost. Battles began between developers and the community.

In the late 1970s, Commonwealth and State Government heritage legislation was introduced.

By the early 1980s, Council had endorsed a heritage management program which consisted of three pillars.

They were:

- **Protection** – To create a list of protected heritage places in the City.

- **Preservation** – How could Council best assist ratepayers to preserve the City's heritage?

- **Promotion** – How could Council best get the message about heritage out to the community?

[1] SGS Economics & Planning. (February 2018). *The Economic Value of Built Heritage in the City of Adelaide.*

[2] Tourism Research Services and the City of Adelaide. (2015). *Economic Value of Heritage Tourism.*

Protection

- By the end of 1987, Council had established the City of Adelaide Heritage Register which contained 419 places in Adelaide, North Adelaide and the Park Lands.
- Listing has continued. Now in the City, North Adelaide and Park Lands we have places listed as follows:
  - › 2 National Heritage
  - › 2 Commonwealth Heritage
  - › 647 State Heritage
  - › 1850 Local Heritage
  - › 2 Historic (Conservation) Zones that provide planning policy to support heritage conservation and management
  - › The Park Lands have been nominated as a State Heritage Area, but not yet listed.

Preservation

- With protection in place, the focus turned to how best to support owners. A system of financial and non-financial incentives connected to conservation work was found to be the best method of providing support.
- In 1987, Council established a fund of $100,000 to support private owners of heritage properties in a scheme called the Heritage Incentives Scheme (HIS).
- The HIS then and now reimburses owners with grants of money to part fund professional documentation and authentic, appropriate conservation work of heritage places.
- Council soon doubled the funding allocation. For nearly 20 years, Council has allocated about $1 million per year to the HIS.
- The HIS also funds the services of Council's professional heritage architects providing free advice to guide those doing conservation work.
- The HIS is always fully allocated.
- Council now funds the Façade Improvement Incentive (FII). This scheme provides grants to encourage owners to improve the street appeal of their unlisted pre-WWII historic character buildings within the CBD and North Adelaide commercial precincts.

Promotion

Council's Promotion program is responsible for:

- The blue heritage plaque program
- Sponsorship of research studies, thematic histories, self-guided tours, specifications and technical information
- Story-telling in the mainstream media and social media
- Bus tours for the public, Councillors and staff
- Photographic displays
- Public events and symposiums.

What Council has delivered

- A hugely successful and nationally awarded HIS program that has provided over $20 million invested as grants in over 3000 conservation projects.
- Over 720 blue heritage plaques.
- Up to nine free events per year celebrating heritage for our community, eg. History Festival.
- Story-telling and celebrations of heritage told through social media that engages with and connects to the next generation.
- The collection of a wealth of historical and pictorial information for all to use.
- Technical guides free for owners to use.
- Case studies for the HIS adaptive re-use of heritage places to inspire current and future heritage owners.

What is being delivered now?

In 2018/19, the budget allocation for heritage was spent on:

- 104 Heritage Incentive Scheme projects.
- Professional heritage architects who guide owners through HIS projects and provide free conservation advice and advice on how to care for their heritage properties.
- Advice on development applications for development impacting on heritage places.
- 2 Façade Improvement Incentive projects delivered in 2018/19.
- A comprehensive Promotion program.
- Nearly $2 million spent on Council-owned heritage property projects including $190,000 on the Bookmakers' League Building at Victoria Park.

What is the City's heritage today?

- The City currently has:
- World Heritage List – 0
- National Heritage List (outstanding heritage significance to Australia) – 2
- Commonwealth Heritage List – 2
- State Heritage Areas – 0 (1 proposed area)
- State Heritage Places – 647
- Local Heritage Places – 1850
- Historic (Conservation) Zones – 2

Emerging trends in heritage

Ideas are changing. New trends are:

- Adaptive reuse adapts buildings for new uses while retaining their historic features such as the structure, outer shell and some of the interior materials. Adaptive reuse can be applied to historic buildings and obsolete or under-utilised buildings.

- Widening the focus to tell the story through a collection of places, rather than individual buildings.

- An increased focus on heritage tourism based on an understanding that unique places have a story to tell that attracts tourists.

The three pillars of heritage now

The Plan proposes four ideas for the future of heritage based on the three pillars of Protect, Preserve and Promote.

- Protect – The Strategy will increase protection of heritage places by:
  › Reviewing and critiquing the heritage system in SA to seek an improved system.
  › Identifying gaps or 'at risk' heritage in our protected places.
  › Advancing listings.
- Preserve – The Plan will continue current efforts to preserve by:
  › Continuing the HIS with funding 'holes' identified.
  › Considering larger conservation projects.
  › Partnering with others to focus on area conservation.
- Promote – The Plan will continue the steady increase in promotion that has been occurring by:
  › Developing a larger program with more engagement with our customers.
  › Sharing information and making it available to all.
  › Increasing efforts in heritage tourism.
  › Increasing knowledge about conservation.

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The four future ideas

Tried and true

- Provide grant money and free professional advice to heritage owners to subsidise and encourage good quality conservation works through the HIS.

- Promote heritage as we currently do through exhibitions, publications, plaques, social media campaigns and sponsorship and partnership of festivals and events.

- Monitor, research, analyse and critique the current heritage system and with others, push for change where necessary.

- Review our heritage places to find and fill the gaps.

- Develop and implement strategies to deal with the City's under-utilised buildings.

- Connect to our heritage owners and share information with owners and the wider world.

- Educate about conservation.

World Heritage Listing

- The uniqueness of the City of Adelaide has long been known. Discussion began in 1996 about the idea of World Heritage Listing the Park Lands and City Layout. Inclusion on the National Heritage List occurred in 2008.

- Recently momentum to pursue the listing has grown as research has identified the truly unique characteristics of the Park Lands and City Layout.

- For example, Adelaide is:

  › The only city in the world with a town plan that splits the commercial from the residential using an expansive ring of public parks

  › The first example in the world of Park Lands created and dedicated for public use

  › The town plan and the Park Lands have survived and remain substantially intact.

- We believe that we fit the criteria and have good grounds to pursue World Heritage listing.

- We have the opportunity to lobby for the listing when ICOMOS holds its annual World General Assembly in Sydney Australia in October 2020.

- World heritage listing will showcase Adelaide as a city that's designed for life and to encourage others to come and share.

- World Heritage listed places experience economic benefits as a result of more visitors.

Making heritage places

- Presently, the HIS is targeted at individual places.
- Idea 3 refocuses the effort from individual places to collections of buildings or places.
- Idea 3 supports concentrating our efforts and combining with other programs (such as the Shopfront Improvement Program) to engage with owners of heritage places in areas facing challenges.
- The heritage improvements could form part of a comprehensive Council strategy to improve a challenged area.

Idea 3 could involve a wider program of public realm works to improve the area and tell the story of the place through public art and/or events.

Sharing our heritage information

- Council holds a great deal of information, particularly about heritage places and people, in the form of heritage survey data sheets, photographs and other records.
- We propose that we gather all that heritage information together in a digital format. The digitising process will also ensure we have old and fragile records in perpetuity, albeit in a digitised form.
- Readily accessible, searchable information will be made available for all to use for whatever purpose they choose.
- This information would make Council the first reference point for those seeking an understanding of places, people and our history.
- Collating digital records will also help to link together previously unconnected stories. New ways of telling heritage stories may result.
- We could partner with other organisations to provide joint information for people to build stories with.
- This will enable us to celebrate this City by telling stories about the past and present South Australia, the City and Park Lands, and about heritage places and people.

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Heritage strategy and action plan

Purpose - what will it achieve?

The Heritage Strategy and Action Plan aims to identify a range of actions that Council can pursue to advance the heritage agenda over the next 15 years.

Regular reviews

The Plan will be reviewed every 5 years to ensure the direction set and the actions proposed are appropriate.

Measuring success

The Plan contains actions which will enable the measurement of the success of the Plan over the coming years.

Strategic Plan for heritage

Protection

Aims	Actions	Timing/priority	Links	success to be measured by;	Ideas
1. To improve the current legislative environment for heritage.	1.1 Partner to: • Pursue Council's adopted position on heritage. • Monitor the legislative framework for heritage in SA and advise Council.	Short/High		• A 'seat at the table' of decision-making bodies. • Legislative change in line with Council's adopted position. • Change to legislatively separate heritage listing from development decisions.	🟠
2. To achieve an ideal heritage protection system.	2.1 Undertake a research program to; • Analyse and recommend improved criteria for the identification of heritage places, heritage areas and character areas. • Review and recommend improved listing processes for local heritage places.	Short/High		• Improved criteria for heritage and character places and areas. • Streamlined listing process for heritage places and areas.	🟠 🟢
3. To increase protection for existing heritage places.	3.1 Undertake a research program to monitor and identify heritage planning policy that results in unsympathetic outcomes for heritage places. 3.2 Review existing listings to ensure compliance with current legislative requirements, based on improved listing criteria and processes.	Short/High Medium/Medium	1.1, 2.1 1.1, 2.1	• Changed planning policy in response to research findings. • Updated listings that comply with current legislative requirements.	🟠 🔵
4. To review existing heritage places based on historic themes to identify gaps.	4.1 Undertake a research program to review current listings on a thematic basis and identify gaps. 4.2 Protect identified places.	Short/High Medium/Medium	2.1	• Identified places are protected.	🟠
5. To identify and protect 'at risk' places.	5.1 Review and pursue Council's existing decisions for listing. 5.2 Undertake a research program to: • Identify 'at risk' classes of heritage places. • Identify the most vulnerable 'at risk' place within that class of heritage places. 5.3 Develop policy packages to support 'at risk' places. 5.4 Develop Council policy to guide Council-owned heritage assets.	Short/High Short/High Short/High Short/High	1.1 2.1 3.1	• Identified and 'at risk' places are protected. • Policy developed for 'at risk' classes of heritage places. • Policy developed for Council-owned heritage assets.	🟢

Aims	Actions	Timing/priority	Links	success to be measured by;	Ideas
6. To identify and protect areas.	6.1 Undertake a research program to identify potential commercial and residential heritage and/or character areas.	Medium/Medium	2.1	• Identified areas protected.	●
	6.2 Protect identified heritage and/or character areas.	Medium/Medium	2.1, 6.1		
7. To advance the World Heritage Listing of the Park Lands and City Layout.	7.1 Partner to promote the World Heritage listing of the Park Lands and City Layout.	Short/High		Park Lands and City Layout entered on the World Heritage list.	●
	7.2 Partner and prepare policy to anticipate heritage listing.	Short/High		• Policy developed to guide the management of the Park Lands and City Layout.	
8. To encourage the reuse of under-utilised heritage places.	8.1 Partner to; • Identify under-utilised heritage places. • Develop strategies to encourage re-utilisation.	Short/High	5.2, 5.3	• Strategies developed to assist re-utilisation.	●

DEFINITION KEY

Initiate – take the lead
Partner/Participate – join with others
Continue – continue existing work
Provide/Prepare/Undertake/Develop – begin new work
Pursue – follow up

Short/High = 1-5 years
Medium/Medium = 5-10 years
Long/Low = 10-15 years

● Tried and True
● World Heritage Listing
● Making heritage places
● Sharing heritage information

Strategic Plan for heritage

Preservation

Aims	Actions	Timing/priority	Links	success to be measured by;	Ideas
9. To continue the existing program of grants for conservation and advice.	9.1 Continue to review current policy guiding existing programs. 9.2 Continue the HIS program. 9.3 Document all HIS projects. 9.4 Undertake a research program to analyse grant allocations. 9.5 Undertake a research program to; • Investigate financial incentives to reward investment in heritage places. • Investigate financial dis-incentives to promote occupancy and restoration of vacant and dilapidated buildings.	Short/High Short/High Short/High Short/High Medium/Medium	 8.1	• Continuation of well-managed HIS • Documentation sheet for all HIS projects. • Research papers produced.	🟠 🟢 🔵
10. To partner in a significant project.	10.1 Investigate the feasibility of partnering to complete a significant project to a heritage place.	Medium/Medium	5.2, 5.3, 7.1	• Completion of significant project if appropriate. • Interpretation package to be developed to celebrate the World Heritage listing.	🟢 🟠
11. To shift the focus from individual buildings to clusters of buildings.	11.1 Develop strategies to improve buildings within heritage areas. 11.2 Partner to develop strategic packages for heritage areas.	Medium/Medium Medium/Medium	2.1, 6.1, 6.2	• Improved uptake of HIS in areas, rather than isolated buildings. • Improved appearance and performance of 'at risk' areas.	🔵

DEFINITION KEY

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🟠 Tried and True
🟢 World Heritage Listing
🔵 Making heritage places
🟢 Sharing heritage information

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Strategic Plan for heritage

Promotion

Aims	Actions	Timing/priority	Links	success to be measured by;	Ideas
12. To continue the external promotion program	12.1 Continue the existing external Promotions Plan. 12.2 Initiate the establishment of and support of the Heritage Promotion Advisory Group.	Short/High Short/High		• Increasing numbers accessing social media and digital technologies. • A City of Adelaide-based heritage promotion strategy and action plan	●
13. To continue the existing internal promotion program	13.1 Continue the existing internal Promotions Plan. 13.2 Undertake a research program to review the plaque program. 13.3 Undertake a report into the economics of conservation.	Short/High Medium/Medium Medium/Medium		• Increasing numbers accessing social media and digital technologies. • Completed report.	●
14. To showcase Council-owned heritage assets.	14.1 Partner to light Council-owned heritage places. 14.2 Continue promoting Council-owned heritage places. 14.3 Improve the promotion of other Council-owned heritage places.	Long/Low Long/Low Long/Low		• Further Council-owned heritage places illuminated. • Continued and improved promotions programs for Council-owned heritage places.	●
15. To develop an electronic Data Base for all heritage information.	15.1 Develop the Heritage Data Base.	Medium/Medium		• Completed Heritage Data Base.	●
16. To increase the visibility of the HIS and CoA's heritage approach to residents and others.	16.1 Provide extension of the current Heritage 'Gift Pack'.	Medium/Medium	13.1	• Further promotional information for owners.	●
17. Aboriginal Heritage.	17.1 Partner to enable Aboriginal stories to be told.	Short/High		• The incorporation of Aboriginal stories in heritage interpretation.	●

Aims	Actions	Timing/priority	Links	success to be measured by;	Ideas
18. To get involved in the developing heritage tourism area.	18.1 Partner with others for input into tourism plans and strategies.	Short/High	13.1, 13.2, 14.1	• Participation in Heritage Tourism Strategy.	🟢
19. To share information with other local government heritage managers.	19.1 Partner to regularly meet with other local government heritage managers. 19.2 Partner to regularly meet with interstate local government heritage managers.	Short/High Medium/Medium		• Regular schedule of meetings established revolving around South Australia and the Australian Capital Cities.	🟢
20. To increase the knowledge about conservation.	20.1 Partner to provide practical education. 20.2 Partner to develop heritage teaching resources.	Long/Low Long/Low	10.1 10.1, 15.1	• Development of educational programs.	🟢

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🟠 Tried and True
🟢 World Heritage Listing
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🟢 Sharing heritage information

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Heritage Promotion Advisory Group
Terms of Reference

Established by Council

PURPOSE

The Heritage Promotion Advisory Group is established under Standing Order 140 as a working group to assist with the development of a City of Adelaide based heritage promotion strategy and action plan. The Group will support the future direction, activities and opportunities to promote and celebrate the City's heritage.

In accordance with Standing Order 141.1 the Advisory Group is established for an initial term of 2 years, to November 2021, and will not be subject to the meeting and/or informal gathering provisions of the *Local Government Act 1999*, pursuant to Standing Order 141.3.

OPERATION

The Heritage Promotion Advisory Group will aim to lift the profile and visibility of the City of Adelaide's heritage assets and the services it provides:

1. by working with stakeholders to support the creation of new heritage promotional product offerings.
2. by increasing the profile of the promotional activities carried out by Council regarding its heritage assets.
3. through promotional activities, articulating the value of heritage, to encourage investment and activation of heritage places.

ROLES & RESPONSIBILITIES

The Heritage Promotion Advisory Group will provide reports and advice to the Chief Executive Officer on the following matters:

1. Representing key heritage promotion stakeholder interests in the development of a Heritage Promotion Strategy and Action Plan for the City, following the development of the State Heritage Tourism Strategy and Action Plan.
2. Identifying and advocating for opportunities to promote the City's heritage.
3. Help define and develop the heritage promotion narrative.
4. Work collaboratively with relevant stakeholders, including Council's Administration, to ensure promotional outcomes are consistent with industry and stakeholder views and expectations.

The Chief Executive Officer will present minutes, reports and recommendations of the Advisory Group to the Council for decision, if required.

COMMUNICATIONS

It is expected that members will communicate meeting outcomes and updates back to their respective organisations and networks that they have been appointed to represent.

It is each member's responsibility to make it clear where a matter shall remain confidential and not for discussion outside of the Advisory Group. When sharing documents and information, members should make it clear if there is a particular restriction as to circulation beyond the Advisory Group (including recording in minutes).

Meeting outcomes will be reported to Council's Chief Executive Officer.

MEMBERSHIP

The Lord Mayor's Heritage Promotion Advisory Group will consist of 7 members, whose appointment will align with the term of the Advisory Group:

- The Lord Mayor
- One Council Member
- One representative from the South Australian Heritage Council
- One representative from the Tourism industry
- One representative from the Kaurna community
- One representative from The History Trust of South Australia
- One representative from the Business community

The Council Member will be appointed to the Advisory Group through resolution of Council.

All other members will be appointed by the Chief Executive Officer on advice from the Lord Mayor.

The Chief Executive Officer, Directors and other CoA employees may attend any meeting as observers or be responsible for preparing papers or providing advice to the Advisory Group.

Individuals invited to provide specialised heritage promotion or tourism knowledge or business or community representation may attend meetings, however will not have voting rights.

SITTING FEES

Advisory Group members will not receive any sitting fees, travel reimbursement, or other expenses.

MEETINGS

Meetings will be chaired by the Lord Mayor.

Meetings will be held every 8 weeks, or as determined by the Advisory Group.

Any recommendations made at a meeting must be made by majority vote.

The quorum necessary for the endorsement of recommendations will be 4 members. A meeting may proceed with less than 4 members present, but no recommendations may be made to the Chief Executive Officer.

Should a meeting proceed without quorum, recommendations may be made to the Chief Executive Officer following the meeting, provided the additional members required to make quorum have provided agreement in writing to any proposed recommendations.

Any meeting papers will be distributed to members in a reasonable length of time before a meeting.

The Group will be supported by Council staff and accurate records of meetings will be maintained. Minutes will be distributed within a week of each meeting.

Enquiries or agenda suggestions outside of meetings should be directed to Council staff providing executive support to the Group.

PROXIES

A Member of the Advisory Group may nominate a proxy should they be unable to attend a meeting. The Member must notify the nominated Council staff member of their proxy at least 1 hour prior to the meeting.

A proxy may vote on any matter before the Advisory Group.

Contact:

For further information contact the Spatial Planning & Heritage Team

City of Adelaide
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GPO Box 2252 ADELAIDE SA 5001
+61 8 8203 7241
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Exclusion of the Public

ITEM 5.1 07/11/2019
The Committee

Program Contact:
Rudi Deco, Manager
Governance 8203 7442

2018/04291
Public

Approving Officer:
Mark Goldstone, Chief
Executive Officer

EXECUTIVE SUMMARY:

It is the recommendation of the Chief Executive Officer that the public be excluded from this Special Committee meeting for the consideration of information and matters contained in the Agenda.

For the following Item for Consideration and Recommendation to Council in Confidence:

6.1. Eighty-Eight O'Connell [s 90(3) (b) & (d)]

The Order to Exclude for Item 6.1:

1. Identifies the information and matters (grounds) from s 90(3) of the *Local Government Act 1999 (SA)* utilised to request consideration in confidence;

2. Identifies the basis – how the information falls within the grounds identified and why it is necessary and appropriate to act in a meeting closed to the public; and

3. In addition identifies for the following grounds – s 90(3) (b), (d) or (j) - how information open to the public would be contrary to the public interest.

ORDER TO EXCLUDE FOR ITEM 6.1:

<u>THAT THE COMMITTEE:</u>

1.   Having taken into account the relevant consideration contained in s 90(3) (b) & (d) and s 90(2) & (7) of the *Local Government Act 1999 (SA)*, this Special meeting of The Committee dated 7/11/2019 resolves that it is necessary and appropriate to act in a meeting closed to the public for the consideration of Item 6.1 [Eighty-Eight O'Connell] listed on the Agenda.

<u>Grounds and Basis</u>

This item contains certain information of a confidential nature (not being a trade secret) the disclosure of which could reasonably expect to confer a commercial advantage on a person with whom the Council is conducting business, prejudice the commercial position of the Council and prejudice the commercial position of the person who supplied the information and confer a commercial advantage on a third party.

More specifically, the disclosure of certain information in this committee could reasonably prejudice the commercial position of Council given that the City of Adelaide Council land holding is the subject of commercial negotiations.

<u>Public Interest</u>

The Committee is satisfied that the principle that the meeting be conducted in a place open to the public has been outweighed in the circumstances given that information within this report pertains to commercial negotiations for a City of Adelaide land holding. The release of such information may severely prejudice the Council's ability to secure a developer to undertake development of the land for the benefit of the City of Adelaide, Council and the community in this matter.

2.   Pursuant to s 90(2) of the *Local Government Act 1999 (SA)* this Special meeting of The Committee dated 7/11/2019 orders that the public (with the exception of members of Corporation staff and any person permitted to remain) be excluded from this meeting to enable this meeting to receive, discuss or consider in confidence Item 6.1 [Eighty-Eight O'Connell] listed in the Agenda, on the grounds that such item of business, contains information and matters of a kind referred to in s 90(3) (b) & (d) of the Act.

DISCUSSION

1. s 90(1) of the *Local Government Act 1999 (SA),* directs that a meeting of a Council Committee must be conducted in a place open to the public.

2. s 90(2) of the *Local Government Act 1999 (SA),* states that a Council Committee may order that the public be excluded from attendance at a meeting if the Council Committee considers it to be necessary and appropriate to act in a meeting closed to the public to receive, discuss or consider in confidence any information or matter listed in s 90(3).

3. s 90(3) prescribes the information and matters that a Council may order that the public be excluded from.

4. s 90(4) of the *Local Government Act 1999 (SA),* advises that in considering whether an order should be made under s 90(2), it is irrelevant that discussion of a matter in public may:

    4.1 cause embarrassment to the council or council committee concerned, or to members or employees of the council; or

    4.2 cause a loss of confidence in the council or council committee.'

    4.3 involve discussion of a matter that is controversial within the council area; or

    4.4 make the council susceptible to adverse criticism.

5. s 90(7) of the *Local Government Act 1999 (SA)* requires that an order to exclude the public:

    5.1 Identify the information and matters (grounds) from s 90(3) of the *Local Government Act 1999 (SA)* utilised to request consideration in confidence;

    5.2 Identify the basis – how the information falls within the grounds identified and why it is necessary and appropriate to act in a meeting closed to the public; and

    5.3 In addition identify for the following grounds – s 90(3) (b), (d) or (j) - how information open to the public would be contrary to the public interest.

6. s 87(10) of the *Local Government Act 1999 (SA)* has been utilised to identify in the Agenda and on the Report for the meeting, that the following matter is submitted seeking consideration in confidence.

    6.1 Information contained in Item 6.1 – Eighty-Eight O'Connell

        6.1.1 Is subject to Existing Confidentiality Orders.

        6.1.2 The grounds utilised to request consideration in confidence is s 90(3) (b) & (d)

            (b) information the disclosure of which—

                (i) could reasonably be expected to confer a commercial advantage on a person with whom the council is conducting, or proposing to conduct, business, or to prejudice the commercial position of the council; and

                (ii) would, on balance, be contrary to the public interest;

            (d) commercial information of a confidential nature (not being a trade secret) the disclosure of which —

                (i) could reasonably be expected to prejudice the commercial position of the person who supplied the information, or to confer a commercial advantage on a third party; and

                (ii) would, on balance, be contrary to the public interest;

ATTACHMENTS

Nil

- END OF REPORT -

Confidential Item 6.1

Eighty-Eight O'Connell

Section 90 (3) (b) & (d) of the *Local Government Act 1999 (SA)*

Pages 76 to 88