



CITY PLANNING, DEVELOPMENT AND BUSINESS AFFAIRS COMMITTEE

Agenda and Reports

for the meeting on

Tuesday, 1 September 2026

at 6.30 pm

in the Colonel Light Room, Adelaide Town Hall

Our Adelaide.
Bold.
Aspirational.
Innovative.

CITY PLANNING, DEVELOPMENT AND BUSINESS AFFAIRS COMMITTEE
Meeting Agenda, Tuesday, 1 September 2026, at 6.30 pm

Members – The Right Honourable the Lord Mayor, Dr Jane Lomax-Smith

Deputy Lord Mayor, Councillor Noon (Chair)

Councillor Martin (Deputy Chair)

Councillors Abrahamzadeh, Cabada, Couros, Freeman, Giles, Maher, Dr Siebentritt and Snape

Agenda

Item		Pages
1.	Acknowledgement of Country At the opening of the City Planning, Development and Business Affairs Committee meeting, the Chair will state: ‘The City of Adelaide acknowledges the Kaurna People of the Adelaide Plains as the Traditional Custodians of the land on which we meet today. We acknowledge and honour their spiritual and cultural stewardship of this Country and recognise their deep and enduring relationship with its lands, waters, the sky, and all living things. We pay our respects to Kaurna Elders past and present and recognise the important role of emerging leaders in sustaining and strengthening culture.’	
2.	Apologies and Leave of Absence Nil	
3.	Confirmation of Minutes - 4/8/2026 That the Minutes of the meeting of the City Planning, Development and Business Affairs held on 4 August 2026, be taken as read and be confirmed as an accurate record of proceedings. View public 4 August 2026 Minutes here .	
4.	Declaration of Conflict of Interest	
5.	Deputations	
6.	Workshops Nil	
7.	Reports for Recommendation to Council	
7.1	Light Square / Wauwi Traffic and Safety Assessment	3 - 101
7.2	Assessment of Long-term Vacant and Underutilised Sites for Housing	102 - 126
8.	Reports for Noting Nil	
9.	Closure	

Light Square / Wauwi Traffic and Safety Assessment

Strategic Alignment - Our Places

Public

Tuesday, 1 September 2026
City Planning, Development and Business Affairs Committee

Program Contact:
Sarah Gilmour, Associate
Director Park Lands, Policy &
Sustainability

Approving Officer:
Ilia Houridis, Director City
Shaping

EXECUTIVE SUMMARY

The purpose of this report is to present the findings of the Light Square / Wauwi traffic and safety assessment (**Attachment A**) and provide an update on the status of Council's application to the Federal Government's Urban Precinct Partnerships Program (UPPP).

The City of Adelaide's application to the UPPP seeks to develop a precinct-wide structure plan, urban design framework, and delivery strategy for the west end, grounded in Council's City Plan – Adelaide 2036, noting the UPPP Stream One, provides funding up to 100 per cent of the eligible expenditure for the project to a maximum amount of \$5 million.

Council commenced preparation of the Light Square/Wauwi Master Plan in 2023/24. In the 2024/25 Annual Business Plan and Budget investment to support a traffic and safety assessment was provided.

The draft Light Square / Wauwi Master Plan (draft Master Plan) ([Link 1](#)) presented two options for transforming Light Square/Wauwi into a greener, safer and more inclusive contemporary civic space. Both options deliver improvements to green space, tree canopy, and pedestrian and cyclist safety.

The Traffic and Safety Assessment (**Attachment A**) undertaken by the City of Adelaide with the support of Wallbridge Gilbert Aztec (WGA), confirms that both Option 1 and Option 2 presented in the draft Master Plan are feasible (images of Option 1 and Option 2 are reproduced in the discussion section of this report for ease of reference). Due to existing constraints on the road network, full delivery of either Option 1 and Option 2 would need to be considered and taken as part of a broader precinct and network scale transport solution.

The Traffic and Safety Assessment by WGA identifies the current road network is already experiencing delays and further identifies areas for safety improvements that could be undertaken in the short-term without compromising a longer-term vision for Light Square / Wauwi. The assessment is complemented by an Active Travel Report (**Attachment B**), which summarises the experience of pedestrians and cyclists as documented by motion sensors installed as part of the review of traffic conditions and safety at Light Square / Wauwi.

A short-term works package of \$4.35 million to target high-impact safety improvements has been identified that could be prioritised for delivery through Council's quarterly review and annual business plan and budget processes. The improvements include reduced speed limits, wombat crossings, bike boxes, path realignment(s), landscaping to guide pedestrians, improved delineation of bike lanes, and changes to traffic signalling including cycle-specific signals.

Administration received an update on 11 August 2026 from the Australian Government that its application under Stream One of the Federal Government's Urban Precinct Partnerships Program (UPPP) is under current consideration. The UPPP supports both precinct development proposals and the delivery of construction-ready precinct projects under two streams:

- Stream One: Precinct development and planning funding of between \$500,000 to \$5 million is available to activate partnerships and deliver an investment-ready precinct plan.
- Stream Two: Precinct delivery funding of \$5 million to \$50 million is available to help deliver one or more elements of a precinct.

In the short-term, it is proposed that the identified traffic and safety improvements are progressed as part of the implementation plan for the City of Adelaide's Integrated Transport Strategy from 2026/27, and the safety improvements prioritised as part of Council's budget deliberations.

The medium and longer-term improvements to Light Square / Wauwi would remain subject to external grant funding, including but not limited to the Urban Precincts Partnership Program (UPPP), and other state and national funding programs.

RECOMMENDATIONS

The following recommendation will be presented to Council on 8 September 2026 for consideration:

THAT THE CITY PLANNING, DEVELOPMENT AND BUSINESS AFFAIRS COMMITTEE RECOMMENDS TO COUNCIL:

THAT COUNCIL:

1. Notes the traffic and safety assessment of Light Square / Wauwi prepared by the City of Adelaide with the support of Wallbridge Gilbert Aztec (WGA), as contained in Attachment A to Item 7.1 on the Agenda for the City Planning, Development and Business Affairs Committee held on 1 September 2026.
 2. Notes that the traffic and safety assessment confirms that both Option 1 and Option 2 in the draft Light Square / Wauwi Master Plan are feasible, but due to existing constraints on the road network, full delivery of either Option 1 and Option 2 would need to be taken as part of a broader precinct and network scale transport solution.
 3. Notes the Light Square / Wauwi Active Travel Report as contained in Attachment B to Item 7.1 on the Agenda for the City Planning, Development and Business Affairs Committee held on 1 September 2026.
 4. Notes the City of Adelaide's application under Stream One of the Australian Government's Urban Precincts Partnership Program (UPPP) remains under consideration for broader precinct and network scale planning for Light Square / Wauwi.
 5. Notes the short-term works package to target high-impact traffic and safety improvements for Light Square, is currently an unfunded item and will be incorporated into the prioritised program of transport related upgrades currently being developed by the Administration as part of the Integrated Transport Strategy Implementation Plan Item 4.1.4. for funding consideration in future Business Plans and Budgets processes.
 6. Notes that the Administration will develop concept plans for the short term safety enhancement works with funding for concept plan development to be considered through Council's quarterly budget review processes in 2026/27 and future Annual Business Plan and Budget processes.
 7. Notes that the Administration will seek grant funding for the short term works package following the development of the concept plans.
-

IMPLICATIONS AND FINANCIALS

City of Adelaide 2024-2028 Strategic Plan	Strategic Alignment – Our Environment The status, attributes and character of our green spaces and the Park Lands are protected and strengthened.
Policy	The draft Light Square / Wauwi Master Plan responds to the City of Adelaide's City Plan – Adelaide 2036 and is a key project in the Adelaide Park Lands Management Strategy – Towards 2036. It responds to key measures and projects in the Integrated Transport Strategy (ITS).
Consultation	Not as a result of this report
Resource	Not as a result of this report
Risk / Legal / Legislative	The staged approach to the draft Master Plan seeks to manage financial sustainability for the City of Adelaide and would be subject to successful grant applications.
Opportunities	The traffic and safety assessment of Light Square / Wauwi identifies high-priority safety improvements that could be delivered within Council budgetary processes.
26/27 Budget Allocation	There is currently no funding allocation in the 2026/27 Business Plan and Budget, or implementation plan for the City of Adelaide's Integrated Transport Strategy for traffic and safety improvements for Light Square / Wauwi.
Proposed 27/28 Budget Allocation	Not as a result of this report
Life of Project, Service, Initiative or (Expectancy of) Asset	The project will have multiple stages, which will be subject to funding being sourced through its planning and development stages and ultimately if viable through to construction. To date, \$284,714 has been invested in Master Plan development, Phase 1 and Phase 2 public consultation activities, traffic and safety assessment, and preparation of high-level cost estimates for the initial safety issues identified. The traffic and safety assessment identify safety and traffic improvements for Light Square / Wauwi which can be delivered without compromising a longer-term vision set by the draft Light Square / Wauwi Master Plan.
26/27 Budget Reconsideration (if applicable)	This report seeks approval to progress the prioritisation of a short-term works package of up to \$4.10 million to target high-impact traffic and safety improvements through the implementation plan for the City of Adelaide's Integrated Transport Strategy from 2026/27, subject to budget review processes.
Ongoing Costs (eg maintenance cost)	Enhanced/upgraded and new features associated with traffic and safety improvements will require corresponding asset and ongoing maintenance budgets. These costs are subject to budget deliberations.
Other Funding Sources	At this stage, no funding has been allocated in the Long-term Financial Plan for new and upgrade capital for Light Square / Wauwi. The medium and longer-term improvements to Light Square / Wauwi are subject to external grant funding, including but not limited to the Urban Precincts Partnership Program (UPPP), and other state and national funding programs.

DISCUSSION

Purpose

1. The purpose of this report is to present the findings of the Light Square / Wauwi traffic and safety assessment (**Attachment A**) and provide an update on the status of Councils application to the Federal Government's Urban Precinct Partnerships Program (UPPP).
2. The City of Adelaide's application to the UPPP seeks to develop a precinct-wide structure plan, urban design framework, and delivery strategy for the west end and cost estimates for the broader capital works, grounded in Council's City Plan – Adelaide 2036.

Strategic Context and Drivers for Change

3. Development of the Light Square / Wauwi Master Plan is identified as a priority in the City Plan – Adelaide 2036 (City Plan), and the Adelaide Park Lands Management Strategy – Towards 2036.
4. Adelaide is projected to experience significant residential and employment growth, particularly within the city's main streets and mixed-use precincts identified in the City Plan, including the north-west of the CBD.
5. The City Plan identifies that Light Square / Wauwi will support a growing population in the city's north-west as the population and density increase. Access to additional green open space and improvements in transport networks will be required to accommodate this projected growth.
6. Strategic development of the merged University campuses and master planning of the TAFE campus indicates a strong commitment to ongoing investment in education within the adjacent land uses.
7. The Light Square / Wauwi site also has an established role as flexible event space, supported by the City of Adelaide's \$400,000 investment in electrical system upgrades in 2024/25 to improve delivery of community events, and complements other precinct-scale investment occurring nearby, including on Hindley Street.
8. The Master Plan was shaped through a stakeholder-driven process, including engagement with Kadaltilla / Adelaide Park Lands Authority, Council Members, the university and TAFE sector, traders and the broader community, and reflects the priorities raised through that engagement.
9. Since the draft Master Plan was prepared, the City of Adelaide has endorsed its Integrated Transport Strategy (ITS). Alignment with the ITS includes:
 - 9.1. Measure: Implement green grid and Park Lands Trail crossings (with Safe System outcomes) to improve access to and use of the Park Lands, including the squares.
 - 9.2. Measure: Develop a measure for improved access to nature by delivering a green grid (making it safe, easy and comfortable to walk/wheel and cycle to the Park Lands and Squares via shaded routes) by 2036.
 - 9.3. Project: Improve accessibility by installing compliant pedestrian ramps and crossings on high use routes through pedestrian and cyclist priority crossings or actuated crossings on access points to the Adelaide Park Lands and the City Squares by 2036.
10. The Master Plan directly delivers on the ITS objective to shift travel demand toward more space-efficient modes, public transport, cycling, and walking/wheeling, while managing road space more effectively. Light Square / Wauwi-specific responses confirmed in the traffic assessment include:
 - 10.1. Priority east-west bus route maintained along Currie Street.
 - 10.2. Improved pedestrian and commuter environment along the priority bus corridor.
 - 10.3. Significant improvements to pedestrian safety and walkability.
 - 10.4. Significant improvements to cycle infrastructure and safety.
 - 10.5. Improved traffic phasing at key intersections.
 - 10.6. Enhanced public realm enabling increased residential density along major transit corridor.

Background

11. Development of a Master Plan for Light Square/Wauwi responds to Community and Stakeholder interest in the Squares future. Council approved the preparation of a Light Square/Wauwi Master Plan as part of the 2023/24 Annual Business Plan and Budget, in response to requests from Business, including a Deputation to Council on 27 June 2023 by a business owner regarding Light square event infrastructure.

12. A detailed summary of the progress, background and Council's decisions on the Light Square/Wauwi Masterplan, consultation and options is provided in [Link 2](#).
13. The draft Light Square / Wauwi Master Plan (draft Master Plan), was developed with extensive stakeholder and community input in 2023/24 and proposes a placemaking approach to deliver a connected, inclusive and culturally significant civic space that supports surrounding residential and commercial development.
14. The Master Plan seeks to:
 - 14.1. Reinforce cultural identity and Kaurna heritage through upgraded public realm design.
 - 14.2. Create a high-amenity destination that supports local investment and activation.
 - 14.3. Improve active and public transport connections while reducing vehicle dominance.
 - 14.4. Deliver climate and health benefits through expanded canopy and green infrastructure.
15. The Master Plan explored two options:
 - 15.1. Option 1 details the approach that reshapes the current Square and road network to return significant open space to the Square, connect it to the western edge and reposition north-south traffic flows along Morphett Street to the eastern side of the Square. It maintains two-way traffic movements for Morphett Street (north south) and Currie Street (east-west). It also enhances the current movement on Waymouth Street, changing it to a full east-west movement in both directions, where currently east bound traffic from West Terrace terminates at Light Square and cannot continue across Morphett Street. Option 1 is produced in Figure 1 below:

Master Plan: Option 1

Option 1 will reduce road pavement by 22% and increase usable space in the Square by 9%, by transforming movement in and around the Square. It will connect people with surrounding uses and activities with north south through traffic relocated to the eastern side of the Square. This will activate and return the western edge of the Square to Park Lands Purposes, increase safety, space for trees and cooling and open up more green space to enhance safety, wellbeing and activation. This map shows the potential for small and medium activity spaces, an enhanced northern section and western frontages with direct access to the Square.

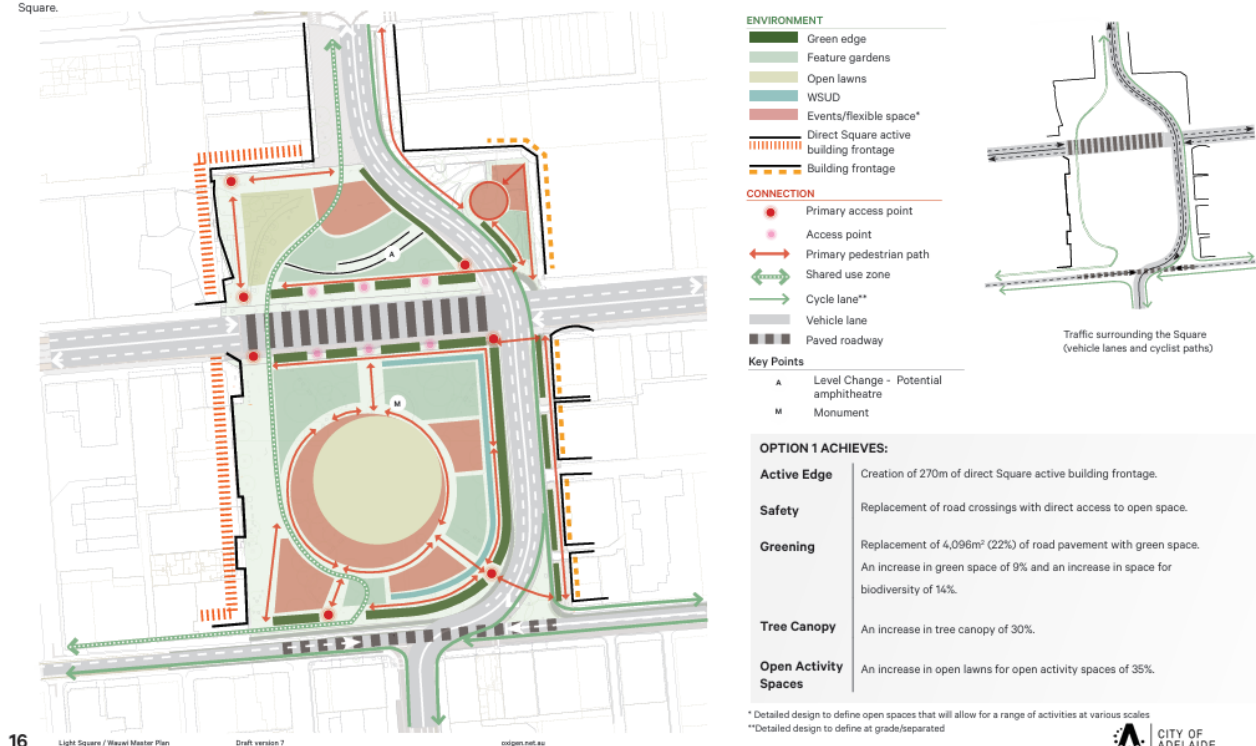


Figure 1. Master Plan Option 1

- 15.2. Option 2 illustrated below increases the size of Light Square as well, but is more moderate in its approach, and does not achieve the scale of change delivered through Option 1. It achieves this by maintaining the current traffic circulation and reclaiming some of the carriageway to achieve an increase in the total greenspace. This option is depicted below in Figure 2.

Master Plan: Option 2

Option 2 will reduce road pavement by 15% and increase usable green space in the Square by 4% by reducing the number of traffic lanes on the south-east and south-west of the Square. This will open up more space for trees and cooling, reduce the impact of traffic and improve access to the Square. This map shows potential for an enhanced northern section, access points into the Square and small to medium activity spaces.

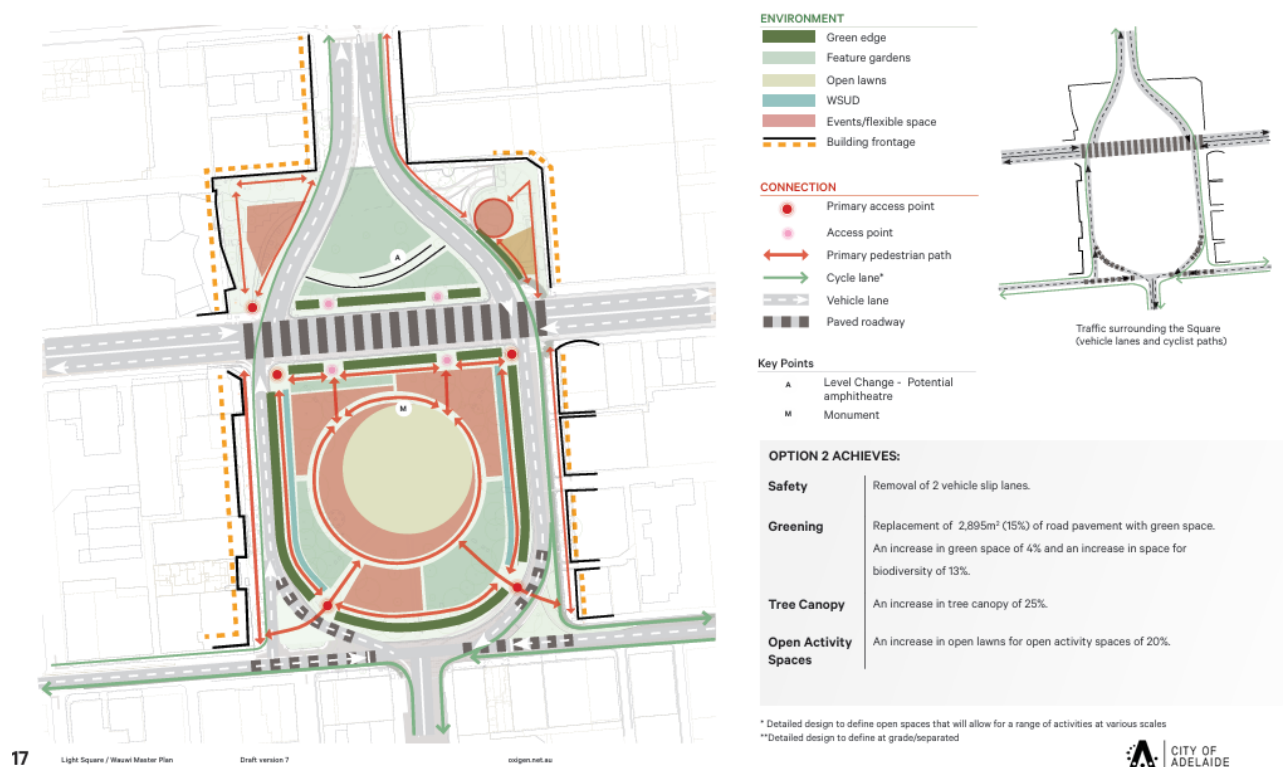


Figure 2. Master Plan Option 2

16. Key transport responses according to the draft Master Plan include:
 - 16.1. Emergency vehicle access is maintained on Morphett Street in North and South directions for both draft Master Plan options. The draft Master Plan recognises the importance of Morphett Street Bridge in providing access for fully loaded fire appliances from Wakefield Street.
 - 16.2. An extension to the existing central traffic light controls will be investigated in the next design phase to provide continuous green light access to North Adelaide.
 - 16.3. If the southbound left-hand turn into Waymouth Street is removed as proposed in draft Master Plan Option 1, access to car parking on Waymouth Street including Topham Mall U-Park is provided by a new eastbound lane. Vehicles would turn left on West Terrace into Waymouth Street avoiding Currie Street.
 - 16.4. Additional transport design is required through the design development phases to inform localised outcomes and recommendations for wider network changes throughout the City.
 - 16.5. Key transport matters identified through the traffic and safety assessment will be a key consideration within any future design development phases, including on-street parking provisions for residents, vulnerable members of the community, business customers, taxi/ride share, emergency vehicles, service deliveries and waste removal.
 - 16.6. Emergency vehicle access has been confirmed as satisfactory, and there is opportunity to further refine intersection and access arrangements, including alternative ways to access car parking within the precinct such as the Topham Mall U-Park, through the detailed design process.

Traffic and Safety Assessment

17. Administration engaged WGA to complete a Multi-Modal Traffic, Transport and Parking Impact Assessment and Safe System Assessment (**Attachment A**). The assessment included a comparative analysis of impacts and benefits for traffic, parking, cyclists, and pedestrians. Key outcomes of the assessment include:
 - 17.1. Option 1 and Option 2 presented in the draft Master Plan are both feasible from a transport perspective.

- 17.2. The role of Light Square / Wauwi as a key through-route, with 17–48% of traffic passing through the CBD and movements concentrated along Currie and Morphett Streets.
- 17.3. The road network carries significant bus volumes (around 2,682 daily).
- 17.4. Between 2019 and 2023, 71 crashes were recorded, 30% involving casualties, with most occurring at signalised intersections. Over a third involved pedestrians and cyclists, highlighting notable safety risks at key crossing points. This is supported by motion sensors installed at Light Square / Wauwi illustrating haphazard behaviours causing immediate road safety concerns.
- 17.5. Recommendations for further detailed traffic assessment if and as project design and works progress.
18. Traffic modelling shows Option 2 performs similarly to existing conditions for travel delays, while Option 1 increases delays and localised congestion by concentrating movements and redistributing traffic to already constrained surrounding streets.
19. Both draft Master Plan options achieve meaningful safety improvements over the existing traffic condition. The table below summarises performance across key outcomes identified in the draft Master Plan.

Table 1 – Master Plan Comparison

Metric	Existing	Option 1	Option 2
Direct square frontage (active edge)	-	270m created	0
Area of road surface	18,740m ²	15,260m ²	16,916m ²
Area of road pavement replaced with green space	-	4,096m ² (22%)	2,895m ² (15%)
Total area of green space	20,368m ²	23,848m ²	22,192m ²
Percentage of green space	52%	61%	56%
Tree canopy	27%	+30%	+25%
Biodiversity space increase	-	+14%	+13%
Slip lanes removed	-	0	2 removed
Parking spaces on-street	38	18 (-20)	18 (-20)
Safe Systems Assessment score (lower is better)	228/448	188/448	180/448
Morning peak westbound delay	-	+119 sec	-9 sec
Afternoon peak northbound delay	-	-21 sec	+22 sec

Traffic Sensors

20. In January 2025, Administration installed six multi-modal traffic monitoring sensors at key locations around Light Square / Wauwi to gain insights into pedestrian, cyclist and vehicle movement patterns.
21. A summary of the data collected between January 2026, and August 2027 is provided in the Light Square / Wauwi Active Travel Report contained in **Attachment B**.

22. In summary, the data reveals that:
 - 22.1. The core active travel paths in Light Square / Wauwi average 4,129 total active movements per day (595 cyclists and 3,533 pedestrians).
 - 22.2. Light Square / Wauwi is heavily commuter-driven, with weekday volumes (4,288/day) significantly exceeding weekend volumes (3,729/ day).
 - 22.3. Cycling is highly concentrated on weekdays, with commuter uplifts representing 35–51% of all weekday cycling across key city entry paths.
 - 22.4. Year-on-year analysis shows cycling growth of up to +42%.

Cost Estimates and Funding Strategy

23. Rider Levett Bucknall (RLB) has prepared cost estimates for the short and medium term safety elements identified through the traffic study and based on the high-level Master Plan documentation.
24. Subject to a successful grant application further design and preliminary cost estimates for a preferred master plan option will be prepared to ascertain the estimated costs to deliver the full Master Plan.
25. Based on the RLB cost estimate and comparable pedestrian safety upgrades in the City of Adelaide, it is estimated that short-term safety improvements, compatible with the Master Plan's longer-term vision, could be delivered for approximately \$4.35 million.
 - 25.1. The short-term package (\$4.35 million) represents a viable capital commitment for consideration in future budget submissions and/or delivery through the implementation of the Integrated Transport Strategy (ITS) from 2027/28.
 - 25.2. Works will be assessed and prioritised against other unfunded opportunities to ensure resources are directed to the highest priorities across the road network, and any broader impacts on the surrounding transport network would also need to be considered.
26. A broader program of enhancements will continue to be pursued through external funding sources.
27. In considering approaches for capital delivery in the future, funding sources for the capital delivery stage include the Urban Precincts Partnership Program (UPPP), which provides up to \$55 million towards planning and capital delivery for projects of this nature.
28. As the short-term package to address identified safety concerns can be considered through Council's normal annual capital budget processes and the Integrated Transport Strategy Implementation Plan, and noting the future delivery of the masterplan remains contingent on external grant funding being secured, this report does not create any short to medium-term pressure on the Long-term Financial Plan.

Proposed Approach to address safety concerns in the Short Term

29. The assessment undertaken by WGA in collaboration with the City of Adelaide Traffic and Transport Team, highlights a range of opportunities to improve safety and active transport, impacts to parking, bus movements and network capacity and a range of opportunities to improve pedestrian and cyclist safety in the short-term.
30. This work is proposed to target high impact safety improvements that could be priorities and delivered through Council budget processes. This includes pedestrian actuated and wombat crossings (only on slip lanes), bike boxes, improved delineation of bike lanes, changes to traffic signalling including cycle specific signals, path realignment(s) and landscaping to guide pedestrians and reduce speed limits. The below table itemises options for Council that could be incorporated into the Integrated Transport Strategy Implementation Plan and prioritised for delivery.
31. The proposal for staging and investment of short-term safety enhancements is outlined in Table 2.

Table 2 – Summary of Short-Term Traffic and Safety Improvement Opportunities

Timeframe	Traffic and Safety Improvement Opportunities	Safety Category	Indicative cost*
Short-term	Two Pedestrian actuated crossings (PAC) (located midblock or in south-east and south-west corners).	Pedestrian safety	\$1,100,000
	Wombat crossing(s) – (Note: only on slip lanes). DIT currently insisting on wombats at slip lanes.	Pedestrian safety	\$600,000
	Bike boxes at three signalised intersections.	Cyclist safety	\$305,000
	Improve delineation of bike lanes (paint, flexible bollards).	Cyclist safety	\$40,000
	Cycle-specific signals - Small, low level signal aspects. that enable provision of separate cycle stages or an early start for cycles. (Note: only at Morphett / Waymouth intersection)	Cyclist safety	\$90,000
	Traffic signal – remove filter turns and mast arms (assumes controller upgrades).	Cyclist safety	\$690,000
	Path realignment and lighting (500m x 3m wide path).	Pedestrian safety	\$675,000
	Landscaping to guide pedestrians	Pedestrian safety	\$800,000
	Reduced speed limits	Pedestrian safety	\$50,000
TOTAL			\$4,350,000

* Indicative costs are based on similar projects costed and delivered by the CoA

32. The proposal also identified safety considerations that could be factored into the medium term and subject to the potential future delivery of the broader master plan for Light Square/Wauwi. These medium-term safety enhancements are outlined in Table 3.

Table 3 – Summary of Medium-Term Traffic and Safety Improvement Opportunities

Timeframe	Traffic and Safety Improvement Opportunities	Safety Category	Indicative cost*
Medium Term	Footpath / kerb realignment (timed to renewal program)	NA	\$600,000
	Change from 90 degree to parallel parking (including relocation of parking meters and tree planting).	NA	\$760,000
	Separated bike lanes (assumes parking remains kerbside).	Cyclist safety	\$160,000
	Change road surface e.g. Victoria Square (timed to renewal program)	NA	>\$900,000
TOTAL			\$2,420,000

* Indicative costs are based on similar projects costed and delivered by the CoA

Key Transport Responses

33. An extension to the existing central traffic light controls will be investigated in the next design phase to provide continuous green light access to North Adelaide.
34. If the southbound left-hand turn into Waymouth Street is removed as proposed in Master Plan Option 1, access to car parking on Waymouth Street including Topham Mall U-Park is provided by a new eastbound lane. Vehicles would turn left on West Terrace into Waymouth Street avoiding Currie Street.
35. Additional transport design is required through the design development phases to inform localised outcomes and recommendations for wider network changes throughout the City.
36. Key transport matters identified through the traffic and safety assessment will be a key consideration within any future design development phases, including on-street parking provisions for residents, vulnerable members of the community, business customers, taxi/ride share, emergency vehicles, service deliveries and waste removal.
37. Emergency vehicle access has been confirmed as satisfactory, and there is opportunity to further refine intersection and access arrangements, including alternative ways to access car parking within the precinct such as the Topham Mall U-Park, through the detailed design process.
38. Emergency vehicle access is maintained on Morphett Street in North and South directions for both Master Plan options. The Master Plan recognises the importance of Morphett Street Bridge in providing access for fully loaded fire appliances from Wakefield Street.

Urban Precinct Partnership Program (UPPP) Update

39. Administration applied to the Federal Government's Urban Precincts Partnership Program (UPPP) on 6 July 2025, seeking \$2.6 million under Stream One for 'Transforming the West End', a cross-government precinct planning process for the city's West End. The Lord Mayor wrote to the Hon Steve Georganas MP, Member for Adelaide, that same month to formally notify him of the application.
40. On 23 October 2025, the Albanese Government announced over \$1 million in UPPP funding to the City of West Torrens (CoWT) to plan the 'City Fringe West Precinct', encompassing the former West End Brewery site, Thebarton Oval, the University of Adelaide's Thebarton campus and Brickworks Marketplace. The City of Adelaide is a supporting project partner in this separate but adjacent precinct, alongside the City of Charles Sturt and the South Australian Government.
41. Recognising the strategic overlap between the CoWT precinct and the City of Adelaide's application, Administration wrote to the Business Grants Hub Division in January 2026 to highlight the connections between the two proposals and their shared alignment with the priorities of Kadaltilla/Adelaide Park Lands Authority and the State Government's Southwark development site.
42. Administration sought a further update in August 2026 and was advised on 11 August 2026 that initial eligibility assessment is complete, with the application now before an Independent Expert Panel in the final stages of assessment. Outcomes for all applicants are expected shortly.
43. Administration will continue to pursue the UPPP application, alongside other state and national grant programs, as an external funding pathway for the draft Master Plan. The UPPP operates across two streams:
 - 43.1. Stream One (precinct development and planning, \$500,000–\$5 million) and
 - 43.2. Stream Two (precinct delivery, \$5 million–\$50 million).
44. The Light Square/Wauwi application, seeking \$2.6 million, falls within Stream One, consistent with the draft Master Plan's current concept and planning stage.

Next steps

45. The following next steps are planned as part of the project:
 - 45.1. Provide the outcomes of the traffic and safety assessment to participants of the consultation process via the Our Adelaide project website.
 - 45.2. Finalise the draft Master Plan to:
 - 45.2.1. Report back to the City Planning, Development and Business Affairs Committee, Kadaltilla / Adelaide Park Lands Authority and the State Government on work to progress the Master Plan as a priority project in the City Plan – Adelaide 2036 and Adelaide Park Lands Management Strategy – Towards 2036.
 - 45.2.2. Continue advocacy with State and Federal Government seeking to secure grant funding and coordinated investment in delivering the Master Plan.
 - 45.3. Progress the staged delivery of short-term traffic and safety improvements through the Integrated Transport Strategy Implementation Plan, subject to Council budget review processes in 2026/27 and future Annual Business Plan and Budget processes.

DATA AND SUPPORTING INFORMATION

Link 1 – [Draft Light Square / Wauwi Master Plan, public consultation version](#)

Link 2 – [Detailed Summary of Light Square / Wauwi Master Plan Progress](#)

ATTACHMENTS

Attachment A – Light Square / Wauwi Traffic and Safety Assessment (Wallbridge Gilbert Aztec)

Attachment B - Light Square / Wauwi Active Travel Report (VivaCity Sensors)

- END OF REPORT -

City of Adelaide

Light Square/Wauwi Draft Master Plan

TRAFFIC ASSESSMENT REPORT

WGA250495

WGA250495-RP-TT-0001_B

August 2026

WGA



Revision History

REV	DATE	ISSUE	ORIGINATOR	CHECKER	APPROVER
A	18/07/2025	For information	DJ, AH, AK	JZ	HB
B	27/08/20206	Review Updates	AT	JZ	HB

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1 EXECUTIVE SUMMARY

The City of Adelaide (CoA) has developed a draft Master Plan to assess the feasibility of increasing the usable pedestrian and cyclist space within and around Light Square/Wauwi in the Adelaide CBD. CoA has selected the following two options in to achieve this desire for Light Square/Wauwi:

- Option 1 proposes to relocate the northbound carriageway from the west side of the Light Square/Wauwi to the east side, such that the northbound and southbound carriageways are co-located, and converting the existing 90° angle parking to parallel parking, increasing the space available within the centre of Light Square/Wauwi by up to 15% while providing a seamless connection along the western edge of Light Square/Wauwi.
- Option 2 proposes to retain the northbound and southbound carriageways separated by Light Square/Wauwi, with the number of traffic lanes in the northbound direction reduced from the current three to two lanes and the existing 90° angle parking converted to parallel parking, increasing the open space within the centre of Light Square/Wauwi by up to 9%.



Legend	Existing Light Square/Wauwi	Option 1	Option 2
Total area within scope of Master Plan	39,108m ²	39,108m ²	39,108m ²
Area of road surface	18,740m ²	15,260m ²	16,916m ²
Area of road surface removed	N/A	4,096m ²	2,895m ²
Footpaths, lawns and gardens (green space)	20,368m ²	19,752m ²	19,297m ²
Total area of green space	20,368m ²	23,848m ²	22,192m ²
Percentage of green space	52%	61%	56%

Wallbridge Gilbert Aztec (WGA) has assessed the two draft masterplan options for traffic related impacts on various user groups, including development of traffic modelling assessment using Aimsun.

While both options aim to improve safety and amenity for pedestrians and cyclists within and around Light Square/Wauwi, their impacts on various movements through Light Square/Wauwi and on the broader transport network are significantly different.

- Option 1 has a significant impact on public transport as it removes and/or reroutes out-of-service bus movements currently turning or undertaking U-turns at Light Square/Wauwi – impacts on these movements need to be reviewed further in consultation with SAPTA during design development phase.
- Option 2 retains all existing public transport movements at Light Square/Wauwi; however, it was estimated to result in a minor increase in delays due to reduced capacity in the northbound direction.
- Option 1 improves west bound connectivity for Weymouth Street and avoids roundabout or use of footpaths by cyclist connectivity and amenity with an opportunity for an off-road shared use path within Light Square/Wauwi.
- Option 2 is considered to offer negligible improvements to the cycling network and amenities.

- Option 1 offers improved pedestrian connectivity, amenity and safety for the majority of movements as it proposes to replace unsignalised crossings with signalised crossings; there are a number of movements that may experience extended travel times compared to the existing situation.
- Option 2 has minimal impact on pedestrian connectivity and travel times.
- Both options have considered on street parking changes within Light Square/Wauwi to further increase pedestrian and cyclist usable space and safety, and removes reversing into traffic for parked vehicles.

Traffic modelling using Aimsun was undertaken for subarea model extracted from DIT’s Tactical Adelaide Model (TAM) for the project. The traffic modelling findings for the modelled area indicate that:

- Option 1, in its current form and without considering any upgrades to intersections in the wider network from the Light Square/Wauwi, is expected to increase the travel time delays experienced by motorists across the network during the morning peak period. In addition, the modelling indicates a significant redistribution of traffic in the east west direction due to the reduced capacity through Light Square/Wauwi.
- Option 2 performs similarly to the existing network in the morning peak period; however, it is forecast to experience increased delays in the afternoon peak period.
- Delays across the network can be attributed to some of the key intersections, away from the Light Square/Wauwi reaching their capacity during the peak periods.
- Selected travel routes passing through the Light Square/Wauwi (e.g., eastbound, northbound, westbound and southbound) were estimated to experience varying levels of increase or decrease in travel times during the morning and afternoon model periods, as summarised in the table below.

ROUTE	BASELINE	OPTION 1	OPTION 2
Morning Model Period – Average Travel Time in Seconds			
Route 1 – Southbound	164	194 (+18%)	156 (-5%)
Route 2 – Northbound	161	220 (+37%)	170 (+5%)
Route 3 – Eastbound	194	174 (-11%)	208 (+7%)
Route 4 – Westbound	311	430 (+61%)	302 (-5%)
Afternoon Model Period – Average Travel Time in Seconds			
Route 1 – Southbound	147	126 (-14%)	142 (-3%)
Route 2 – Northbound	168	165 (-2%)	190 (+14%)
Route 3 – Eastbound	181	174 (-4%)	182 (+0.7%)
Route 4 – Westbound	187	202 (+8%)	243 (+31%)

Neither option prevents the movements of emergency vehicles, in particular the SAMFS vehicles travelling to/from North Adelaide via Morphett Street/Montefiore Road.

As the two options offer varying results for individual user groups, it will be critical to develop a hierarchy of the user groups to assess and compare the impacts of this assessment and community feedback, such that CoA can identify the preferred option, and balancing an increase in open space with vehicle movements. Both options are feasible and achieve community outcomes at different scales. It is noted that 17% vehicle users have an origin outside of the CBD in the morning of and 49% in the afternoon.

2 INTRODUCTION

2.1 LIGHT SQUARE/WAUWI DRAFT MASTER PLAN

The City of Adelaide (COA) has developed a draft Master Plan in response to the communities design for improved access, activation, safety and amenity for pedestrian and cyclists within and around Light Square/Wauwi. Increasing the usable pedestrian and cyclist space within and around the Light Square/Wauwi through modification to the road traffic movement and on street parking through Light Square/Wauwi.

This draft Master Plan aligns with the City's broader objective to revitalise the West End of Adelaide's Central Business District (CBD), with Light Square/Wauwi identified as a key public green space in the north-west of the city.

The draft Master Plan forms part of the Adelaide Park Lands Management Strategy - Towards 2036, and aims to transform Light Square/Wauwi into a more accessible, greener and safer open space. The site is a key green space in the city's north-west and is central to broader plans to revitalise the West End.

The two draft Master Plan options are shown in Figure 2-1 and Figure 2-2.

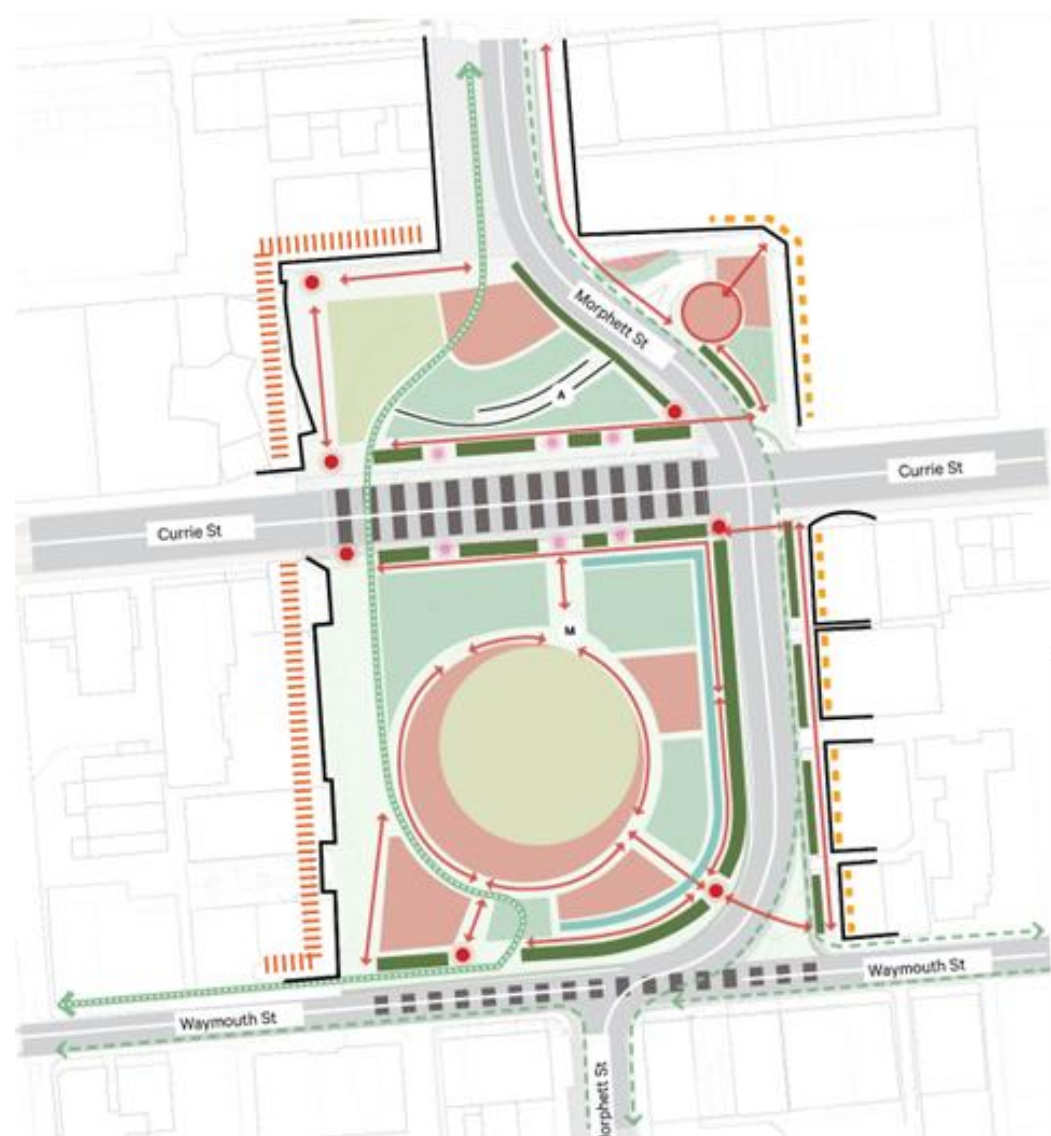


Figure 2-1: Light Square Upgrade Option 1

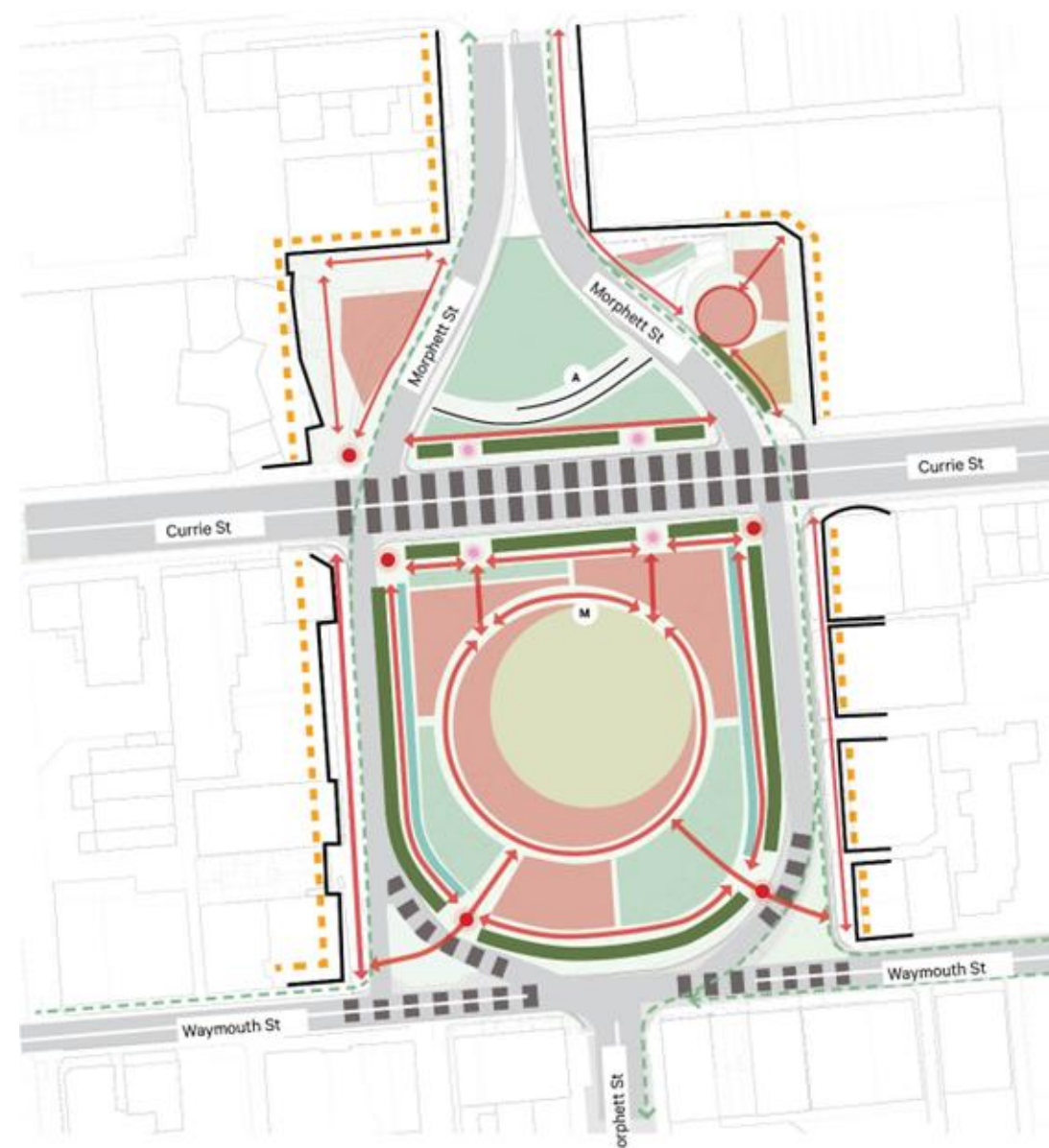


Figure 2-2: Light Square/Wauwi Upgrade Option 2

This report assesses the potential impacts of the proposed draft Master Plan options on passenger vehicles, emergency services, delivery vehicles, public transport, cyclists and pedestrians, accessing and/or passing through the Light Square/Wauwi, as well as an appreciation for potential impacts on the performance of a broader (CBD sub-area) transport network.

The draft Master Plan options for the Light Square/Wauwi upgrade are also included in Appendix A for reference.

3 METHODOLOGY

WGA developed a tailored approach to analyse and compare the two draft Master Plan options to assist the CoA with decision-making and further stakeholder and community engagement on the preferred draft Master Plan option. The adopted methodology was refined through discussions with the CoA and the Department of Infrastructure and Transport (DIT).

3.1 Establish Baseline Conditions

WGA sourced, collated and refined data from various sources, to establish the baseline conditions. Data was sourced from both government agencies and non-government agencies (private service providers). These data sources included the following:

- Location SA & Data SA (GIS layers, e.g., road hierarchy, crash statistics).
- CoA (Viva City Portal – Traffic Volumes, Pedestrian and Cyclist Movements).
- DIT (Average daily and hourly Bus movements through Light Square/Wauwi, Tactical Adelaide Model (TAM) Aimsun model for the study area).
- Strava® (Pedestrian and Cyclist – highly used cycling routes).
- Tom Tom Move® (Peak Period Origin-Destination and Link Traffic Volumes).
- AddInsight® (Traffic Signal phase and splits, loop detector counts, Travel Times).
- SAMFS information on fire truck movements through Light Square/Wauwi.
- Site observations by WGA Engineers during the morning (AM) and afternoon (PM) peak hours.

The collated and refined data was used to develop the baseline conditions that included the following considerations:

- Identifying traffic routes based on hourly traffic using select road links to/from the LS/A.
- Reviewing peak hour travel times along selected routes that would likely to be impacted due to one or both draft Master Plan options for the Light Square/Wauwi.
- Reviewing pedestrian and cyclist desire lines around and through Light Square/Wauwi.
- Reviewing bus movements – through, terminating at and undertaking a U-turn movements at Light Square/Wauwi.
- Emergency vehicle movements.

3.2 Traffic Modelling

A traffic modelling approach, aligning with DIT's Tactical Adelaide Model (TAM) Guidelines (published 30 August 2024), was developed considering the level of detail required for analysing the options. DIT has developed and manages updates to the whole of Adelaide TAM model, and any modelling exercise must be done in accordance with its TAM Guidelines.

Whilst the road infrastructure within the CBD is under the care and control of the CoA, DIT has the joint responsibility to manage and approve any changes to transport infrastructure within the CBD. The traffic modelling approach to compare the two options to the existing situation was developed in consultation with DIT and refined to achieve a balance between the project's draft master plan level of detail and DIT's level of detail for traffic modelling, noting that a detailed analysis will be required in the future to validate the preferred option. WGA's proposed traffic modelling approach is summarised in the Traffic Modelling Scoping Document included in Appendix B.

3.3 Findings

Findings from the traffic modelling and desktop analysis for the baseline (existing conditions) and the two options were compared to assess potential impacts on various user groups (vehicles, buses, cyclists, pedestrians and commercial vehicles).

3.4 Next Steps

The analysis presented in this report is aimed at assisting CoA in comparing the two options and informing the selection of the preferred draft Master Plan option for further design development. Upon selecting the preferred option for Light Square/Wauwi, detailed investigations will be required to validate the findings from the analysis presented in this report and identify and investigate mitigation measures, leading to the development of a detailed design.

4 EXISTING LIGHT SQUARE/WAUWI

4.1 Locality

Light Square/Wauwi is located in the northwestern quadrant of Adelaide’s Central Business District (CBD), and forms part of a mixed-use urban environment comprising commercial, institutional (education), health, medium-density residential and student accommodation. Currie Street, Morphett Street and Waymouth Street provide direct access to Light Square/Wauwi.

Currie Street is a key public transport corridor with dedicated bus lanes in both directions. Morphett Street/Montefiore Road provides a key connection to Northern Adelaide and suburbs further to the north and northwest. Waymouth Street provides access to several offices and paid car parks. Waymouth Street is also a key east-west cycling route linking into Pirie Street (to the east of King William Street). Refer to Figure 4-1 for the locality plan.

Hindley Street, which runs parallel to Currie Street on the northern side, is a key destination during the weekend. Whilst Light Square/Wauwi is within a short walking distance from the universities and student accommodation, and less than 200 m from Hindley Street, it has additional capacity for events in the CBD.



Figure 4-1: Locality Plan

4.2 Road Network/Layout

Currie Street, Morphett Street (including northbound & southbound legs through Light Square) and Waymouth Street are all classified as arterial roads under the DIT road hierarchy, attracting relatively high traffic volumes and forming part of key public transport routes.

Hindley Street, Currie Street, Waymouth Street, and Franklin Street are oriented east-west, whilst Morphett Street is oriented north-south. Playhouse Lane is a local street providing access to several off-street car parks.

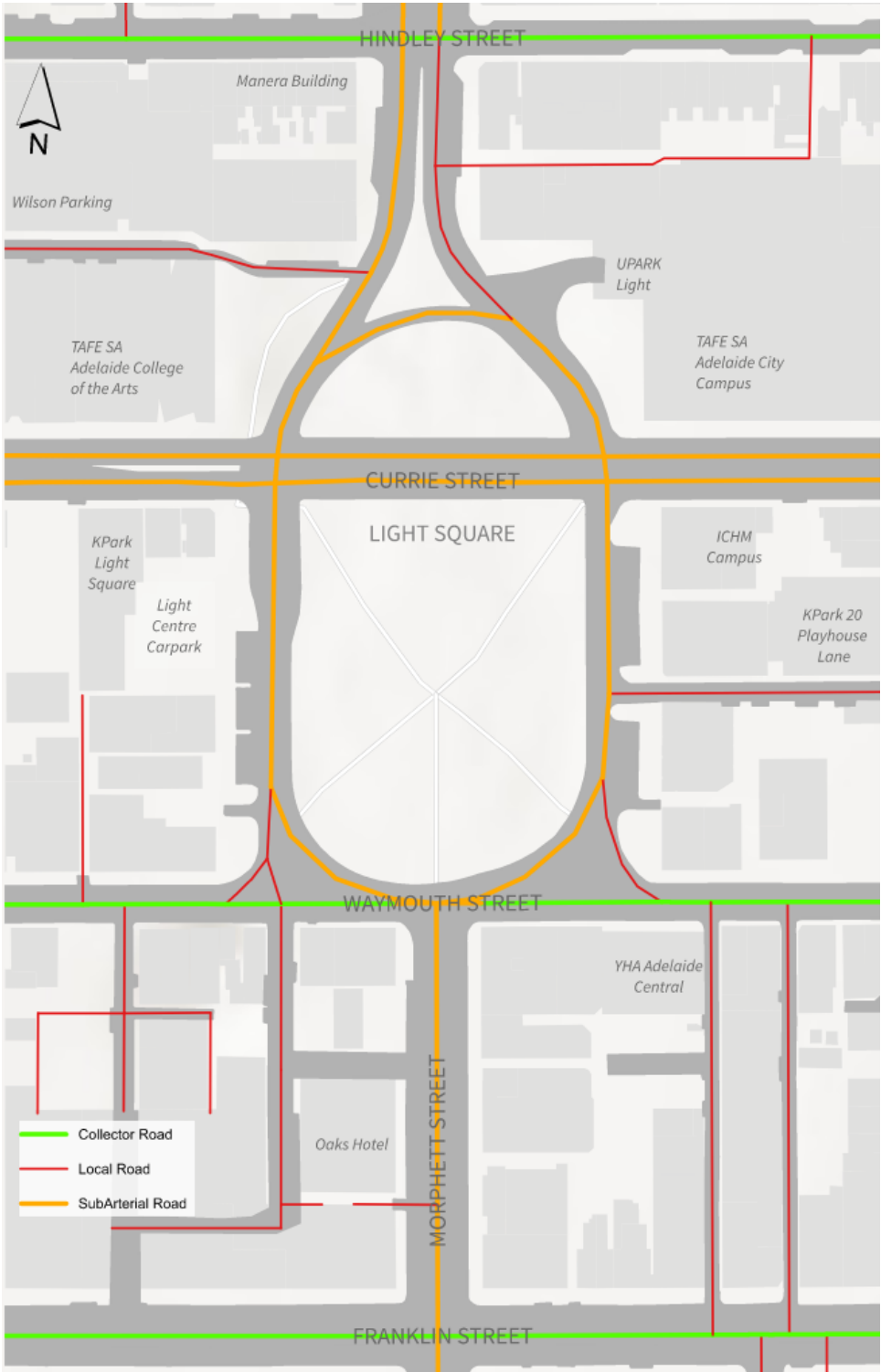


Figure 4-2: Road Hierarchy

4.3 Public Transport Network

Currie Street is classified as a *priority bus corridor* with dedicated Bus Lanes in both directions, operating from 7 am to 7 pm.

Morphett Street (north and south of the Light Square/Wauwi) operate at a standard frequency (service frequency varies from 10 minutes to 1 hour throughout the day)

Light Square/Wauwi is a key node in Adelaide’s public transport network. Several bus routes operating along Currie Street terminate near Light Square/Wauwi. Light Square/Wauwi also offers the opportunity for terminating routes to undertake a U-turn (within the Light Square/Wauwi) before starting a new route/service. Several bus routes servicing Morphett Street (to/from south) and Montefiore Road (to/from north) are able to undertake right/left turns at the Light Square/Wauwi to access/exit the Currie Street bus corridor.

The City Connector bus service provides a free, frequent public transport service for travel within the CBD. The City Connector operates along Currie Street and Morphett Street/Montefiore Road, requiring buses to turn right and left at Light Square/Wauwi.

- Additionally, the Light Square/Wauwi serves as a key connection for out-of-service buses
- Accessing the bus depot located on Currie Street/Clarendon Street, some 150m west of Light Square/Wauwi.
 - Which turn around at Light Square/Wauwi and travel to a bus stop to start a new service.
 - Which turn around and use the lay down area along the northern side of Currie Street (as shown in Figure 4-3) to wait before starting a new service.

Information sourced from the South Australian Public Transport Authority (SAPTA) has identified the following bus movements passing through Light Square/Wauwi.

Table 4-1: Average Daily Bus Movements through Light Square/Wauwi

DIRECTION	IN SERVICE	NOT IN-SERVICE	TOTAL
East – West (Through)	1,544	483	2,028
To/from North	260	93	353
To/from South	157	52	229
East-West U-Turns	0	56	56
North-South (Through)	0	23	23
North-South U-Turns	0	4	4
Total	1,961	711	2,682

An average of 2,682 buses are estimated to pass through the Light Square/Wauwi on a daily basis. Nearly 77% (2,051 out of 2,682) of the total buses traverse through the Light Square/Wauwi, i.e., not undertaking a turning movement.

The remaining 23% (631 out of 2,682) of the buses currently undertake a turning movement (right turn, left turn or a U-turn) at Light Square/Wauwi as shown in Figure 4-3, Figure 4-4 and Figure 4-5.

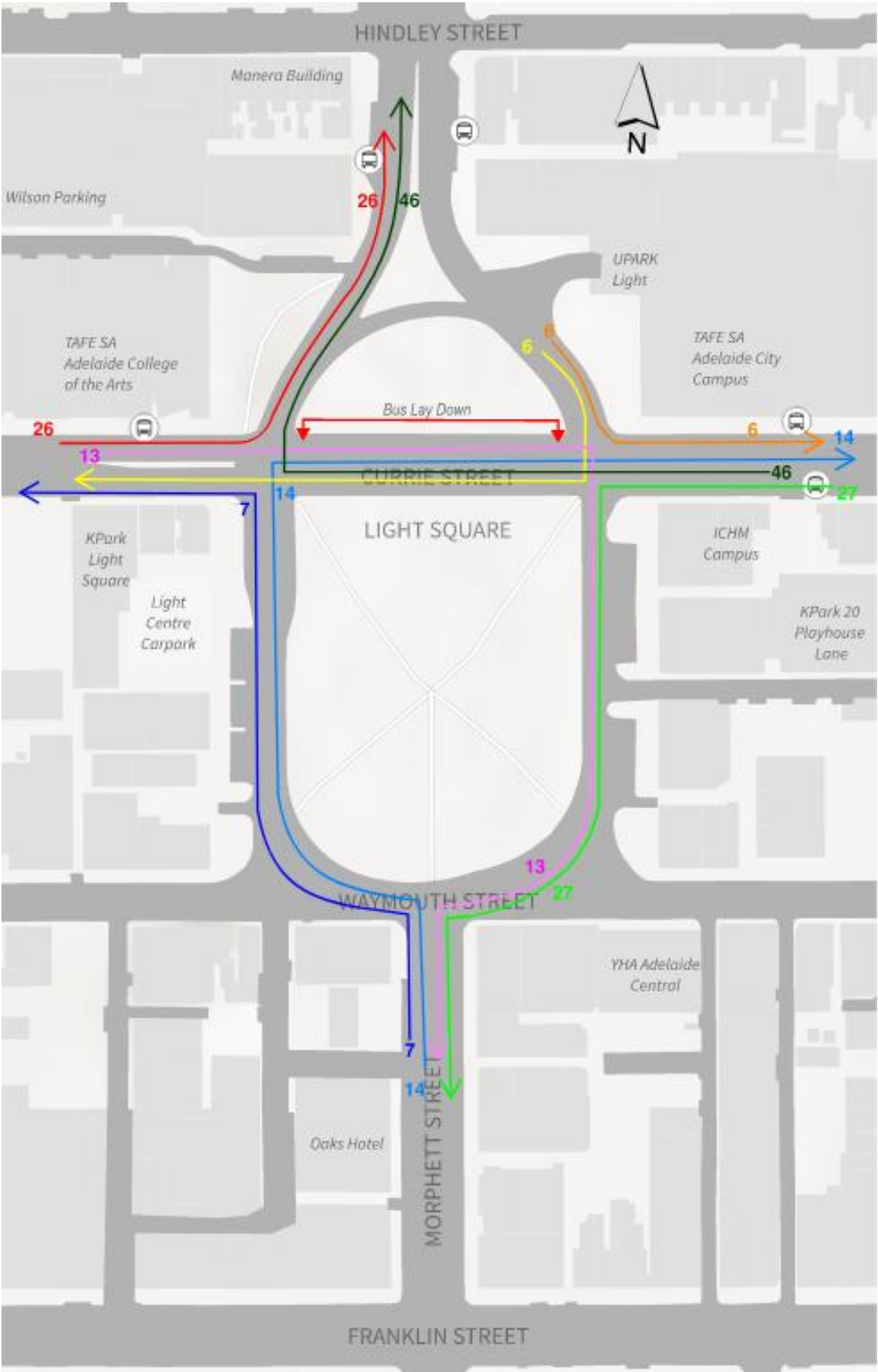


Figure 4-3: In Service Bus Services – Turning Movements at the Square

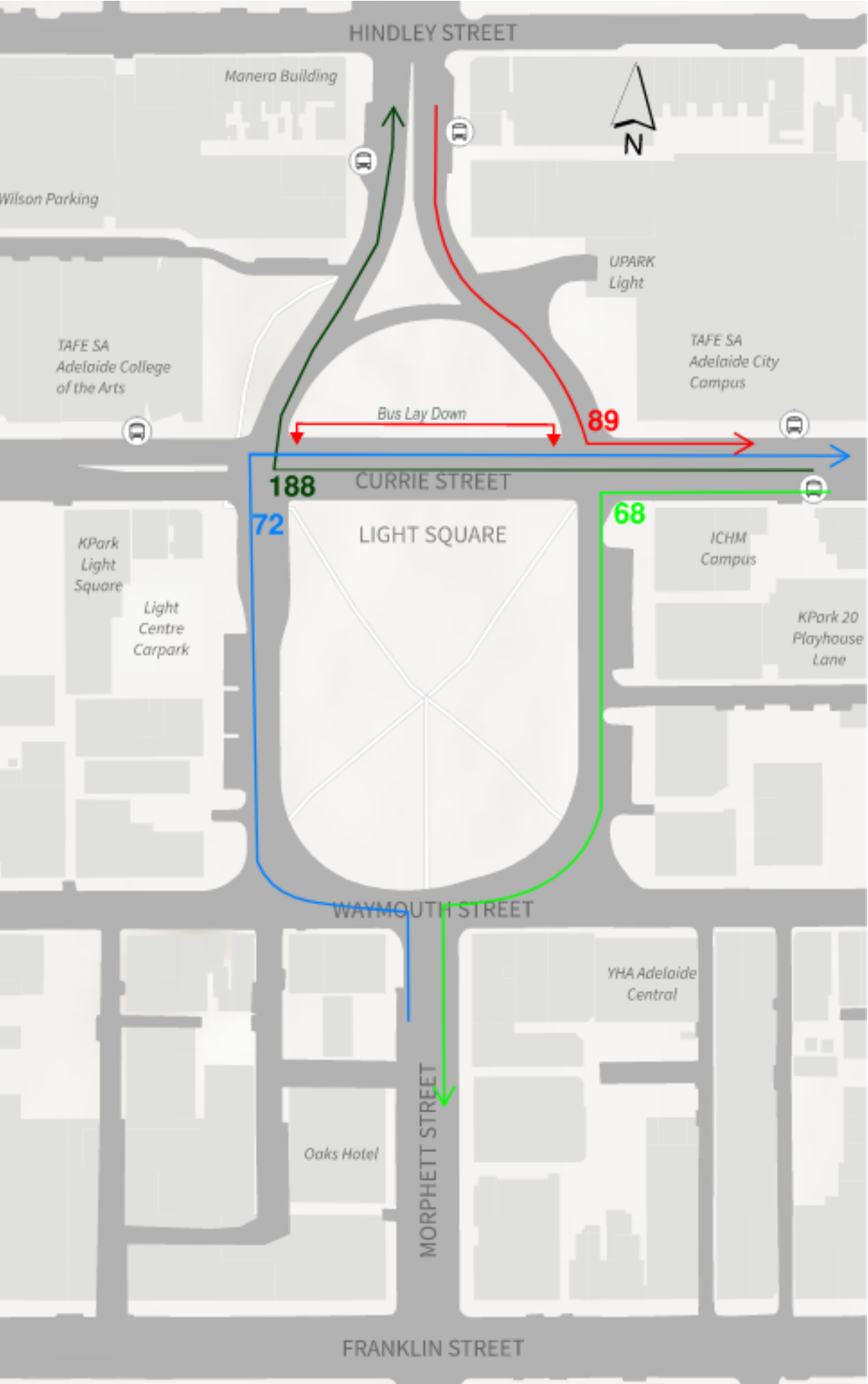


Figure 4-4: NOT In-Service Bus Services – Turning Movements at Light Square/Wauwi

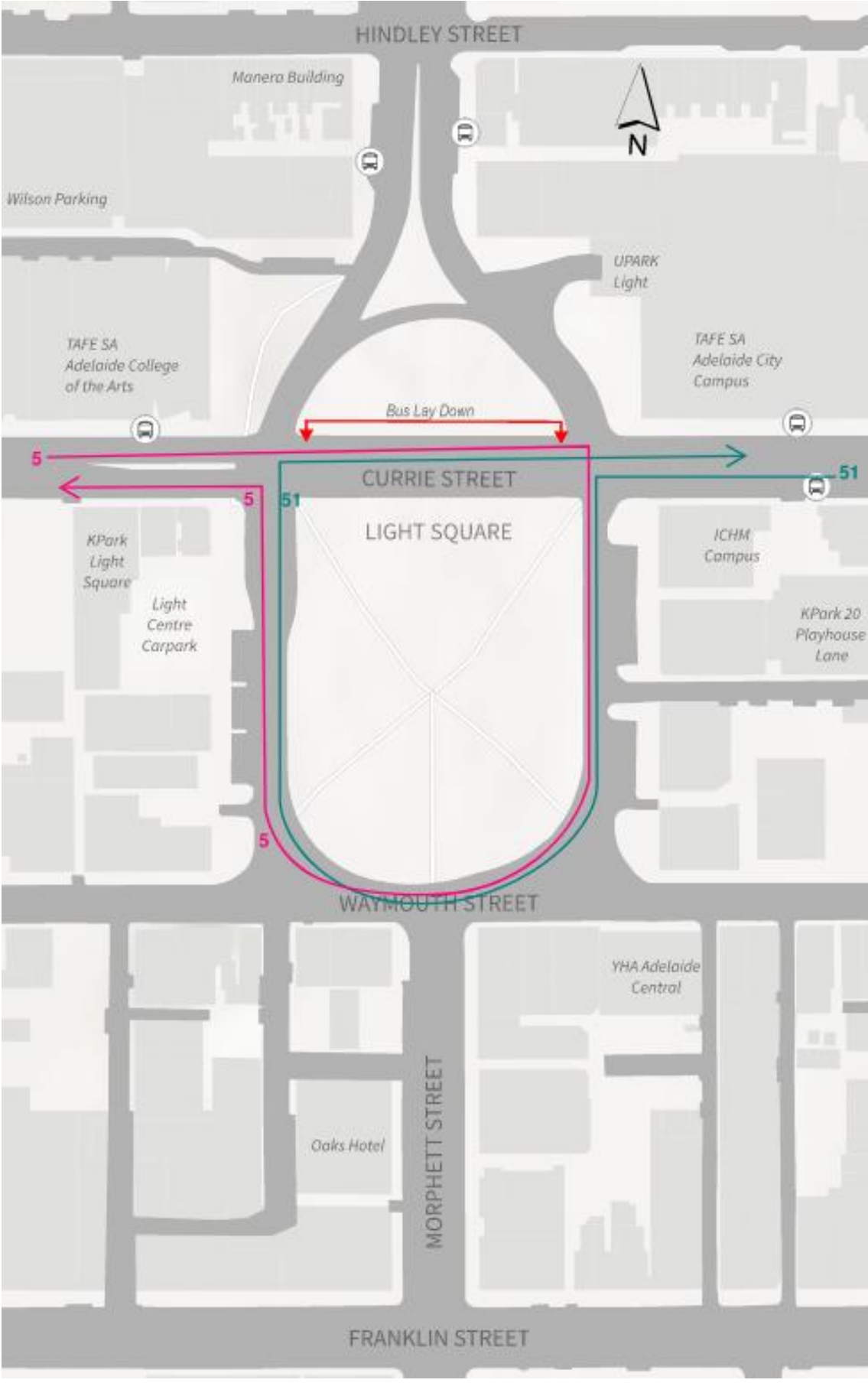


Figure 4-5: NOT In-Service Bus Services – U-Turns at the Light Square/Wauwi

4.4 Pedestrian Connectivity

Pedestrian connectivity within Light Square/Wauwi is considered to be limited for linear travel paths (e.g., east-west/north-south) and poor for diagonal travel paths (southwest–northeast/northwest–southeast) passing through the centre of Light Square/Wauwi.

Footpaths around the external periphery of the Light Square/Wauwi (i.e., along Light Square/Wauwi northbound and southbound legs) are a minimum 3.0 m wide and verge along the western outer edge in the range of 9.0 m. Paved paths are provided through the central Light Square/Wauwi, offering an opportunity to walk through Light Square/Wauwi and reduce overall walking distance for various pedestrian routes. Key pedestrian desire lines observed during the site visit are shown in Figure 4-6.

The following key pedestrian desire lines were observed at through and around Light Square/Wauwi:

- 1. Northwest (Currie Street) to southeast (Waymouth Street) – through Light Square/Wauwi.
- 2. Southwest (Waymouth Street) to northeast (Currie Street) - through Light Square/Wauwi.
- 3. East-west movements along the northern side via Currie Street.
- 4. East-west movements along the southern side of Waymouth Street.
- 5. North-south movements along the eastern side of the Light Square/Wauwi.
- 6. Pedestrians were also observed to use the north-south pedestrian crossing at Waymouth Street and Morphett Street intersection.

The diagonal pedestrian movements were considered to experience a below-average level of service, as pedestrians traversing diagonally through Light Square/Wauwi are required to cross up to four traffic flows:

- Up to two traffic flows at the Currie Street signalised intersection.
- An unsignalised crossing across the southbound (or northbound) leg of Light Square/Wauwi.
- An Unsignalised crossing across the left turn slip lane (to Waymouth Street in the southeastern corner or from Waymouth Street in the southwestern corner).

Diagonal pedestrian movements through Light Square/Wauwi require pedestrians to cross three traffic lanes at an unsignalised crossing in the southeastern corner and two traffic lanes in the southwestern corner. These unsignalised crossings expose pedestrians to a higher crash potential, rendering them unattractive. Site observations identified the following:

- 20 pedestrians (average during peak hour) use the unsignalised crossings in the southeastern corner.
- 30 pedestrians (average during peak hour) use the unsignalised crossing in the southwestern corner.
- 60 pedestrians (average during peak hour) use the signalised pedestrian crossing at the Waymouth Street intersection.



One crash involving a pedestrian, resulting in a minor injury, was reported during the most recent five-year period at the southeastern unsignalised pedestrian crossing. Refer to Section 4.6 for historical crash data analysis.

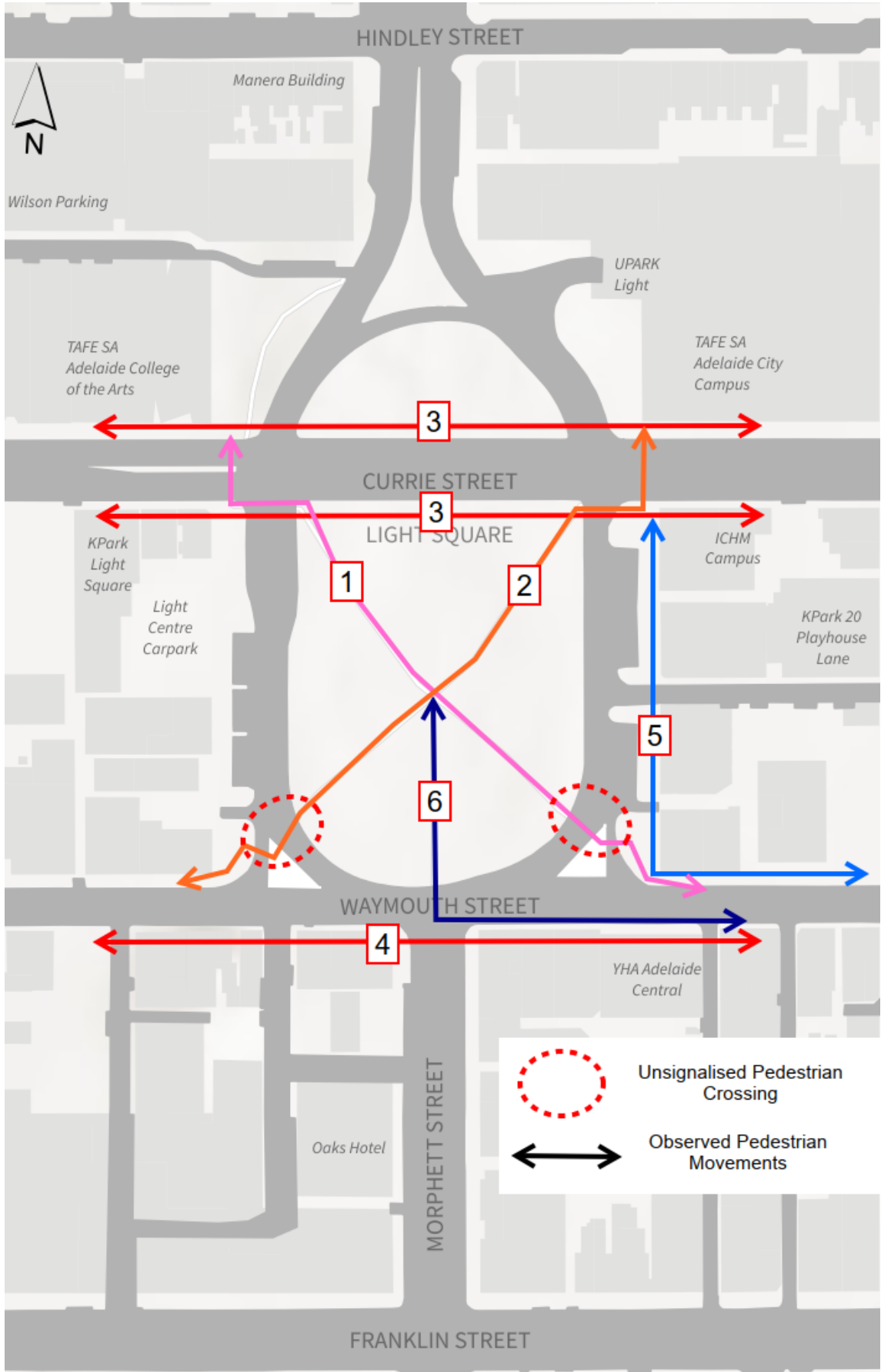


Figure 4-6: Pedestrian Connectivity and Desire Lines at Light Square/Wauwi

4.5 Cycling Connectivity

Light Square/Wauwi forms a key part of the cycling network within the CBD, linking with the key north-south bike route across the River Torrens (Montefiore Road bridge), the River Torrens Linear Trail and east-west bike route on Waymouth Street/Pirie Street.

Dedicated kerbside bicycle lanes are provided in the north-south direction through Light Square/Wauwi. Additionally, off-road sealed paths are provided through the Light Square/Wauwi centre and also a short path in the north-western corner of the Light Square/Wauwi (adjacent to the TAFE SA Adelaide College of Arts). Refer to Figure 4-7 for the existing cycling network at Light Square/Wauwi.

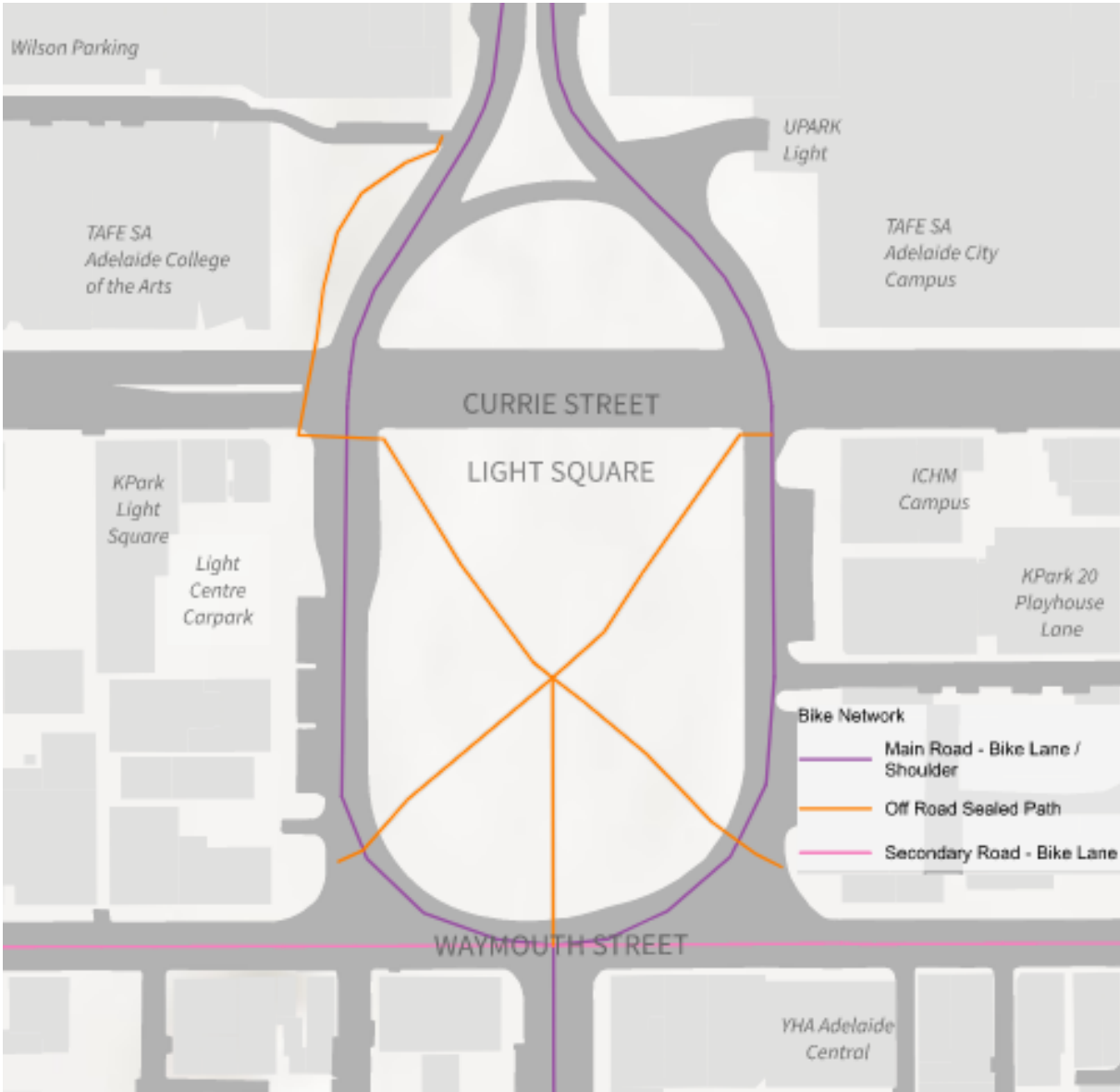


Figure 4-7: Existing Cycling Network at Light Square/Wauwi

The Strava® Metro Map was used to understand the existing cyclists' movements into and out of Light Square/Wauwi and its surroundings. Figure 4-8 and Figure 4-9 show typical cyclist movements during the AM and PM Peak Periods.



Figure 4-8: Typical Cyclist Volumes – AM Peak Period

As shown in Figure 4-8, while both Hindley Street and Waymouth Street have full-time on-street bicycle lanes, and no bicycle lanes along Currie Street, cyclist demand along Hindley Street and Currie Street was observed to be higher than along Waymouth Street (between West Terrace and Light Square) during the AM peak period.

Currie Street is not a designated cycling route; however, data from Viva City Data motion sensors identified cyclists regularly using the road (riding in the bus lane) and footpaths along it.

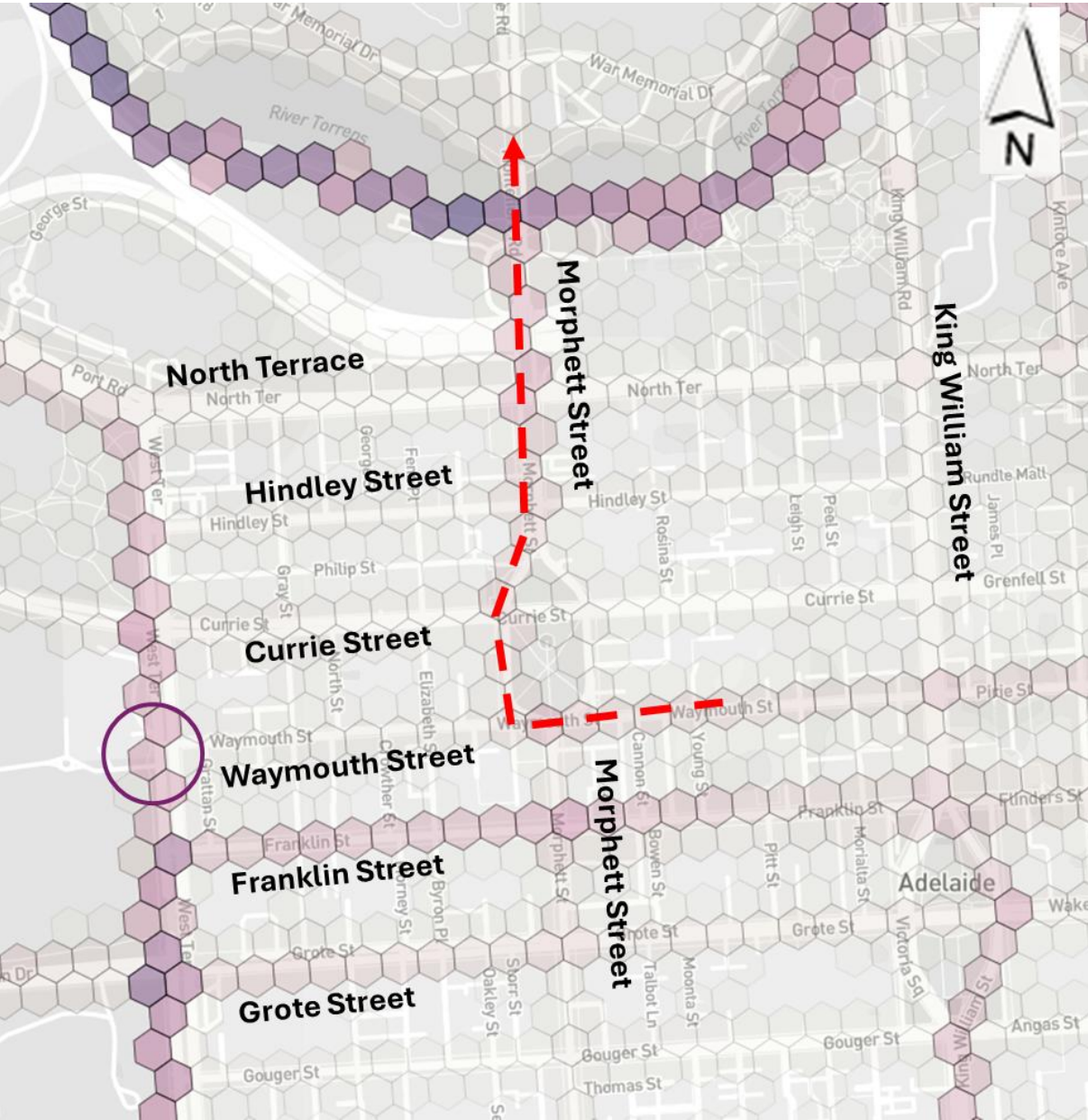


Figure 4-9: Typical Cyclist Movements – PM Peak Period

During the PM peak period, cyclists' demand on Waymouth Street (between Morphett Street and West Terrace) was estimated to be lower than on Currie Street and Hindley Street. Franklin Street was estimated to attract a significantly high demand, possibly due to an unsignalised intersection at West Terrace and Waymouth Street, which requires cyclists to cross up to eight traffic lanes. It appears the westbound cyclist demand shifts to Franklin Street or uses Light Square/Wauwi /Morphett Street to access the River Torrens Linear Park.

4.6 Crash History

Crash History Data for the most recent five-year period (2019 – 2023) sourced from the SA Location Viewer portal was reviewed and findings summarised in this section.

4.6.1 Total Crashes

- The historical crash data indicated that a total of 72 crashes occurred within Light Square/Wauwi. In summary:
- 30% (21 crashes) resulted in casualties, with 8% (6 crashes) requiring hospitalisation due to serious injuries.
 - The remaining 62% of crashes were classified as property damage only.
 - 76% of crashes (55 out of 72) were reported to have occurred at the three signalised intersections.
 - 17% (12 crashes) were classified as rear-end,
 - 21% (15 crashes) were classified as side swipes, and
 - 25% (18 crashes) were right-angle crashes.

Table 4-2: Total Crashes within the vicinity of Light Square/Wauwi

CRASH TYPE	RIGHT ANGLE	RIGHT TURN	REAR END	SIDE SWIPE	HIT PED	HIT FIXED OBJECT	BIKE	TOTAL	TOTAL INJURY	TOTAL PROPERTY DAMAGE
Number	18	7	13	16	15	3	(11)	72	23	49

Site observations have identified that right turns filter on Currie Street, allowing traffic to turn right to travel north (right turn at the western intersection) or south (right turn at the eastern intersection) when a safe gap is identified in the through traffic on Currie Street. Some of the right angle and right turn crashes can be attributed to these filter right turn movements at the traffic lights. A high number of side swipe and rear end crashes (40%) are typically due to driver inattention.

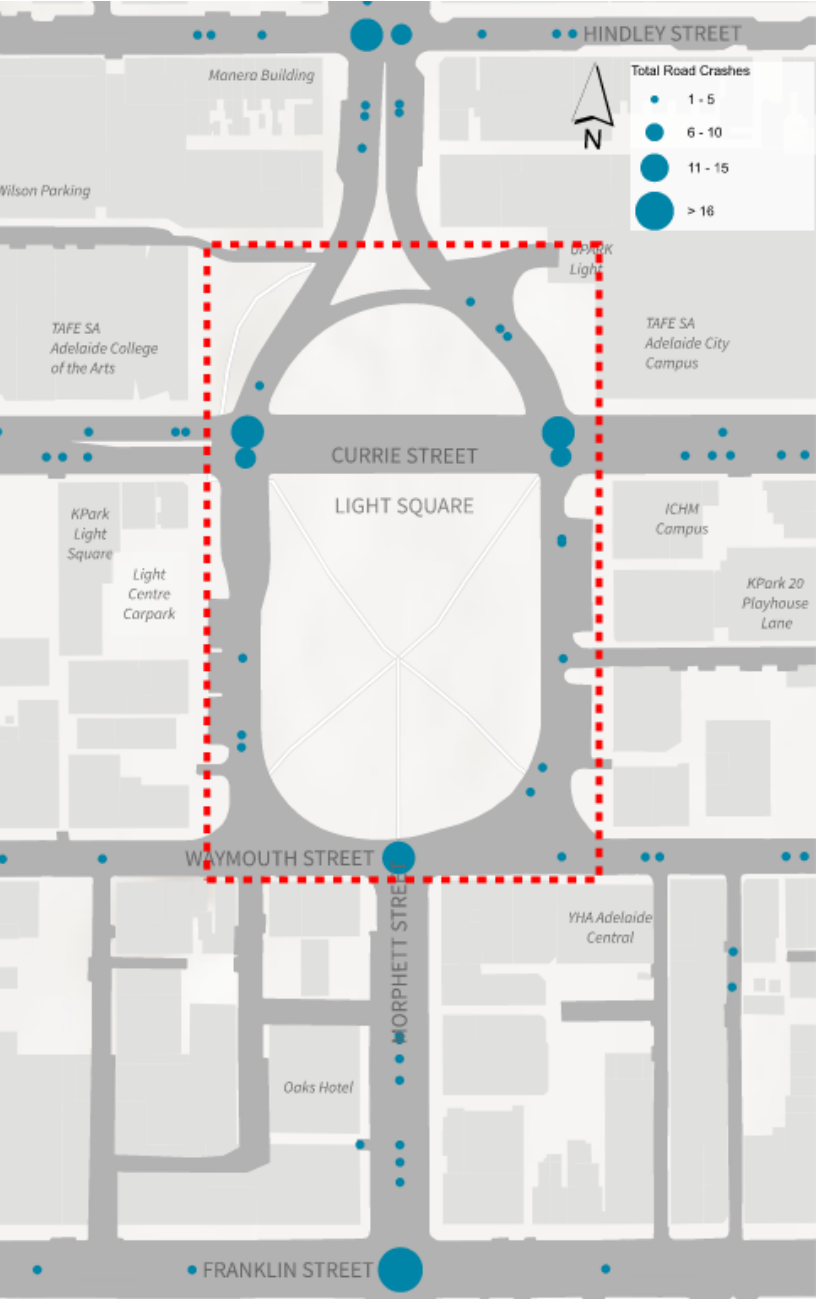


Figure 4-10: Total Road Crashes (Location SA :2019 – 23)

4.6.2 Cyclist and Pedestrian Crashes

A review of the crash data indicated that 26 out of 72 (36%) of crashes involved a pedestrian or a cyclist. As shown in Figure 4-11 the majority of the pedestrian crashes occurred at the two signalised intersections at Currie Street, while the majority of the cyclist crashes were reported at the Waymouth Street and Morphet Street intersection.

Two crashes were reported at mid-block locations where a designated pedestrian crossing is not provided. Four crashes at mid-block locations involving cyclists (3 on the eastern leg of Light Square/Wauwi and 1 on the western leg) were reported.

Six crashes involving cyclists were reported at the Waymouth Street/Morphett Street Intersection, with a significant majority being side swipe crashes indicating potential negligence by motorists.

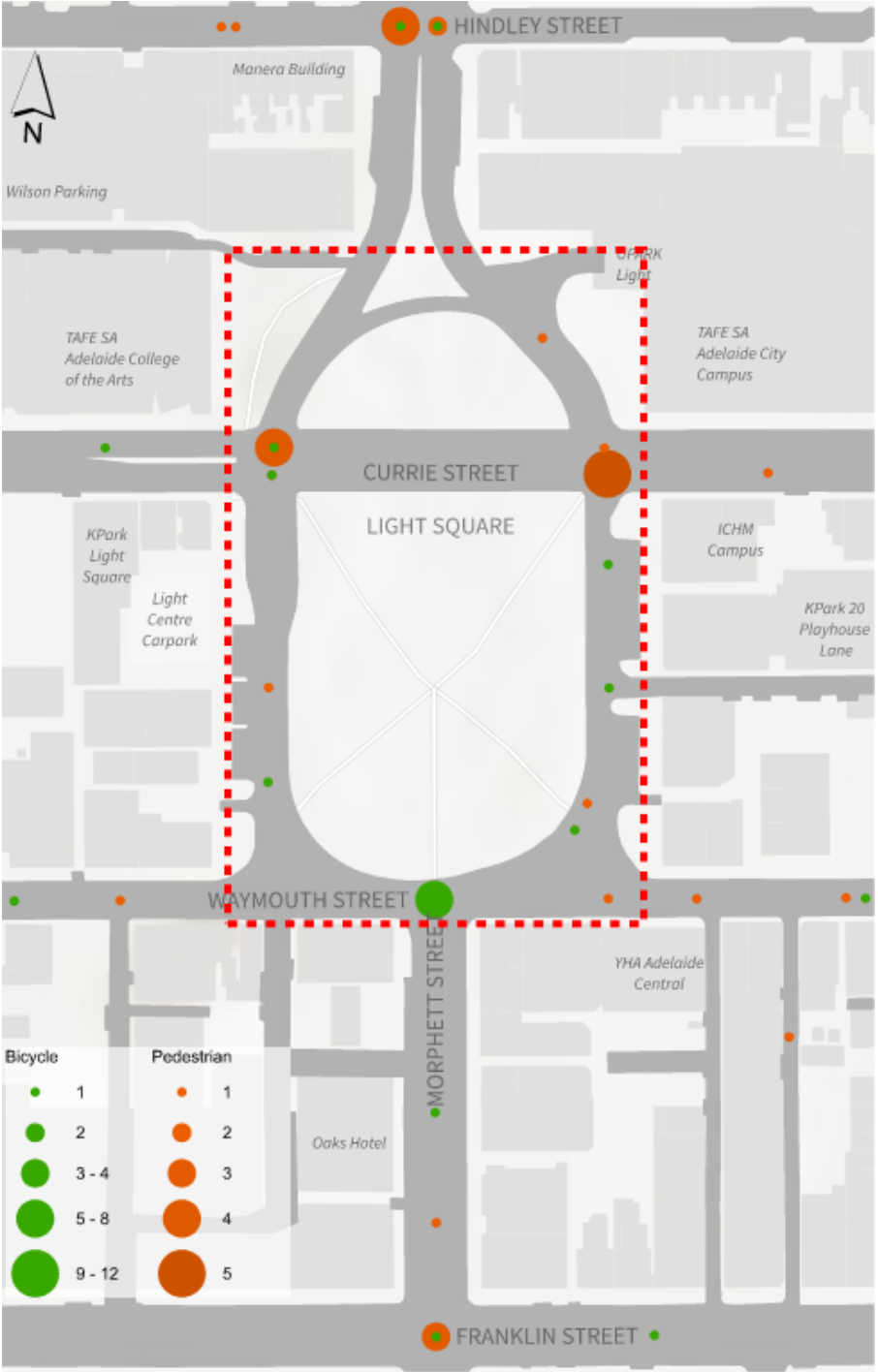


Figure 4-11: Road Crashes Involving Pedestrians and Cyclists (Location SA :2019 – 23)

4.7 Vehicle Movements

4.7.1 Peak Periods

The peak hour for an individual intersection is typically observed to occur between 7:00 am – 9:00 am (morning peak hour) and 3:00 pm – 6:00 pm (afternoon peak hour), the options have the potential to alter traffic movements throughout the day. Hence, traffic analysis is considered a three-hour peak period in the morning (7:00 am – 10:00 am) and in the afternoon (3:00 pm – 6:00 pm), which also aligns with the DIT’s guidelines for the peak periods used for traffic modelling.

Several AddInsight receptors using 3G technology stopped collecting and transferring data since the 3G service disconnected in October 2024. WGA therefore extracted Tom Tom Move® and AddInsight data from August 2024 for consistency.

While it is acknowledged that some of the businesses within the CBD may experience a peak hour between 10am and 3pm, the traffic generation during the business peak hour is not observed to reach the same levels as that of the morning or afternoon commuter peak hours.

4.7.2 Traffic Entering and Exiting Light Square/Wauwi

To accurately identify impacts of the options, it is critical to understand the existing vehicular movement to, from and passing through Light Square/Wauwi WGA used origin-destination data from Tom Tom Move®, an analytics platform that uses GPS data collected from phones and navigation systems (within individual vehicles) to show discrete vehicle movements.

Figure 4-12 and Figure 4-13 shows the percentage of traffic entering and exiting Light Square/Wauwi from each approach, during the AM and PM peak periods, respectively.

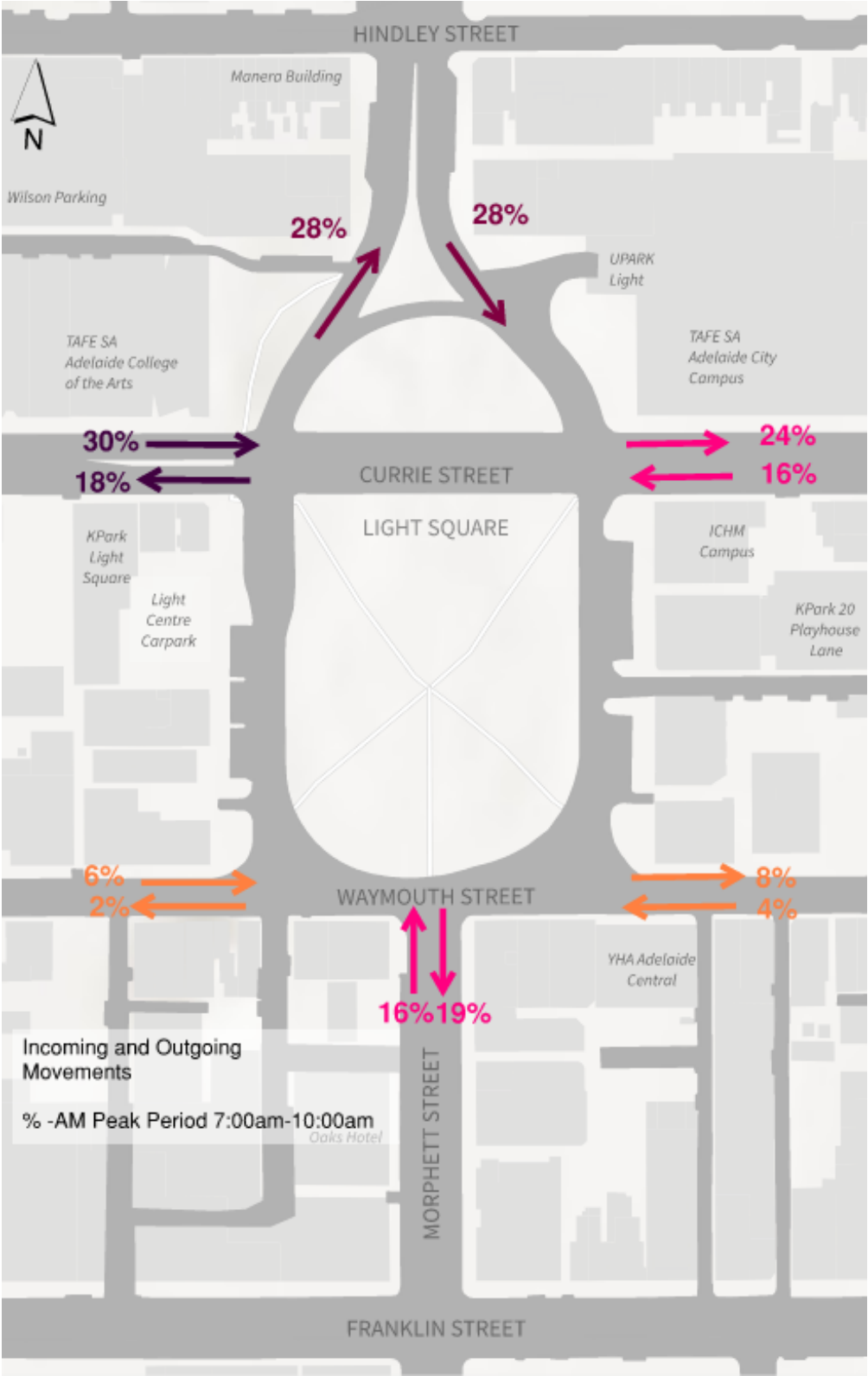


Figure 4-12: Origin Destination AM Peak Period (7:00am- 10:00am)

During the morning peak period, the majority of the traffic was estimated to enter Light Square/Wauwi via Currie Street west (30%), Morphet Street north (28%), Currie Street east (16%) and Morphet Street south (16%). The remaining traffic (10%) entered via Waymouth Street.

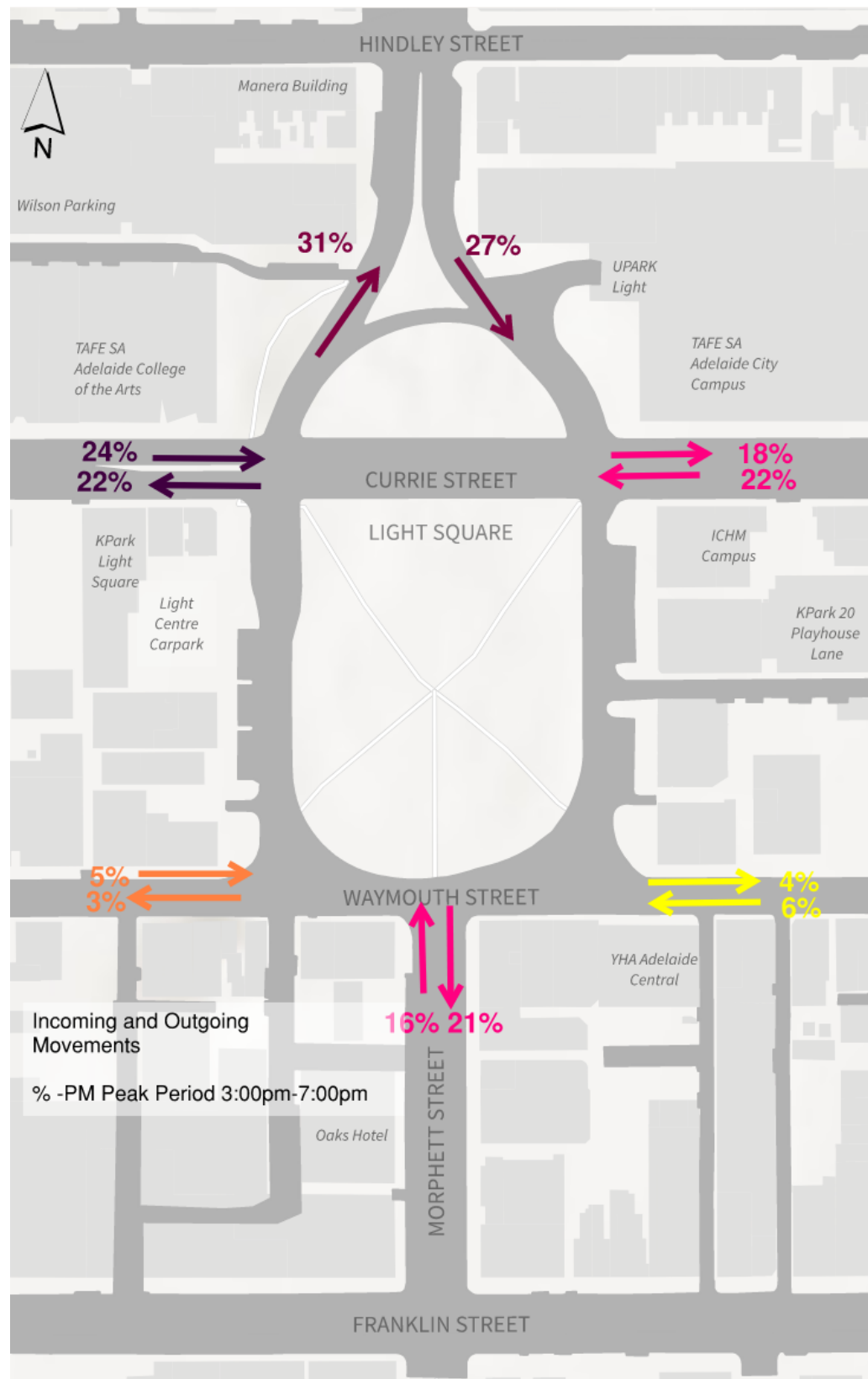


Figure 4-13: Origin Destination PM Peak Period (3:00pm -7:00pm)

During the afternoon peak period, the majority of the traffic was estimated to enter Light Square/Wauwi via Morphett Street north (27%), Currie Street west (24%), Currie Street east (22%) and Morphett Street south (16%). The remaining traffic (11%) entered via Waymouth Street.

Nearly a third (31%) of the traffic leaving Light Square/Wauwi was estimated to travel north on Morphett Street, with Currie Street (east and west legs) and Morphett Street south contributing similar splits, between 18 to 21%.

4.8 Emergency Vehicle Movements

The South Australian Metropolitan Fire Services (SAMFS) station is located on Wakefield Street in Adelaide CBD. It is understood that bridges on King William Street and Frome Road across the River Torrens have a load limit of 26 tonnes, which restricts the movements of SAMFS fire trucks. As such, Montefiore Road (via Light Square/Wauwi) provides the only access to and from North Adelaide for SAMFS vehicles; the alternative access routes via the inner ring route would be significantly longer. The most direct route between the Wakefield Fire Station and North Adelaide passes through Light Square/Wauwi. Both options propose retaining the north-south traffic movement as it currently feasible.

Currently, there is no coordination of traffic signals for emergency vehicles in within Light Square/Wauwi; however, this could be developed as part of the preferred option. Implementing signal coordination has the potential to significantly reduce emergency response times and improve overall traffic flow.

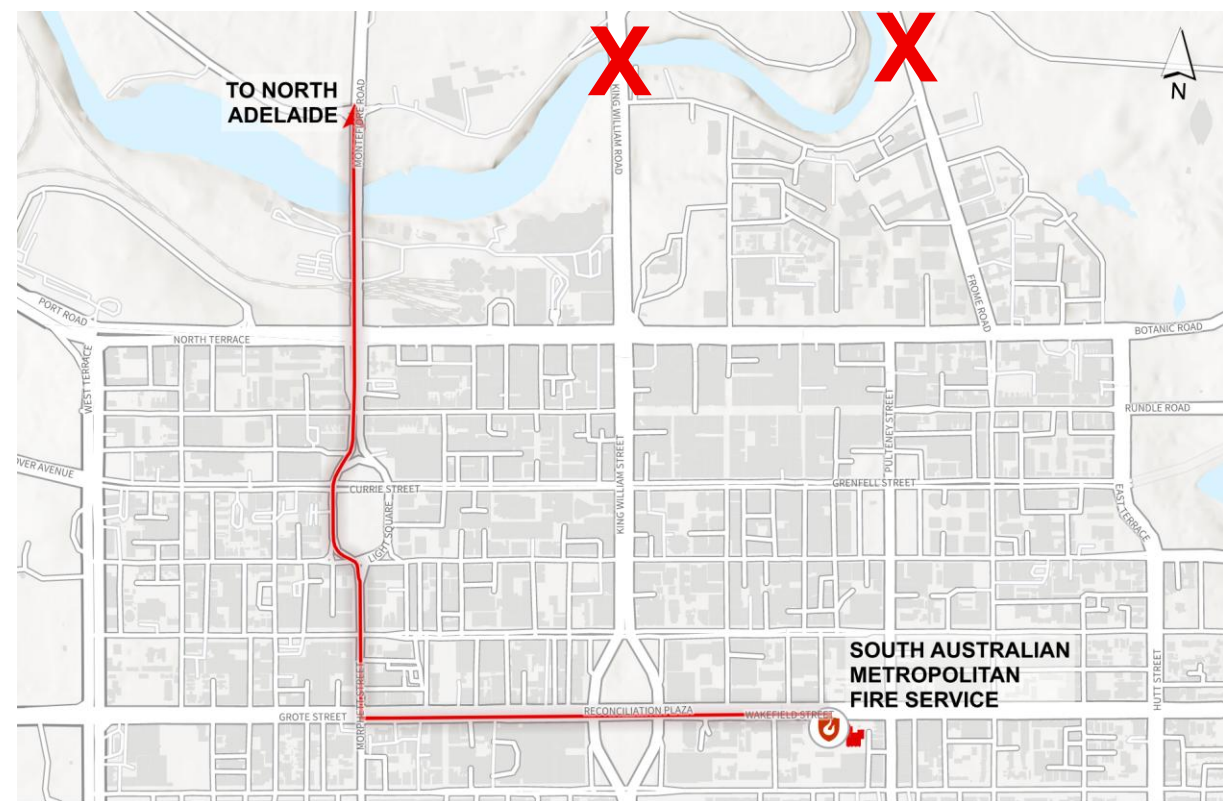


Figure 4-14: Emergency Vehicle Route

4.9 Origin and Destination

4.9.1 Traffic From/To North

TomTom Move indicated that, during the AM Peak Period 17% of the traffic travelling southbound on the Montefiore Road bridge (crossing the River Torrens) is passing through Light Square/Wauwi to a destination outside the CBD. In comparison, the remaining 83% is believed to have a destination within the CBD.

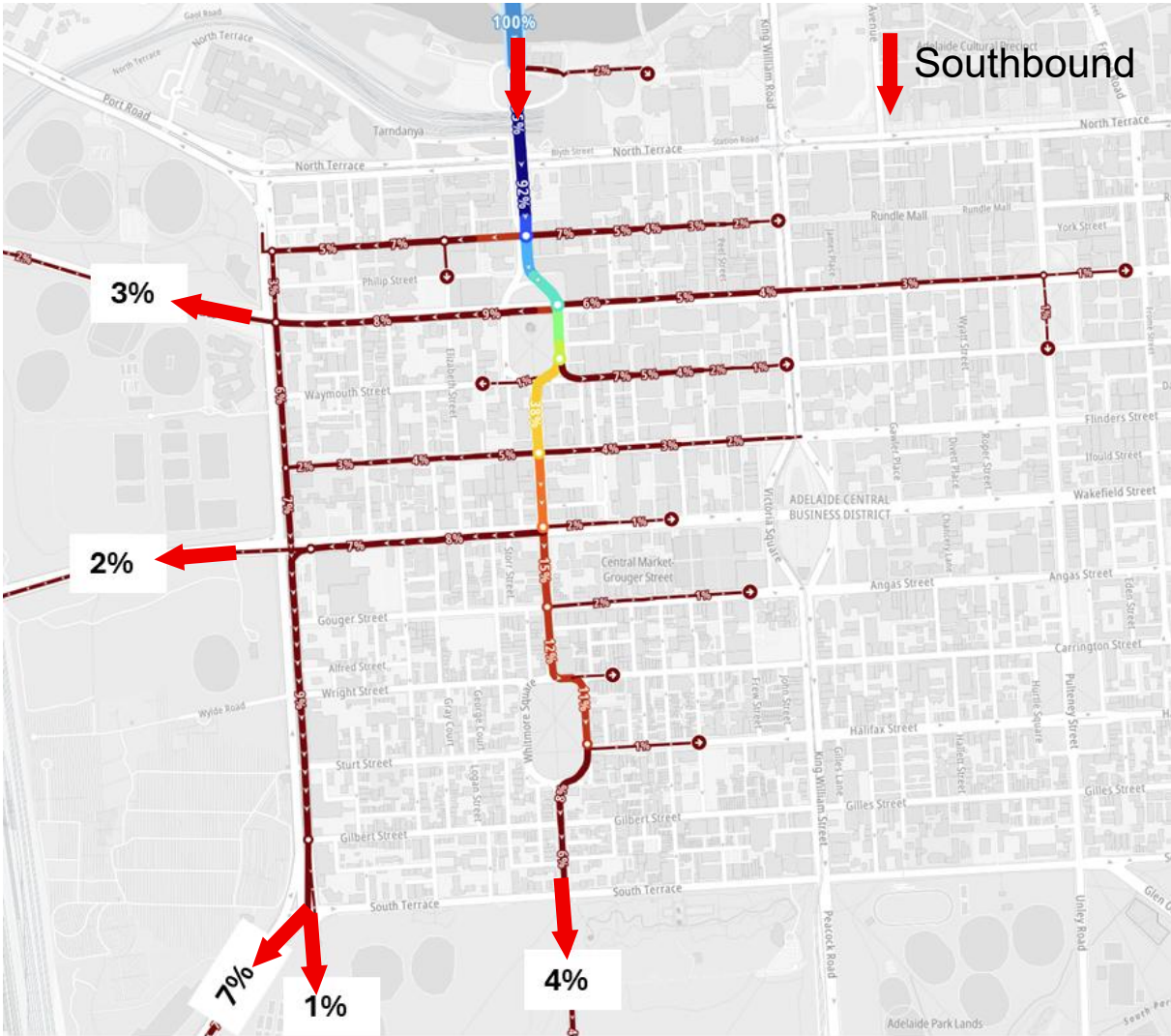


Figure 4-15: Destination of traffic travelling southbound across the River Torrens AM Peak Period (Montefiore Road)

During the afternoon peak periods, over a quarter (27%) of the traffic travelling in the southbound direction on the Montefiore Road bridge was estimated to have a destination outside the CBD.

During the morning peak period, nearly half (49%) of the traffic using the Montefiore Road bridge travelling northbound was estimated to originate outside the CBD and pass through Light Square/Wauwi. In particular, 22% of the traffic entered the CBD via Anzac Highway, 11% via Sir Lewis Cohen Avenue (which becomes Morphett Street within the CBD), before passing through Light Square/Wauwi to travel northbound across the River Torrens (Montefiore Road bridge).

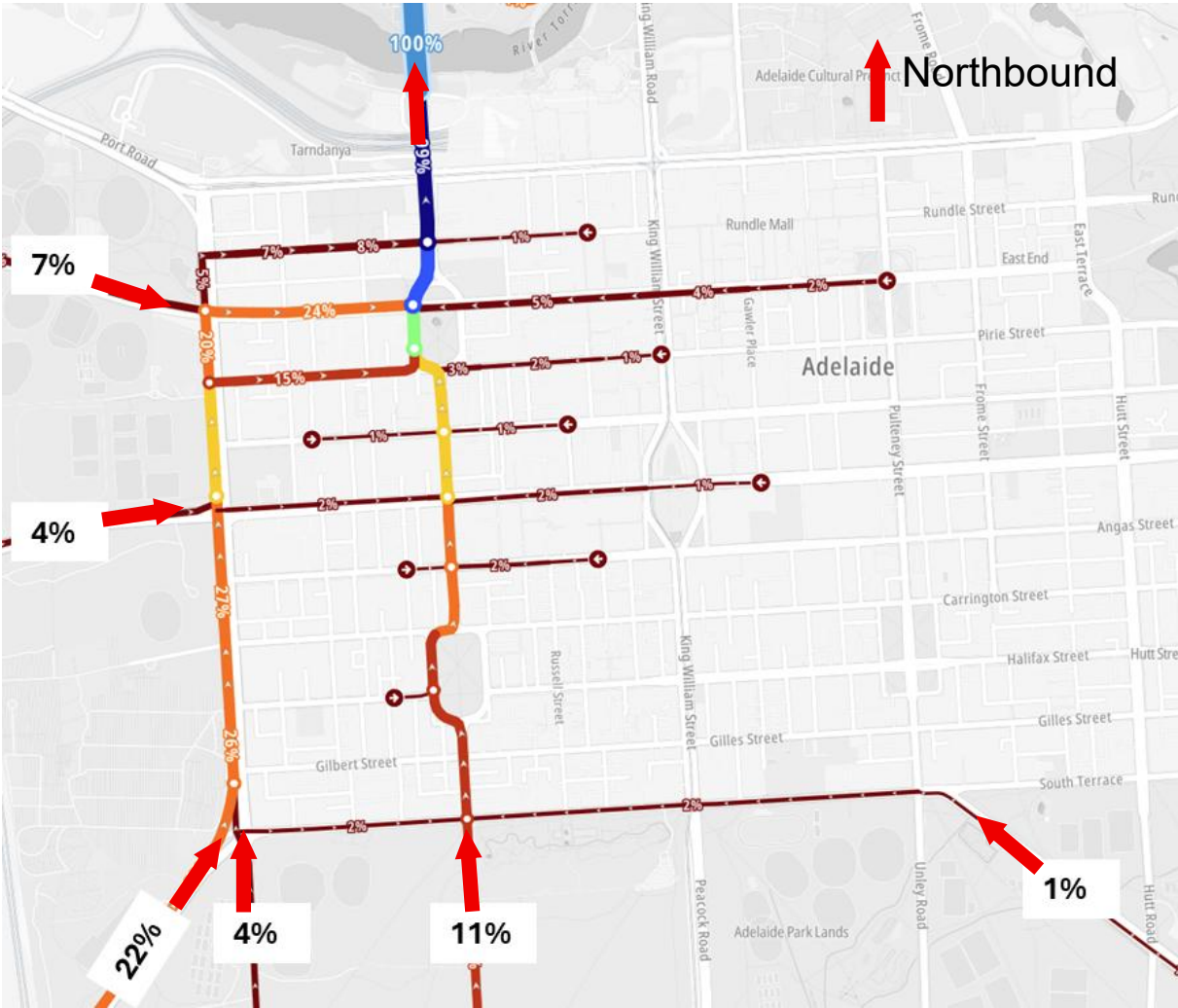


Figure 4-16: Origin of traffic travelling northbound across the River Torrens PM Peak Period (Montefiore Road)

During the afternoon peak period, nearly a third (49%) of the traffic travelling northbound on the Montefiore Road Bridge originated outside the CBD.

Based on TomTom Move Origin-Destination analysis, between 17% (in the morning peak period) and 48% (in the afternoon peak period) of the traffic passing through the Light Square/Wauwi is estimated to have an origin or destination outside the CBD. Namely, nearly 1 in 5 vehicles in the morning peak period and 1 in 2 vehicles in the afternoon peak period are 'passing traffic', using the Light Square/Wauwi and the CBD road network to access a destination in North Adelaide or beyond (outside the CBD).

4.9.2 Substitute for Restricted Right Turns at King William Street Intersections

Right turns at the majority of the intersections along King William Street are restricted from 7:00 am to 7:00 pm on weekdays. With right turn restrictions into and out of side streets, traffic originating from the eastern half of the CBD and travelling to north and northwest have limited options in Frome Street or Pulteney Street, leading to North Terrace or travel to Morphett Street (to Churchill Road/ Prospect Road) or West Terrace (to Port Road).

As shown in Figure 4-17, a small 5% in the AM Peak Period and 10% in the PM Peak Period, of the traffic undertaking right turn from Currie Street to travel north on Morphett Street/Montefiore Road was estimated to originate to the east of King William Street.

Similar to Currie Street, up to 5% of the traffic turning right at Waymouth Street to travel north through Light Square/Wauwi was estimated to originate from the east of King William Street.

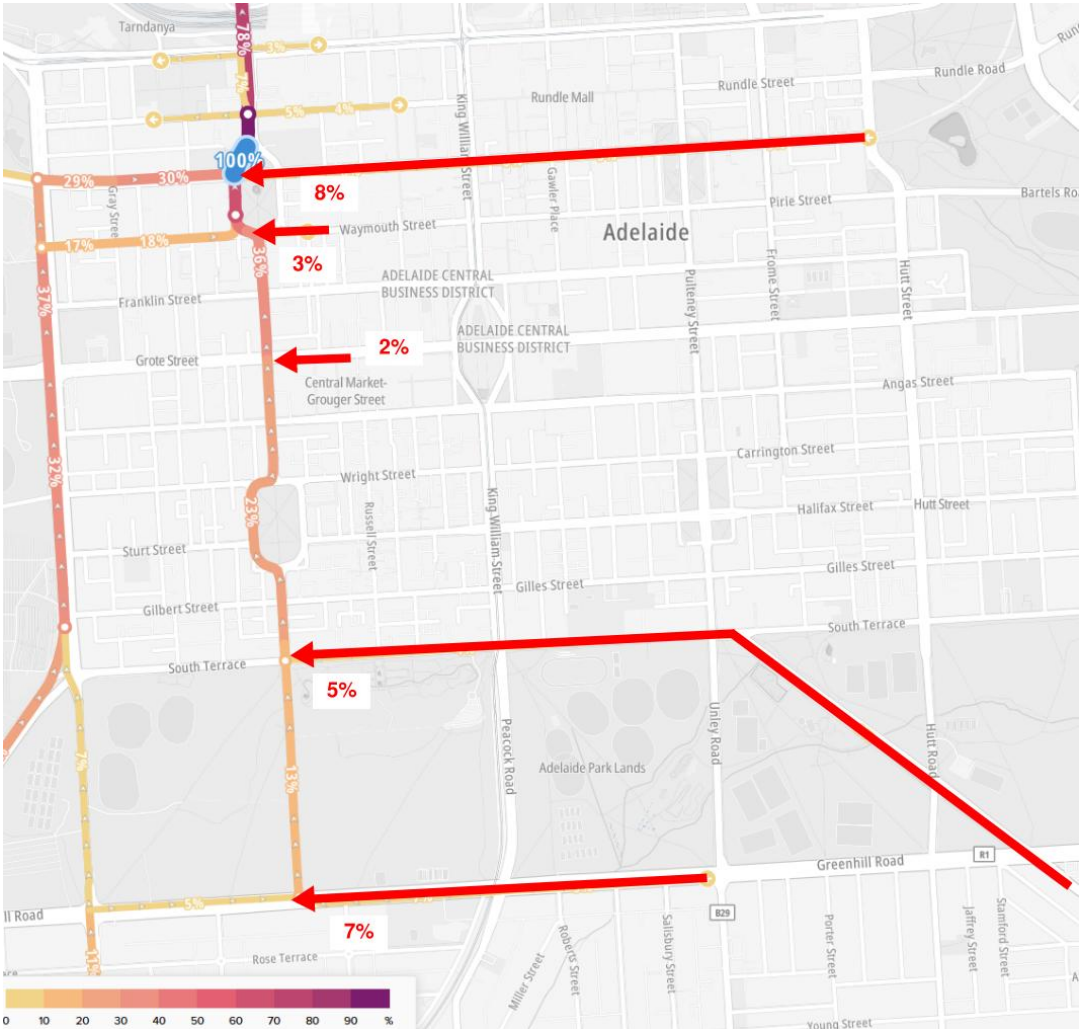


Figure 4-17: Substitute for Restricted Right Turns at King William AM Peak Period

4.10 Parking

4.10.1 On-Street Parking

Time-restricted, paid, on-street parking is provided on both the eastern and western sides of Light Square/Wauwi, with each side configured with 19 angled (90°) parking bays. The existing parking provision at Light Square/Wauwi is summarised in Table 4-3.

Table 4-3: Existing Parking Provision at Light Square/Wauwi

STANDARD BAYS	ACCESSIBLE BAYS	LOADING ZONE	TOTAL
Light Square/Wauwi – East Leg			
13 standard bays 2 Plug in Electric Vehicles 2 with no parking during 8am – 6pm*	1	1*	16
Light Square/Wauwi – West Leg			
17 standard bays 2 Permit Zone bays*	1	-	18

* not included in parking provision calculations

Thus, a total of 34 parking bays, including 30 standard bays, 2 accessible bays, 2 EV bays and 2 accessible bays, are provided at Light Square/Wauwi Two (2) bays on the eastern side, with parking restrictions during daytime (no parking 8am – 6pm), and two (2) permit bays on the western side were not counted in the general parking calculations due to the existing parking restrictions for these bays. These four bays, however, increase the total parking provision at Light Square/Wauwi to a total of 38 bays.



Figure 4-18: Light Square/Wauwi – Eastern Side Parking Conditions

Additionally, on the western side, there is a motorcycle parking area located immediately north of the Light Centre Carpark's access.

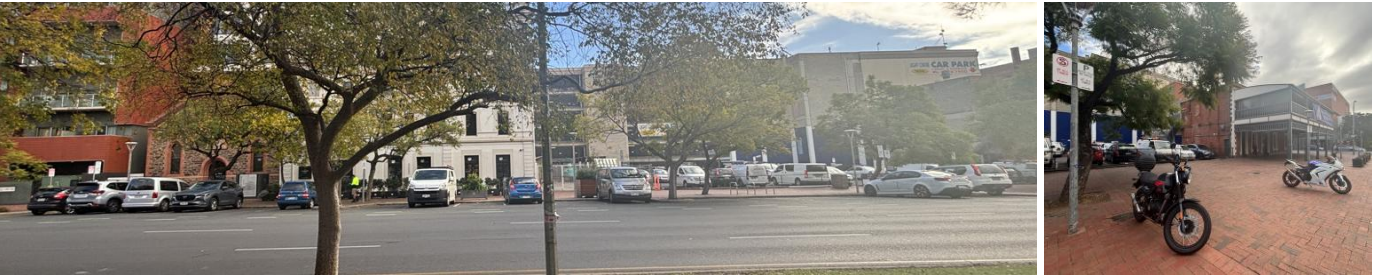


Figure 4-19: Light Square/Wauwi – Western Side Parking Conditions

The CoA has installed in-ground sensors to monitor the usage of on-street parking and loading zones throughout the CBD. Table 4-4 shows the maximum utilisation of these spaces during paid parking hours. Analysis of the sensor data revealed that the peak period for parking demand on both sides of the street occurs between 6:00 PM and 8:00 PM.

Table 4-4: On-Street Parking Utilisation

PARKING LOCATION	TIME PERIOD	MAX UTILISAITON (%)
Light Square/Wauwi – East Leg	Average (during paid hours)	54%
	Peak (6:00 pm – 8:00 pm)	85%
Light Square/Wauwi – West Leg	Average (during paid hours)	56%
	Peak (6:00 pm – 8:00 pm)	60%

Accessible parking bays were estimated to experience a consistent 46% utilisation on both sides, while the loading zone averaged 30%. Two Electric Vehicle bays on the eastern side were occupied on average 56% of the time.

Site observations identified that during the morning peak period, the northeastern area (just south of Currie Street intersection) was frequently used for drop-offs.

The on-street angle (90°) parking on both sides of Light Square/Wauwi has 4.8 m long parking bays allowing up to 0.6 m overhang over the kerb. Up to 5.8 m manoeuvring space is provided between the bicycle lanes. The overall arrangement provides up to 15.6 m width between the traffic lane and the kerb, which exceeds the Australian Standard (AS2890.5-2018) for On-street Parking requirements of 13.7 m for 90° angle parking.

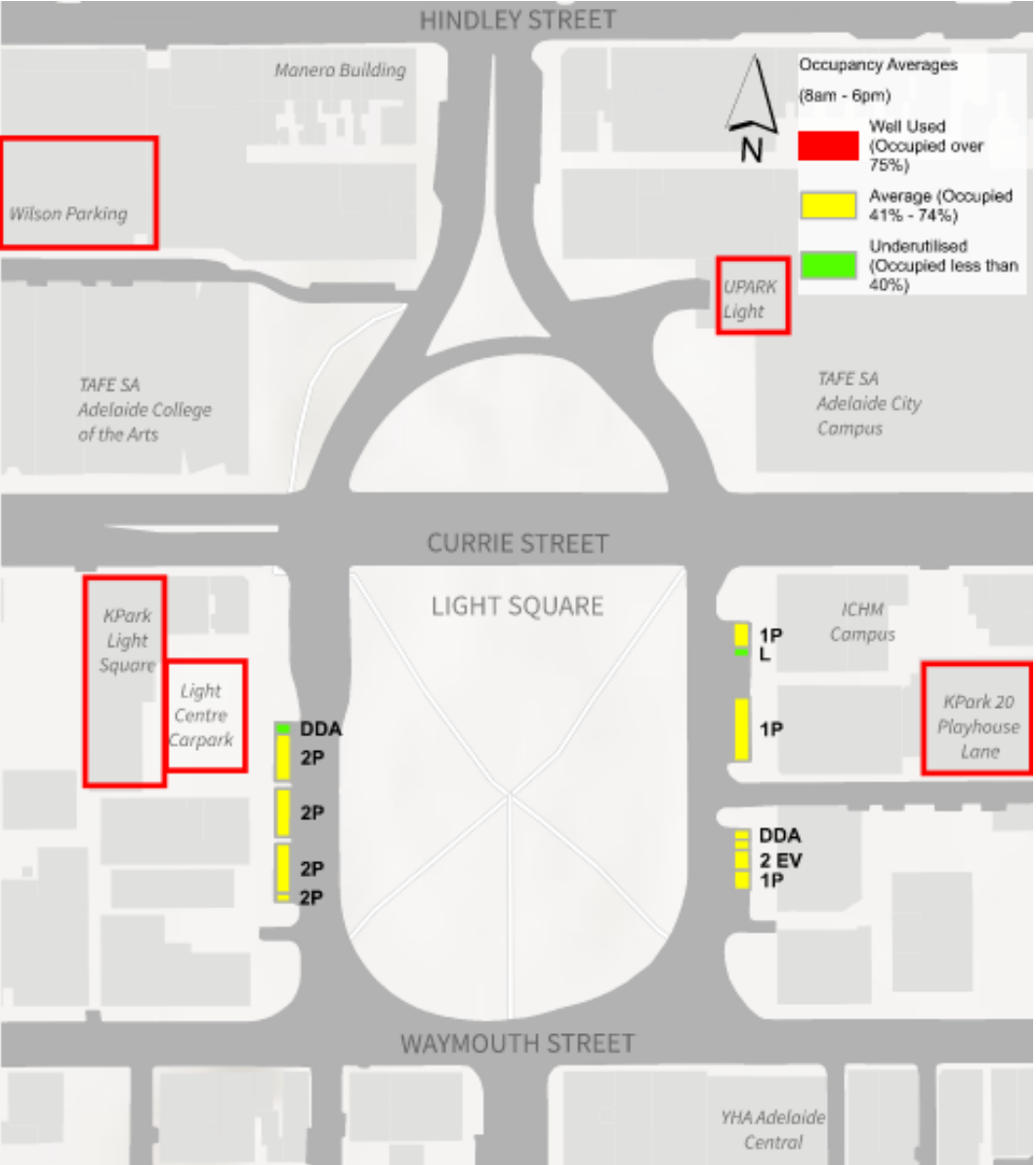


Figure 4-20: Parking Utilisation in the Light Square/Wauwi

4.10.2 Off-Street Parking

There are a multiple of undercover paid car parks in the vicinity of the Light Square/Wauwi, as shown in Figure 4-20.

4.10.2.1 UPark by City of Adelaide

Data was sourced for the UPark Light Square/Wauwi located at the rear of the TafeSA campus and UPark Topham Mall, both operated by CoA. Other car parks are not operated by CoA, hence occupancy data was not available.

Data for UPark Light Square/Wauwi facility indicated that the majority of traffic movements into the car park occurs between 8:00 am and 9:00 am, with 50% of the total car park capacity arriving during this time. This aligns with the discounted early bird entry cutoff period at 9.30 am and TafeSA classes start times. Similarly, highest traffic movements (exit) from the car park were observed to occur between 5pm and 6pm, again aligning with the end of business hours including that of TafeSA.

Data for UPark Topham Mall also indicated peak hour movements occurring between 8.00 am and 9.00 am, and 5.00PM and 6.00PM. UPark Topham Mall is accessible via the northern leg of the signalised intersection at Waymouth Street and Bentham Street.

4.10.2.2 KPark

KPark operates three car parks at/ near Light Square/Wauwi:

- 149 Currie Street – with two-way access off Currie Street (Approximately 260 spaces).
- 53 Light Square – directly accessible from the northbound leg of Light Square/Wauwi (Approximately 70 spaces).
- 20 Playhouse lane – accessible from the southbound leg of Light Square/Wauwi and Gilles Arcade linking to Currie Street (Estimated 375 spaces).

The KPark facility at 53 Light Square/Wauwi has its only access from the northbound leg of Light Square; thus, all traffic entering and exiting uses the northbound leg of Light Square/Wauwi.

Site observation identified traffic to/from the KPark facility on Playhouse Lane entering and exiting Light Square/Wauwi during peak hours.

4.10.2.3 Care Park

Care Park operates the Henry Waymouth Car Park (100 Waymouth Street) located at the northern end of Young Street. The subject car park has 680 parking spaces with main (two-way) access from Young Street and an exit-only access onto Bloor Court, offering an easy egress for vehicles to Currie Street.

5 LIGHT SQUARE/WAUWI REIMAGINED

5.1 Draft Master Plan Options

5.1.1 Option 1 – Light Square/Wauwi Northbound Carriageway shifted to the east

Option 1 for Light Square/Wauwi proposes to shift the northbound carriageway of Light Square/Wauwi between Waymouth Street (southern end) and Philip Street (northern end) to the east.

The potential relocation of the northbound carriageway to the east will necessitate converting the 90° parking on the eastern side of Light Square/Wauwi to parallel parking, thereby improving safety and increasing available space in Light Square/Wauwi. While the northbound carriageway will be shifted adjacent to the southbound carriageway (to the east of Light Square/Wauwi), access to the Light Centre Car Park, waste removal and emergency access to properties along the western edge of Light Square/Wauwi (69 to 79 Light Square/Wauwi must be maintained).

Option 1 will result in the following movements being removed:

- Northbound right turn from Light Square/Wauwi (at Currie Street western intersection)
- Westbound right turn from Waymouth Street to Light Square/Wauwi northbound
- Southbound right turn from Light Square/Wauwi (to travel westbound on Waymouth Street)
- Northbound U-Turn and right turn into UPark TafeSA car park
- Pedestrian Crossing at the western intersection on Currie Street

Option 1 will:

- Introduce a new movement that currently is not provided for – Eastbound through movement on Waymouth Street.
- Rearrange the pedestrian crossing at Waymouth Street and Morphett Street to provide crossings across all four approaches to the intersection.

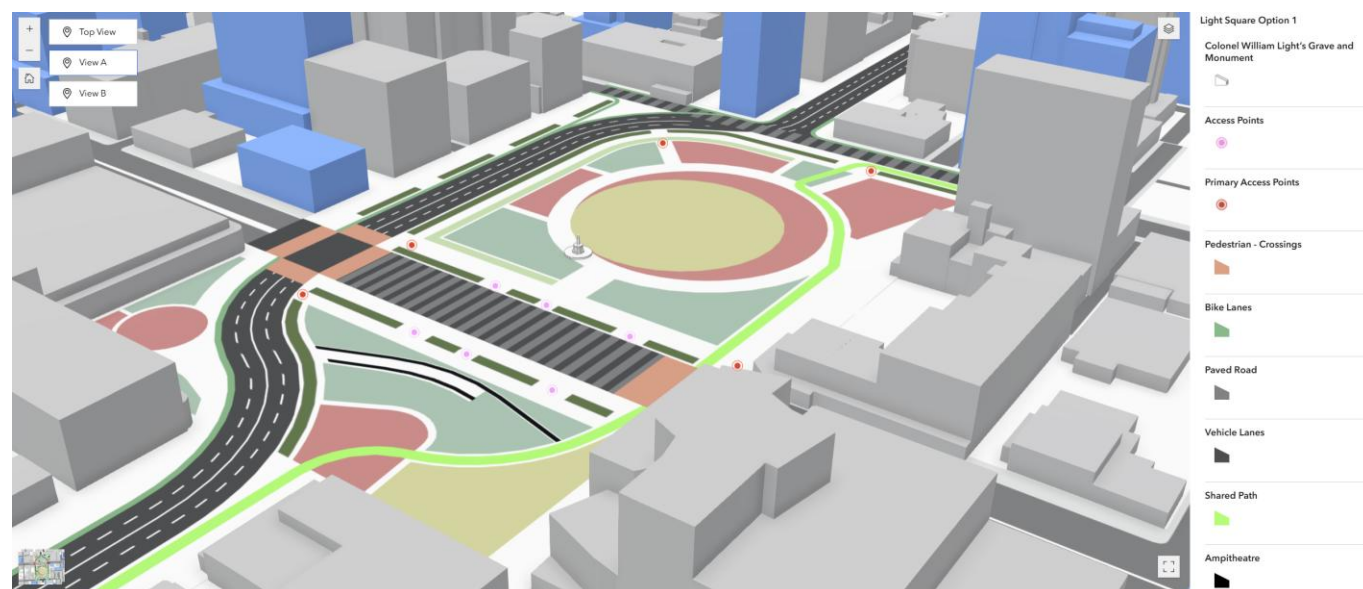


Figure 5-1: Light Square/Wauwi – Draft Master Plan Option 1

Under existing conditions, vehicles travelling eastbound on Waymouth Street can travel north on Light Square/Wauwi (western leg), turn right onto Currie Street, turn right onto Light Square/Wauwi (eastern leg) and turn left onto Waymouth Street to travel eastbound. This movement will be simplified through the provision of eastbound through movement on Waymouth Street.

Left turns at the Currie Street and Light Square/Wauwi (eastern intersection) and Waymouth Street and Morphett Street intersection will be retained.

Option 1 can also include converting 90° angle parking on both sides of Light Square/Wauwi to parallel parking, which will reduce the overall parking provision from the existing 38 spaces to 20 spaces in Light Square/Wauwi and increase the green space within and around Light Square/Wauwi.

The relocation of the northbound carriageway, along with the parallel parking, can increase the usable space in the Light Square/Wauwi by up to 9% whilst returning the western edge of Light Square/Wauwi for Park Lands purposes.

5.1.2 Option 2 – Reduced and Relocated Northbound and Southbound Carriageways

Option 2 proposes to reduce the number of northbound lanes (on the western leg of Light Square/Wauwi) from the current three lanes to two lanes.

Option 2 can also include conversion of the current 90° angle parking on both sides of the Light Square/Wauwi to parallel parking, which, along with the removal of one northbound traffic lane, can increase the usable space in Light Square/Wauwi by up to 15%.

Option 2 will retain all existing traffic movements at the three signalised intersections, as well as pedestrian crossings.

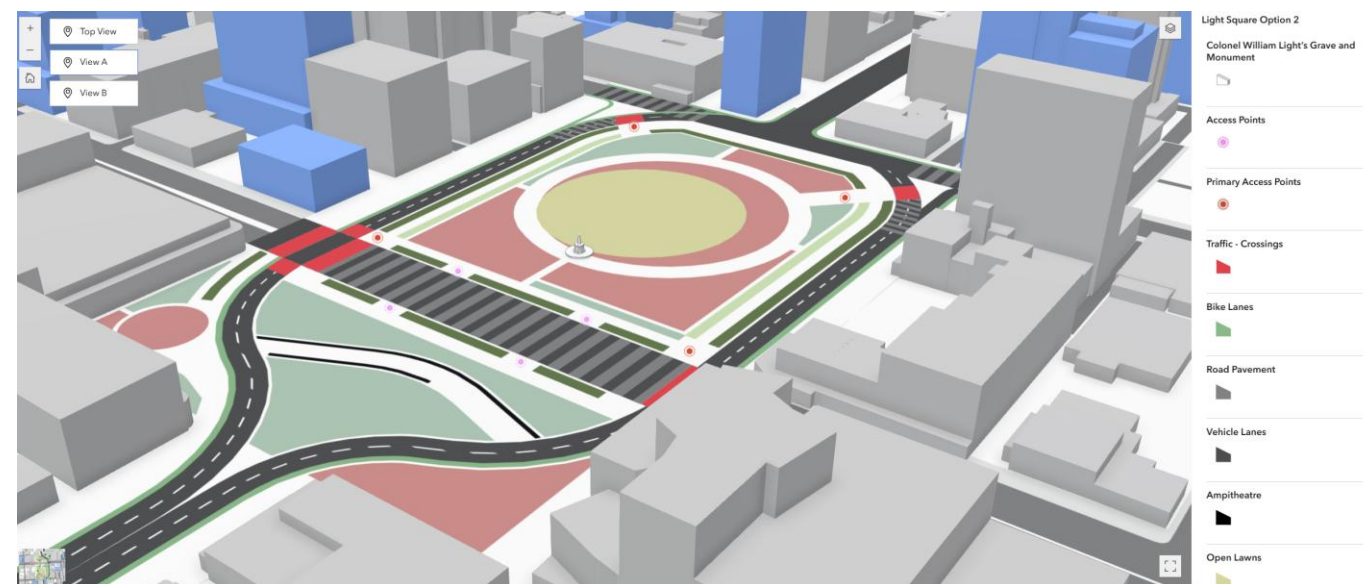


Figure 5-2: Light Square/Wauwi – Draft Master Plan Option 2

5.2 Impacts on On-Street Parking and Loading Zone

Vehicles manoeuvring into and out of the 90° angle parking spaces are required to cross the bicycle lane when parking and exiting these bays, thus increasing the potential of a crash's severity. Research (Elvik and Vaa, 2004) has found that converting angle parking to parallel parking can reduce casualty crashes by up to 35%.

Both options proposed can accommodate converting the existing 90° parking to parallel parking, which, while improving safety, will reduce the parking provision within Light Square/Wauwi. The conversion of the existing parking to parallel can achieve up to 18 parking spaces – nine (9) spaces on both the eastern and western legs of Light Square/Wauwi, resulting in a loss of 20 parking spaces (from the existing 38 bays, including the 2 permit and 2 out-of-business-hours parking spaces). Refer to Table 5-1 for impact on on-street parking within Light Square/Wauwi.

The parking provision estimated in Table 5-1 is the overall kerbside parking space availability. Allocation of these parking spaces for various user groups, e.g., Accessible parking bays, EV charging bays, loading bays, would need to be determined during the concept design phase of the project.

Table 5-1: Impacts on On-Street Parking

LOCATION	EXISTING 90° PARKING	PARALLEL PARKING	CHANGE
Western Side	19	9	-10
Eastern Side	19	9	-10
Total	38	18	-20

5.3 Impacts on Bus Movements

Both options retain the east-west and north-south through movements, thus not impacting the bus movements travelling through Light Square/Wauwi.

Option 1 proposes to remove right and U-turn movements as described in Section 5.1.1 which will impact the ability of in-service and not-in-service buses undertaking these turning movements at the Light Square/Wauwi as discussed below.

A significant number of non-service buses currently use the Light Square/Wauwi to perform U-turns; a majority of buses start a new service at a bus stop near Light Square/Wauwi, while others use it to turn around and head in another direction. These (U-turn) movements cannot be accommodated under Option 1.

Buses currently doing a U-Turn within Light Square/Wauwi will need to use the bus depot located on Currie Street, approximately 120 m west of the Light Square/Wauwi. All other bus movements may be redirected to Grey Street, located approximately 300 metres west of Light Square/Wauwi or to West Terrace where a new signalised intersection may be required.

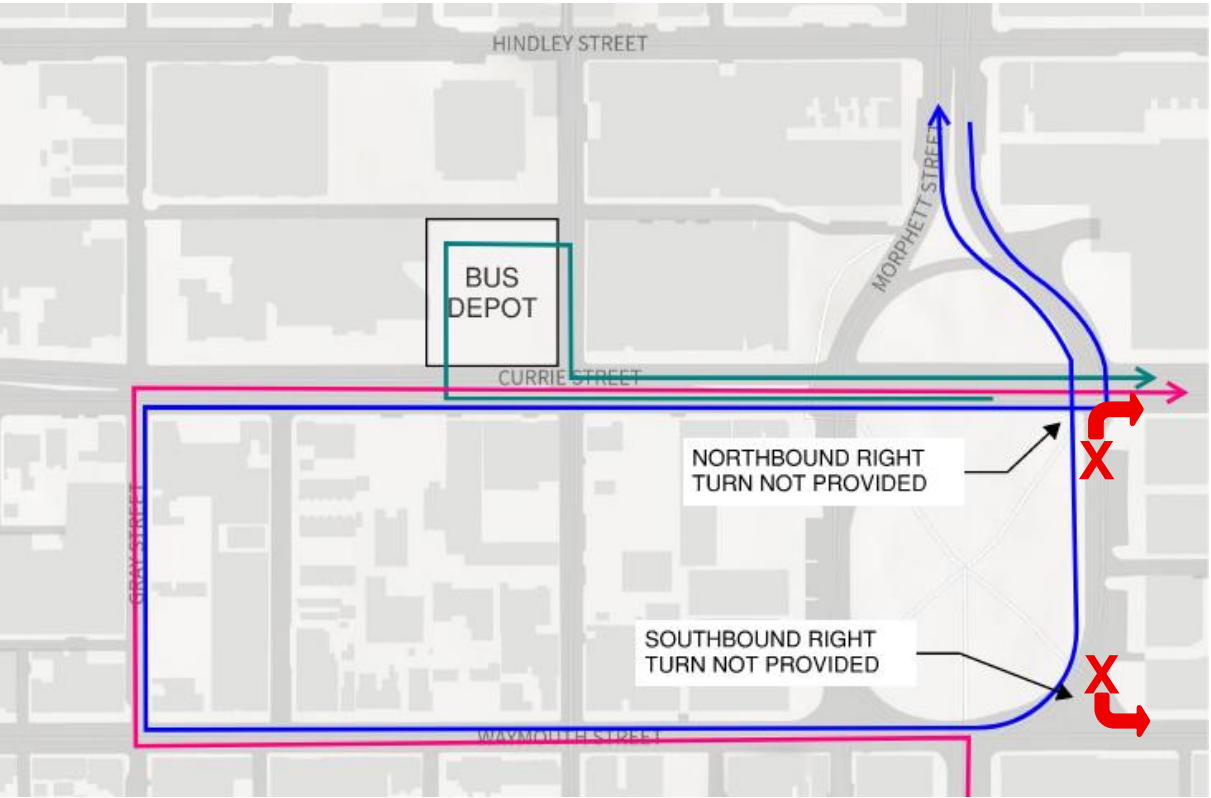


Figure 5-3: Bus Rerouting – Draft Master Plan Option 1

Option 2 retains all the turning movements at the three signalised intersections in Light Square/Wauwi, thus not impacting on any bus movements currently passing ‘through’ or undertaking a turning movement within Light Square/Wauwi.

Table 5-2: Impacted Bus Movements through Light Square/Wauwi

DIRECTION	IN SERVICE	NOT IN-SERVICE	TOTAL	OPTION 1	OPTION 2
Northbound Right Turn (Light Square/Wauwi to Currie St eastbound)	72	14	86	Use Grey Street	No change
Westbound U-Turns	0	51	51	Use bus depot	No change
Eastbound U-Turns	0	5	5	Use Grey Street	No change
Northbound U-Turns	0	2	2	Use Grey Street	No change
Southbound U-Turns	0	2	2	Use Grey Street	No change
Total	72	74	146		

Grey Street is a relatively narrow two-way street with on-street parking (on the western side) and also forms part of cycling network with sharrows in the southbound direction. The feasibility of buses turning into and out of Grey Street at its intersections with Waymouth Street and Currie Street, and potential impacts on the on-street parking and cyclist movements will need to be assessed.

The alternative route will be for the buses to travel to West Terrace, however, as the West Terrace and Waymouth Street intersection is unsignalised, it may result in excessive delays during peak hours when it is difficult to turn right out of Waymouth Street. Should West Terrace be considered for the bus turnaround route, signalisation of the subject intersection may be required to facilitate safer and efficient bus movements.

5.4 Impacts on Off-Street Parking Accessibility

Option 2 retains all existing movements at the signalised intersection within Light Square/Wauwi thus not impacting accessibility of off-street paid car parks.

Option 1, however, proposes to remove some of the right turn and U-turn movements within Light Square/Wauwi and adversely impacts accessibility for abutting properties and off-street car parks as discussed below.

5.4.1 Properties Along the Northbound Leg of Light Square/Wauwi

The draft Master Plan Option 1 will shift the northbound carriageway to the east of Light Square/Wauwi, impacting the accessibility of the KPark facility at 53 Light Square/Wauwi, which has its only access from the northbound leg of Light Square/Wauwi.

5.4.2 Properties Along the Southbound Leg of Light Square/Wauwi

Option 1 will shift the northbound carriageway to the east of Light Square/Wauwi , which is not considered to impact access arrangements for properties along the southbound leg of Light Square/Wauwi and the car park on Playhouse Lane.

5.4.3 Waymouth Street

- Option 1 will:
- Remove the southbound right turn and U-turn movements from Light Square/Wauwi (southbound leg) at the Waymouth Street/Morphett Street Intersection.
 - Remove the westbound right turn from Waymouth Street to the Light Square/Wauwi northbound leg.

The removal of southbound right turn and U-turn movements can impact the accessibility of properties along the northbound leg of Light Square/Wauwi, including the KPark facility at 53 Light Square/Wauwi.

The removal of the westbound right turn movement from Waymouth Street can impact traffic exiting from the Henry Waymouth and UPark Topham Mall car parks. Traffic exiting from these two car parks was observed to use Waymouth Street to travel north (Morphett Street/Montefiore Road).

As the Henry Waymouth Car Park (100 Waymouth Street) has a secondary exit linking to Currie Street (via Bloor Court), the impact of removing the westbound right turn at the signalised intersection is likely to be minor compared to the UPark Topham Mall, which has its only access from Waymouth Street. Traffic from the UPark Topham Mall, which is currently turning right at the Waymouth Street/Morphett Street intersection to travel north, will be forced to use alternative routes, e.g., travelling south on Bentham Street, turning right at Franklin Street and turning right at Morphett Street before travelling north through the Light Square/Wauwi.

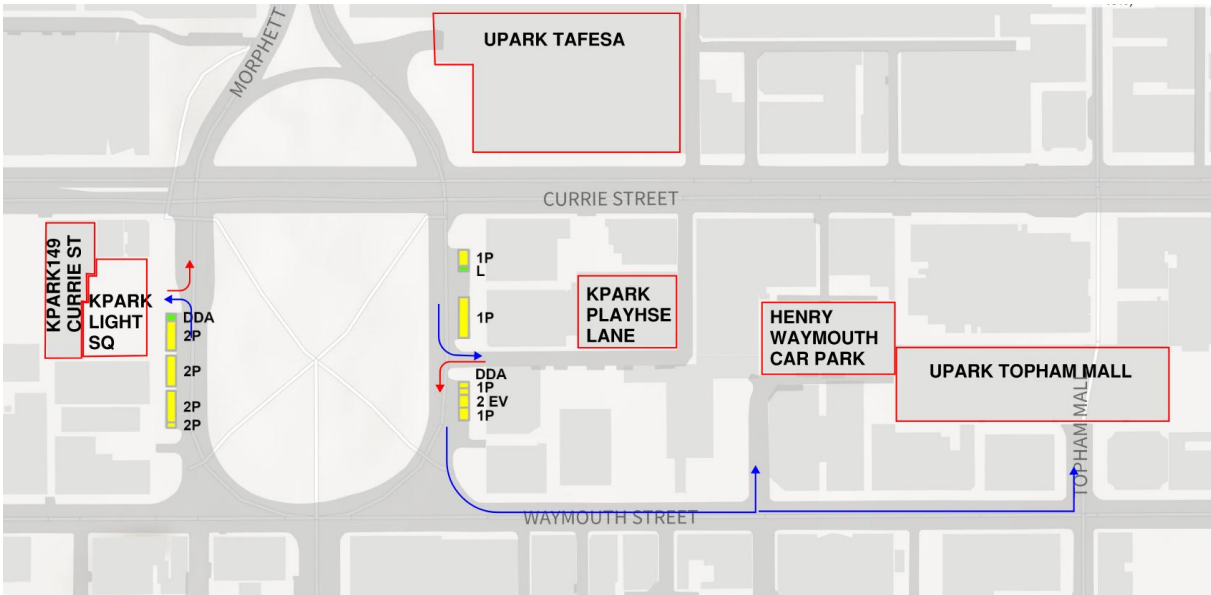


Figure 5-4: Off-street Car Park Accessibility

5.5 Impacts on Active Transport Users

5.5.1 Draft Master Plan Option 1

Option 1 presents an opportunity to retain on-street bicycle lanes in the north-south direction along Morphett Street or relocate to an off-road shared use path either through Light Square/Wauwi or along the eastern edge. Details of such a shared use path will need to be developed in during the detailed design phase, and through engagement with the internal and external stakeholders.

With the additional walking to/from the Currie Street east intersection, Option 1 was estimated to:

- Add up to 2 minutes (120 seconds) of delay for the walk between northwest (Currie Street West) and southeast (Waymouth Street East).
- Add up to 2 minutes (120 seconds) of delay for the walk between northwest (Currie Street West) and southwest (Waymouth Street West).
- Not impact on other pedestrian movements through the Light Square/Wauwi.

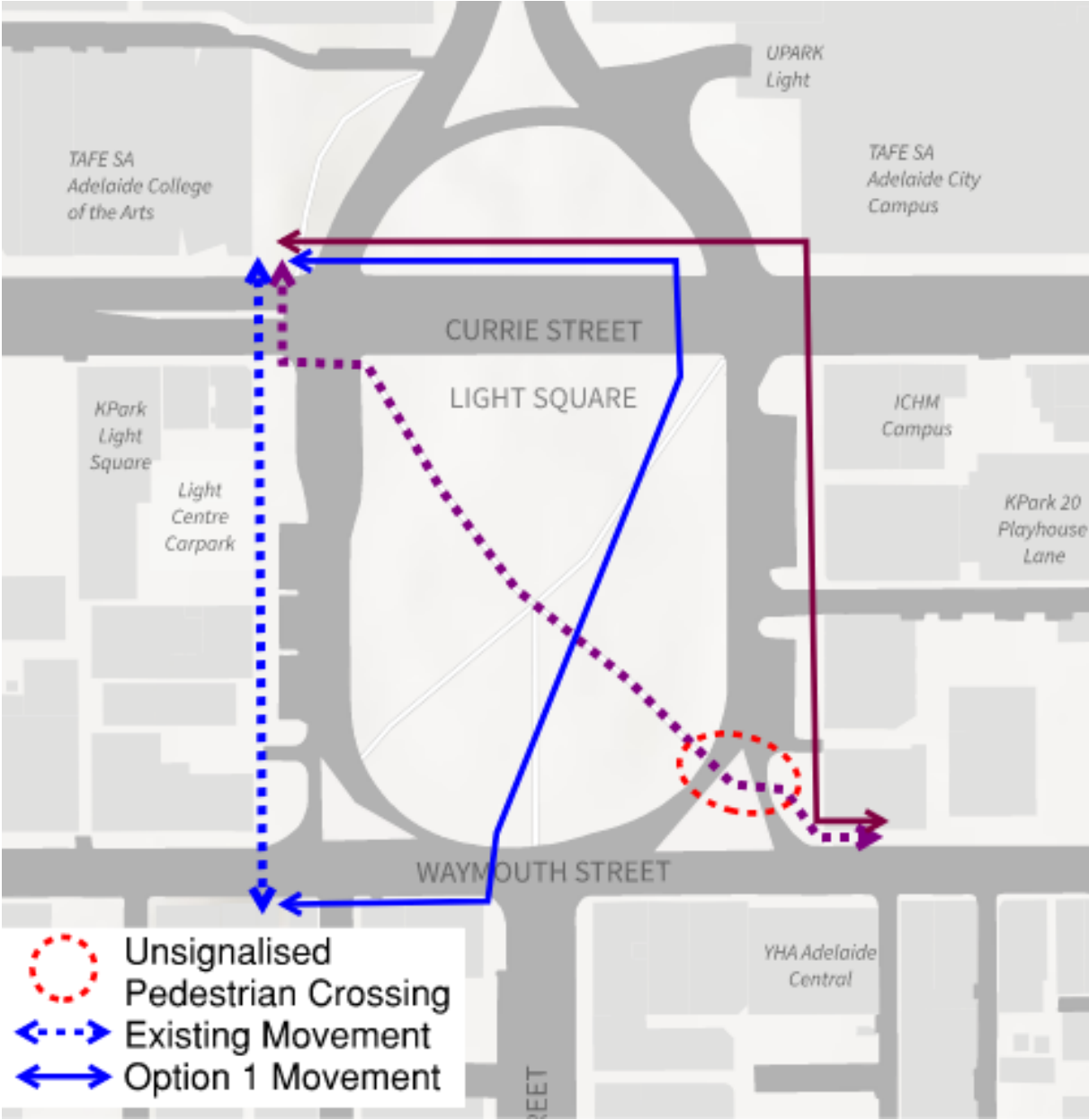


Figure 5-5: Impact on Pedestrian Movements – Option 1

As Option 1 removes the western signalised intersection on Currie Street and Light Square/Wauwi, future development of Option 1 should include a provision of pedestrian crossing (either a refuge or a signalised crossing) at the same location to minimise these impacts.

While Option 1 will impact on some of the pedestrian movements, it also improves some other pedestrian movements as shown in Figure 5-6.

In particular, the removal of unsignalled crossings at the southwestern and southeastern corners of the Light Square/Wauwi will minimise the need for pedestrians to cross flowing traffic and improve the signalised crossing at Morphett Street/Waymouth Street Intersection.

These improvements can yield similar savings (reduction of up to 120 seconds/2 minutes) in travel times for pedestrians through Light Square/Wauwi.

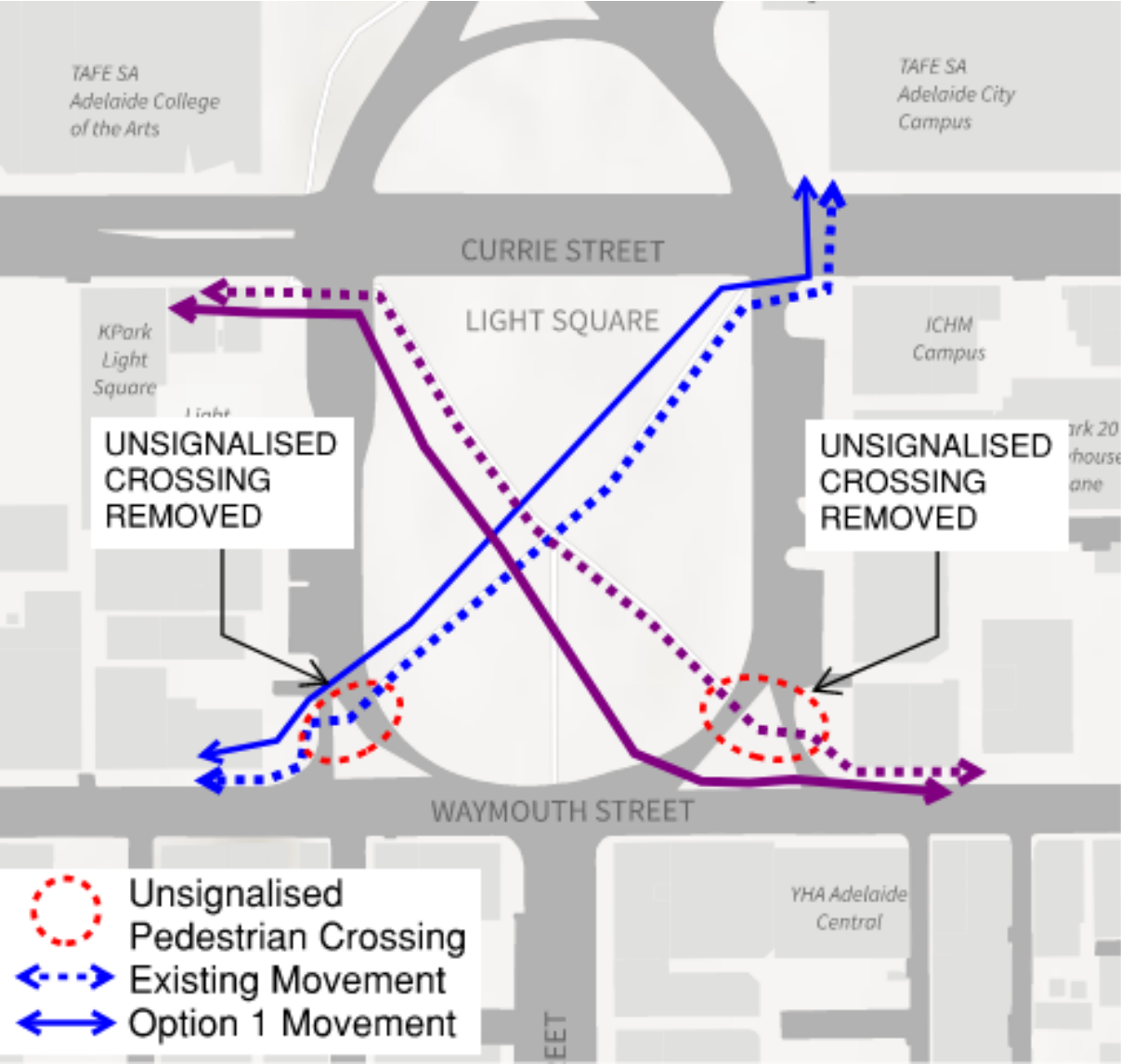


Figure 5-6: Improved Pedestrian Movements – Option 1

5.5.2 Draft Master Plan Option 2

Option 2 retains all existing intersection movements, and is not considered to adversely impact pedestrian and cyclist movements through Light Square/Wauwi.

6 TRAFFIC ANALYSIS

6.1 Draft Master Plan Options

To ensure a robust analysis of these two proposed options WGA engaged with DIT to obtain approval to use their TAM model for this assessment. Any changes that impact the potential routing of traffic can have impacts outside the project area and DIT's TAM model can consider this without having to prepare a new model. Additionally, DIT being the authority that also manages and operates the public transport network is a key stakeholder in the performance of this corridor to ensure the key east – west public transport bus link through Currie and Grenfell Streets is not impacted.

The modelling generally follows the DIT development processes but is also tailored to suit the unique design and movement changes proposed for Light Square/Wauwi upgrade options.

The Model extents was identified through discussions and collaboration with CoA and DIT, as shown in Figure 6-1.

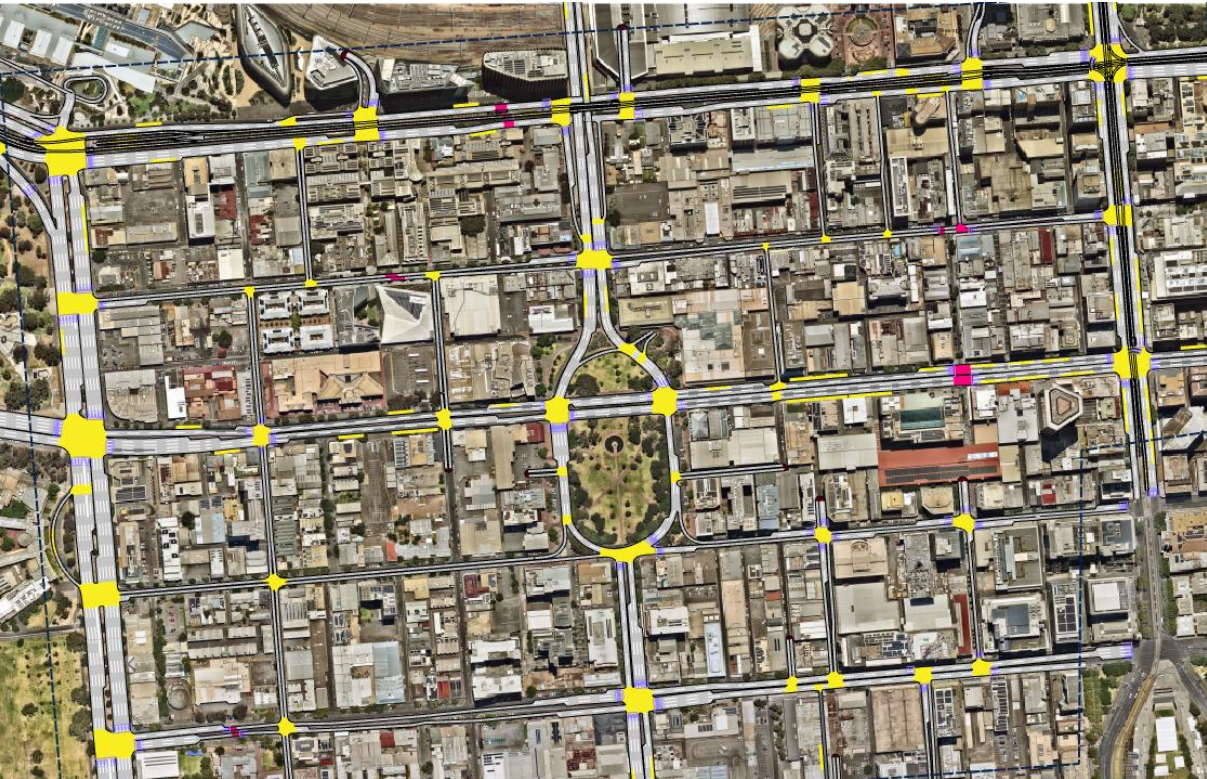


Figure 6-1 Modelling Area

The traffic modelling was undertaken using AIMSUN Next for the following two scenarios:

- TAM Subarea Base Case (BC2024)
- TAM Subarea Project Case models (PC-O1 and PC-O2)

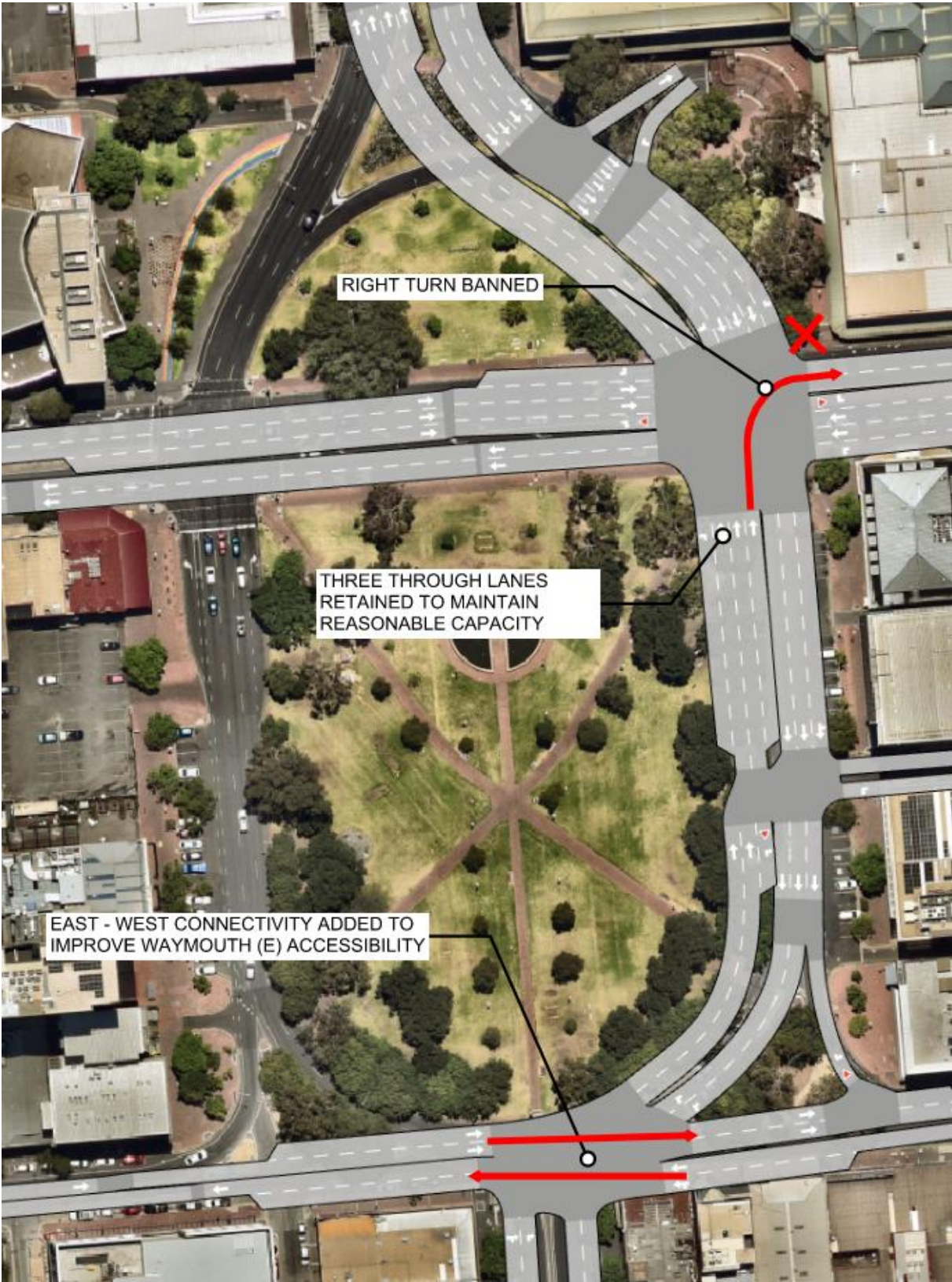


Figure 6-2 Option 1



Figure 6-3 Option 2

6.2 Modelling Summary

Outputs from the AIMSUN traffic model for the baseline condition and two options were compared, and the findings are summarised in this section. Only key (non-technical) outputs have been included for clarity.

The modelling outputs summarised in this section include the following:

- Delay graphs for the extent of the area modelled.
- Travel times for key movements.
- Volume plots for key movements.

Our findings provide a comparison of how the overall performance of the selected subarea network and changes to travel times along key travel routes passing through Light Square/Wauwi.

6.2.1 Average Delay (network)

Network average delay is a key indicator of performance as it considers the delay above free flow conditions averaged across every vehicle present within the study area. Whilst the differences between these profiles may be in the order of seconds, when evaluated across the entire study area for up to 45,000 vehicles during peak periods this can be a significant increase in delay. The evaluation is based on the average delay per vehicle in seconds as shown in Chart 6-1 (Morning Peak Period) and Chart 6-2 (Afternoon Peak Period).

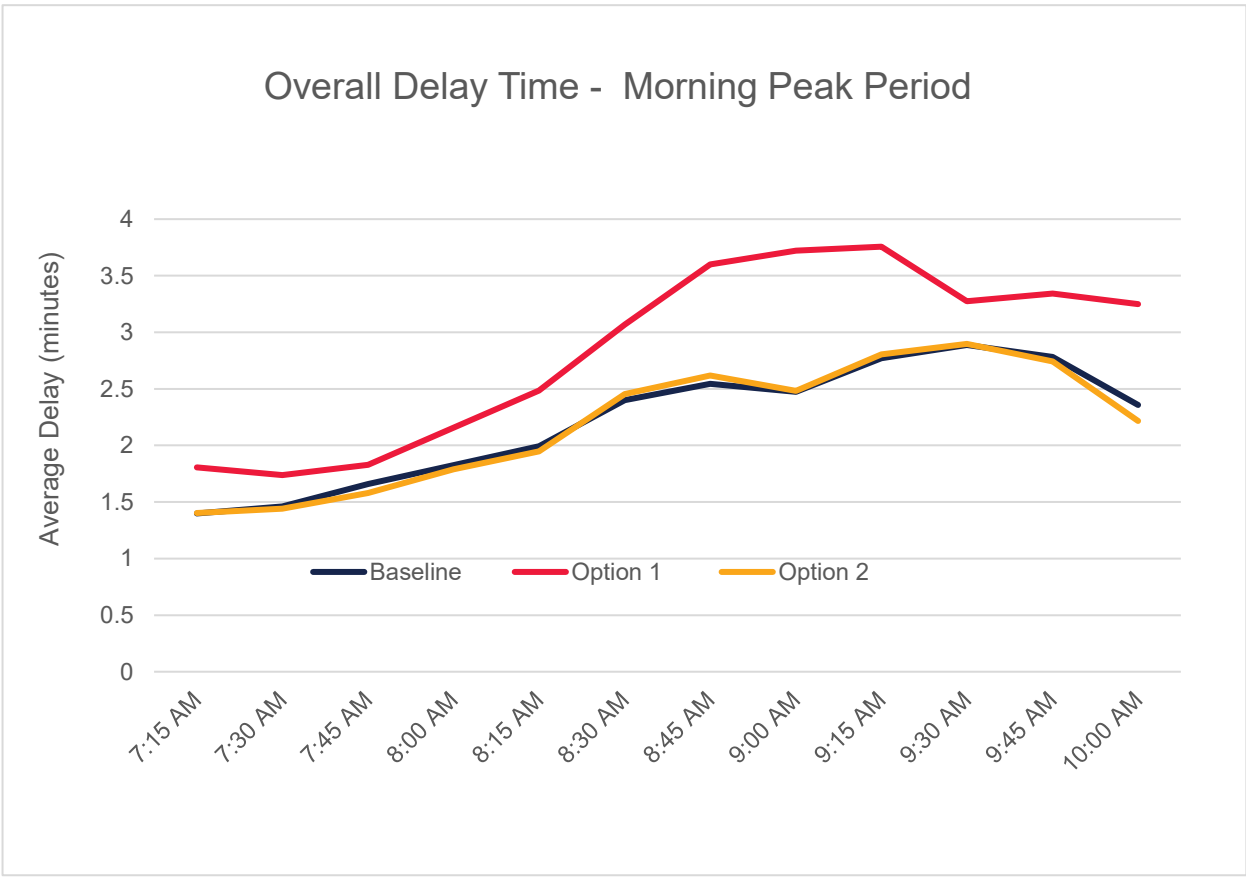


Chart 6-1: Model Performance - Overall Delay in the Morning Model Period

Option 1 results in a one minute delay during the AM period but comparative levels with the base line during the PM period. This is primarily due to the reduction in intersection performance by transferring the demand from two signalised intersections to one. The current dual intersection arrangement provides additional capacity in the form of being able to maintain all turning movements without additional phases being required to be added to the site specifically with the right turns from the north and south approaches being able to be run concurrently with the north/south through movements. By changing to a single site these are required to be run in a separate phase which results in reduced capacity with the only option to improve by adding capacity in the form of additional lanes at the intersection.

Some traffic does direct to the new through movement added to the Waymouth and Morphett Road Intersection but not with enough capacity to ameliorate the delays at the single intersection on Currie Street that was previously serviced by two intersections.

In summary the combination of reduced capacity of a single site and the requirement for traffic to reroute to alternative corridors which are also at capacity results in increased delays for Option 1 in its current form. Some changes were considered and added to the current Option 1 in the form of retaining three through lanes for northbound traffic at the intersection of Currie Street and Morphett Road but primarily the reduced capacity is resulting in traffic being pushed to parallel east – west corridors in an attempt to balance delays as shown further within Section 6.3. Whilst outside the scope of this analysis if Option 1 is a key priority it is recommended all movements be considered for the Currie Street intersection with increased capacity and or consider further enhancements/capacity at the Waymouth Street and Morphett Road Intersection to manage the demands from the car parks to the east of this site.

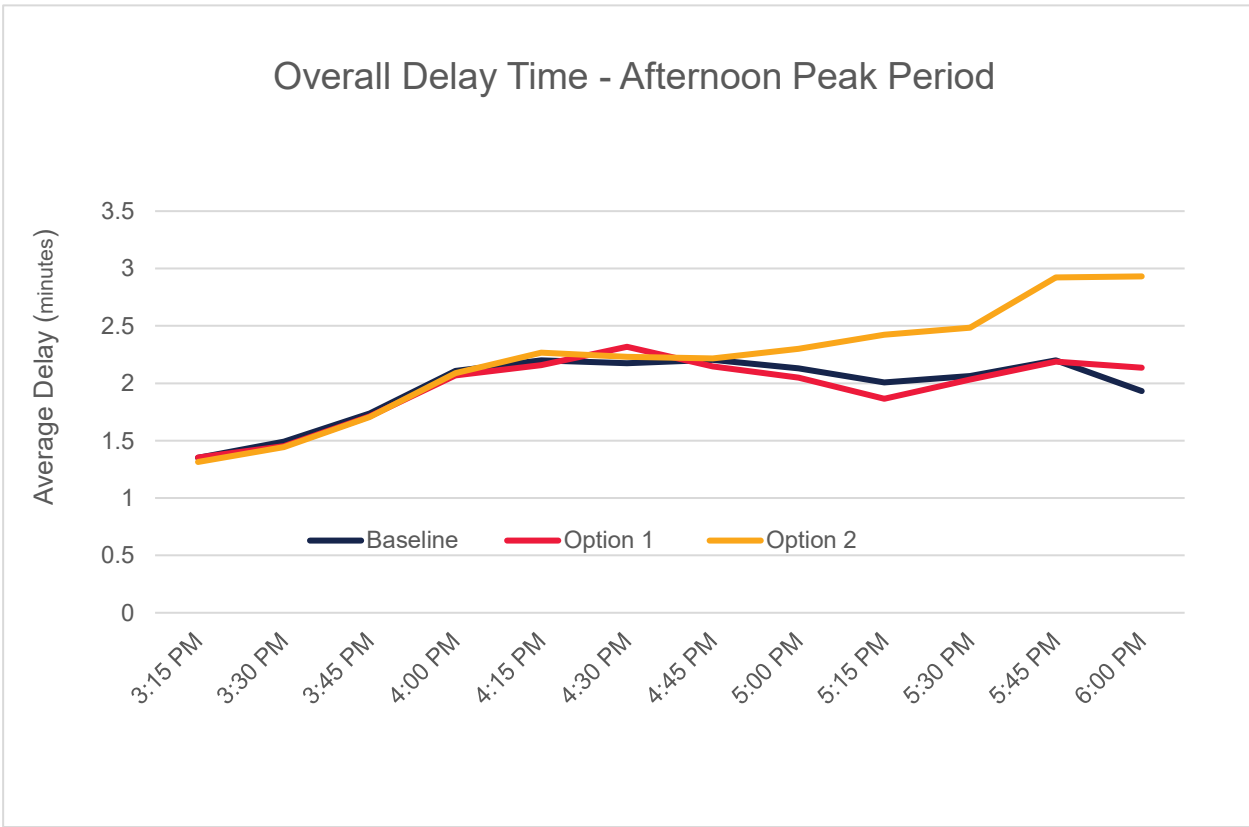


Chart 6-2: Model Performance - Overall Delay in the Afternoon Model Period

Option 2 typically performs within a reasonable margin of the current baseline performance with little difference during the AM peak period. Some delays are experienced during the PM peak period as a result of the reduced northbound capacity for traffic exiting to the north across the Morphett Road bridge as the priority is required to be maintained for east – west flows across Currie Street.

6.2.2 Travel Time Plots Key Routes Morning Model Period

The subarea model’s performance (average delay) was compared for the Baseline and two draft Master Plan options, for the AM Model Period (7:00 am-10:00 am) for the following key routes:

- Route 1 – Morphett Street/Montefiore Road (N) to Morphett Street (S): Southbound Travel Route
- Route 2 – Morphett Street (S) to Morphett Street/Montefiore Road (N): Northbound Travel Route
- Route 3 – Currie Street (West) to Currie Street (East): Eastbound Travel Route
- Route 4 – Currie Street (East) to Currie Street (West): Westbound Travel Route

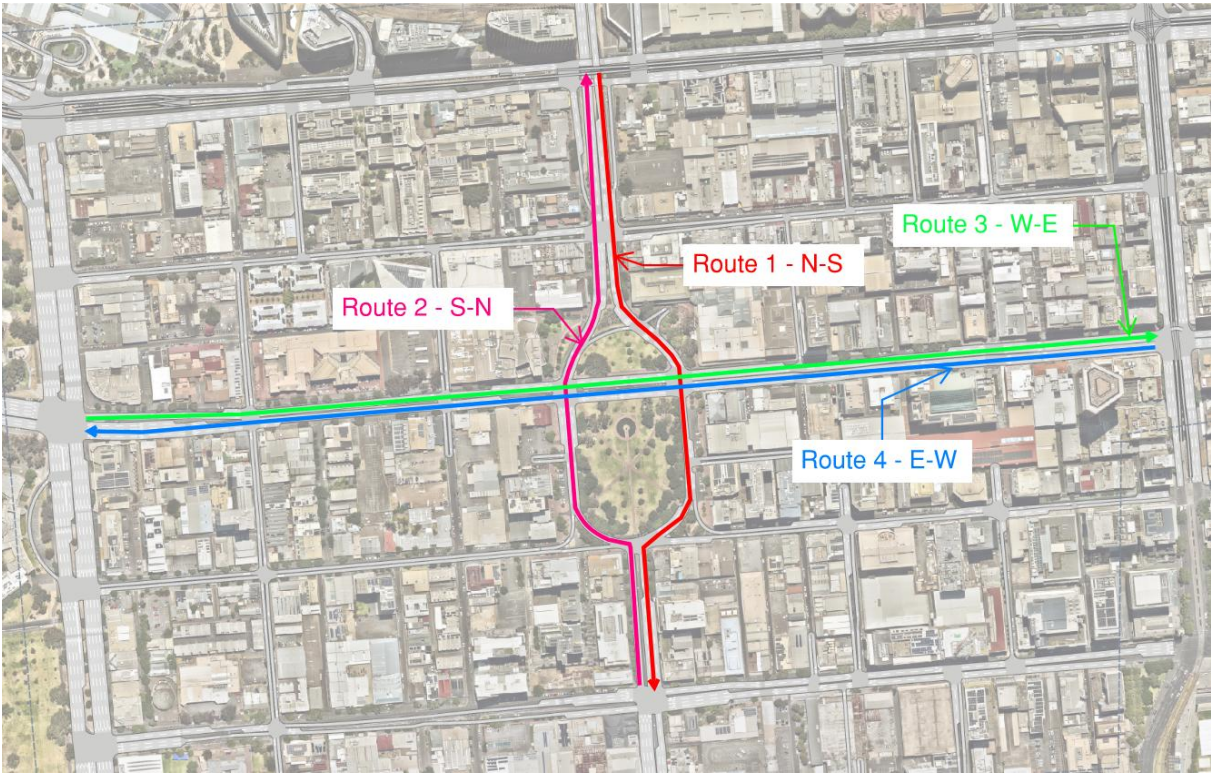


Figure 6-4 Key Travel Routes

The average travel times for the four selected routes are summarised in Table 6-1.

Table 6-1: Peak Hour Travel Time Comparison for Selected Routes

ROUTE	BASELINE	OPTION 1	OPTION 2
Morning Model Period – Average Travel Time in Seconds			
Route 1 – Southbound	164	194 (+18%)	156 (-5%)
Route 2 – Northbound	161	220 (+37%)	170 (+5%)
Route 3 – Eastbound	194	174 (-11%)	208 (+7%)
Route 4 – Westbound	311	430 (+61%)	302 (-5%)
Afternoon Model Period – Average Travel Time in Seconds			
Route 1 – Southbound	147	126 (-14%)	142 (-3%)
Route 2 – Northbound	168	165 (-2%)	190 (+14%)
Route 3 – Eastbound	181	174 (-4%)	182 (+0.7%)
Route 4 – Westbound	187	202 (+8%)	243 (+31%)

When compared to the baseline conditions, individual routes were estimated to experience varying levels of increase or decrease in travel times for the two options and from the morning model period to the afternoon model period. For example:

- Routes 1 and 2 in Option 1 were estimated to experience an increase in travel time in the morning model period but a reduction in the afternoon model period.
- Route 3 in Option 1 was estimated to experience a decrease in the morning model period but an increase in travel time in the afternoon model period.
- Route 4 in Option 1 was estimated to experience an increase in travel times during both the morning and afternoon model periods.
- Route 1 in Option 2 was estimated to experience a reduction in travel times during both the morning and afternoon model periods.
- Routes 2 and 3 in Option 2 were estimated to experience an increase in travel times during both the morning and afternoon model periods.
- Route 3 in Option 2 was estimated to experience a decrease in the morning model period but an increase in travel time in the afternoon model period.

Average travel times for each travel route are presented in Charts 6-3 to Chart 6-10.

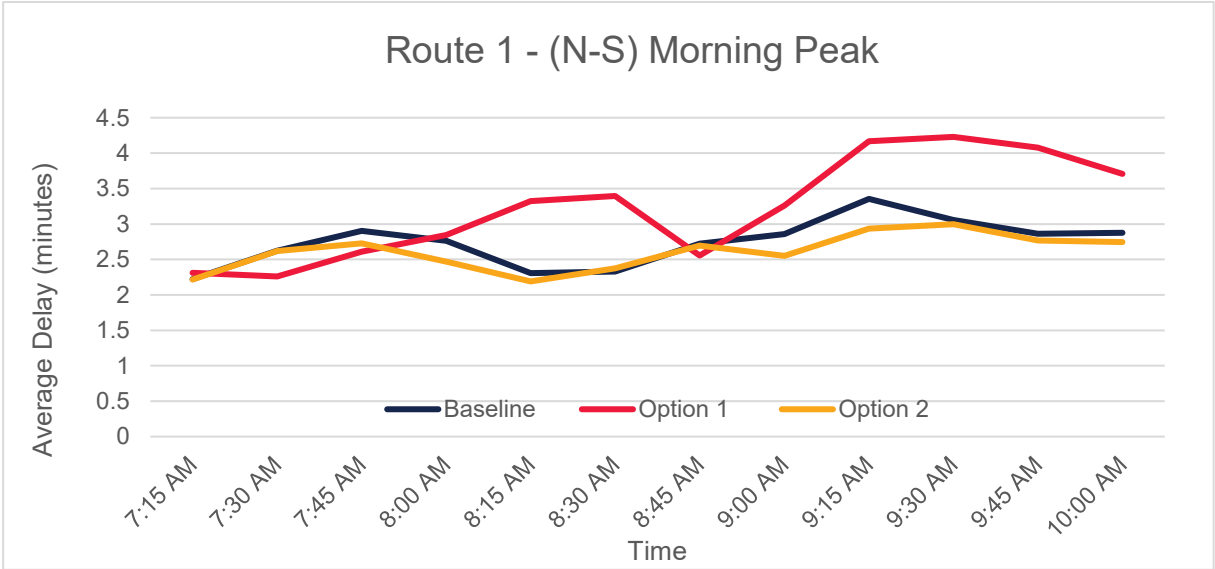


Chart 6-3: Montefiore Road/Morphett Street – Light Square/Wauwi – Morphett Street (N-S) Morning Model Period

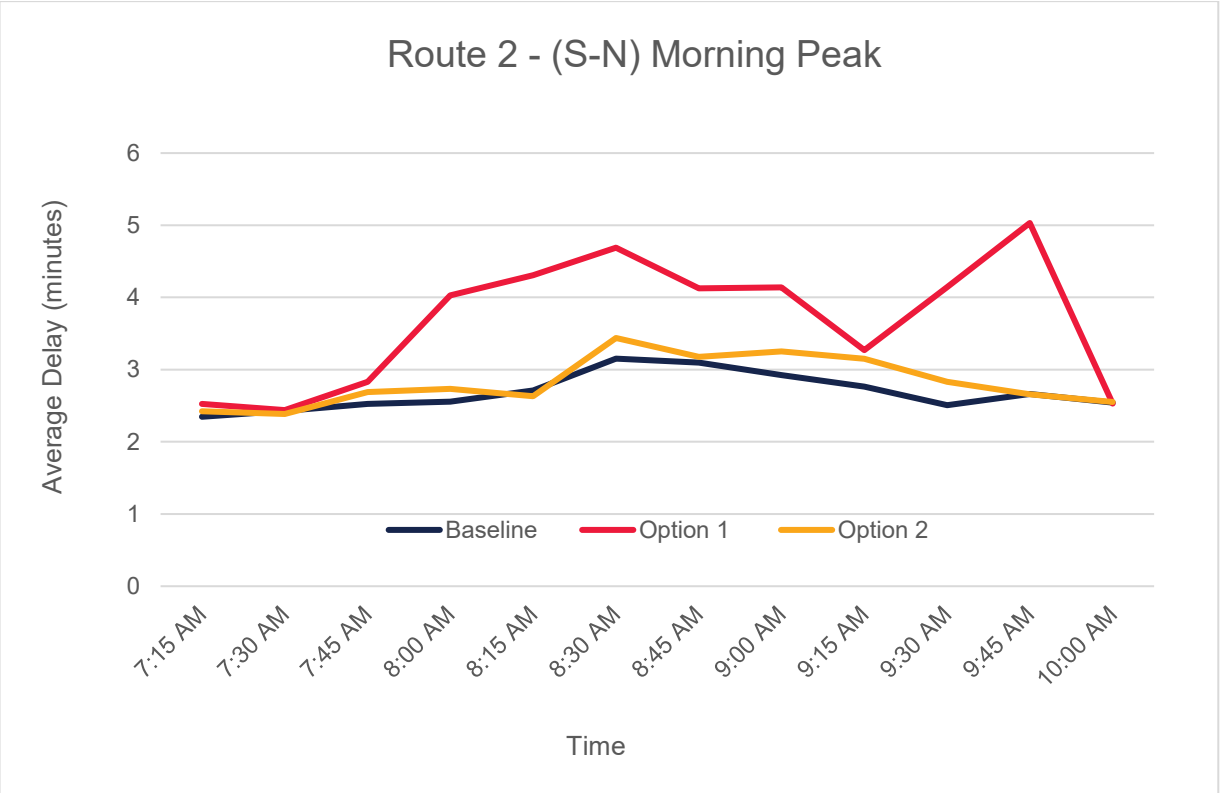


Chart 6-4: Morphett Street – Light Square/Wauwi – Morphett Street/Montefiore Road (S-N) Morning Model Period

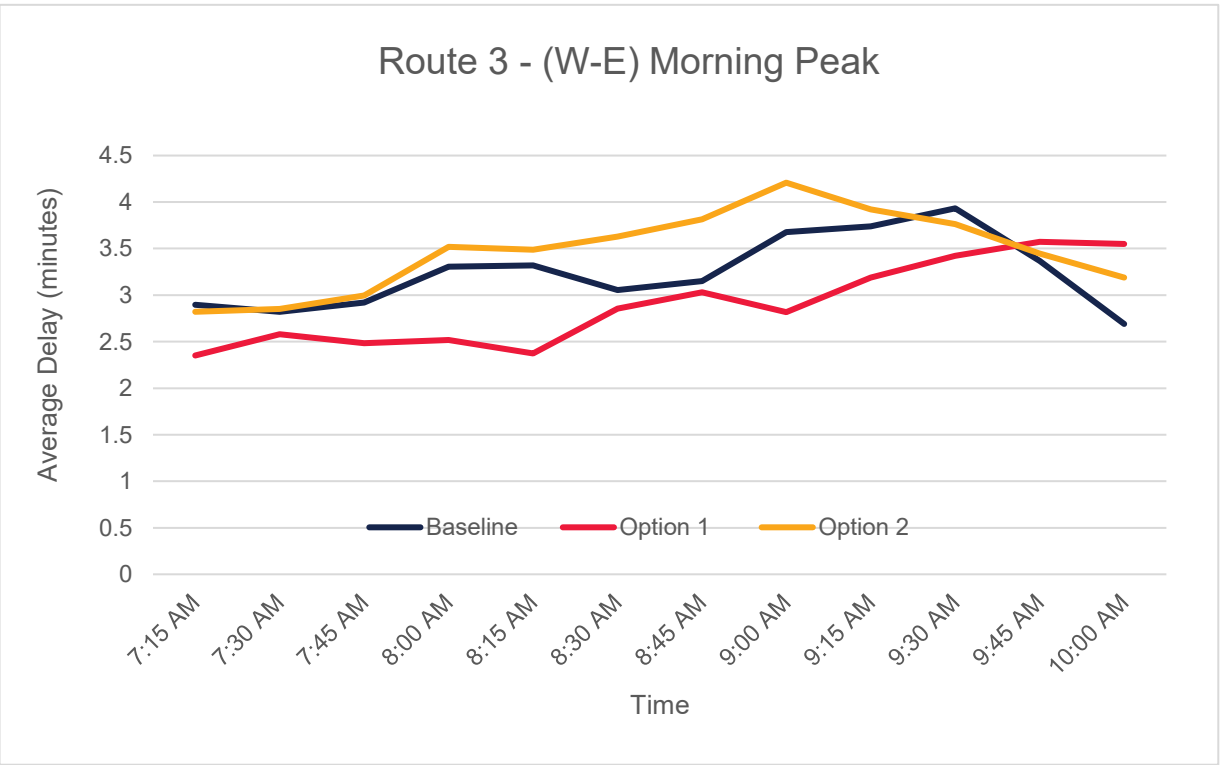


Chart 6-5: West Terrace – Currie Street – Grenfell Street (W-E) Morning Model Period

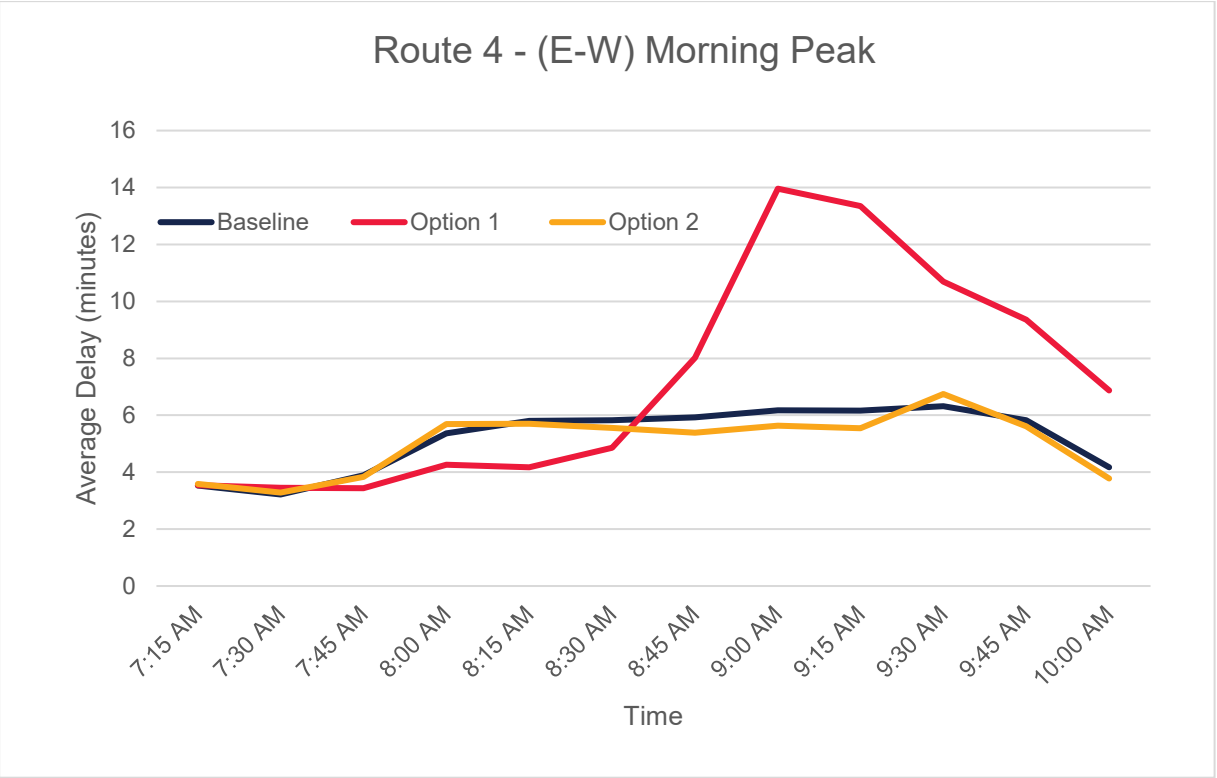


Chart 6-6: Grenfell Street – Currie Street – West Terrace (E-W) Morning Model Period

6.2.3 Travel Time Plots Key Routes Afternoon Model Period

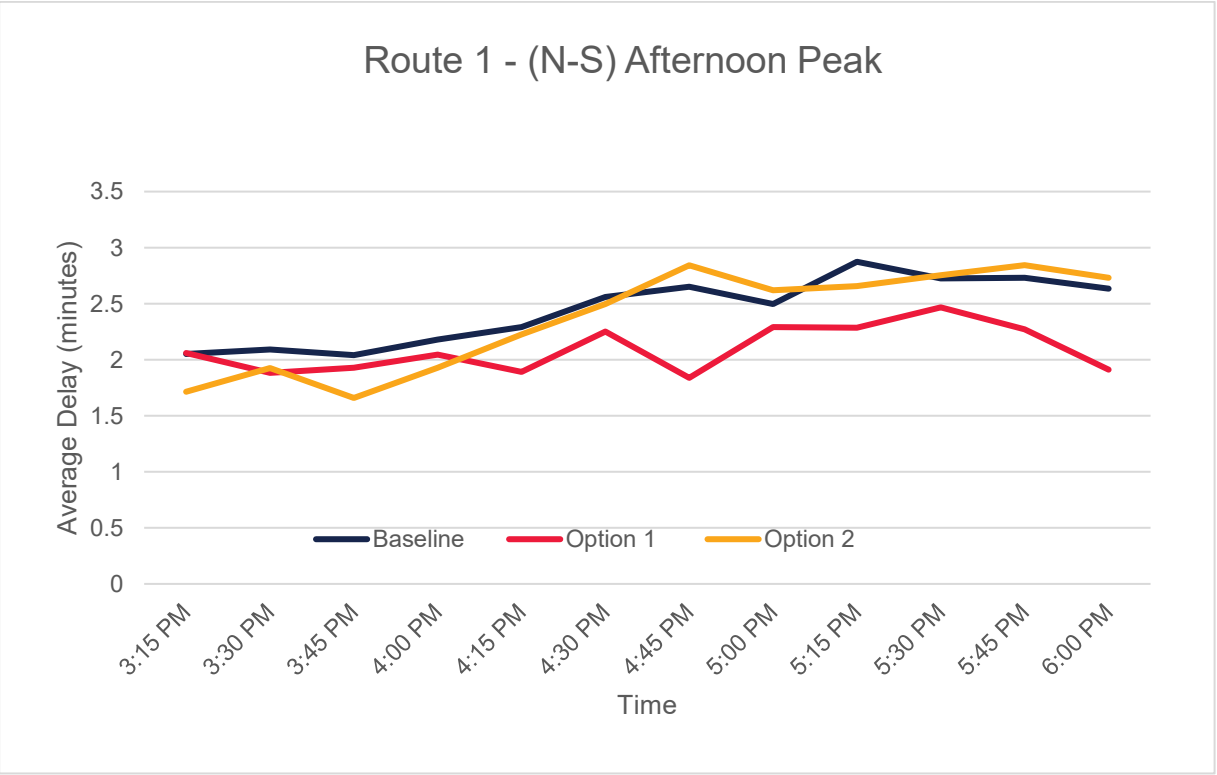


Chart 6-7: Montefiore Road/Morphett Street – Light Square/Wauwi – Morphett Street (N-S) Afternoon Model Period

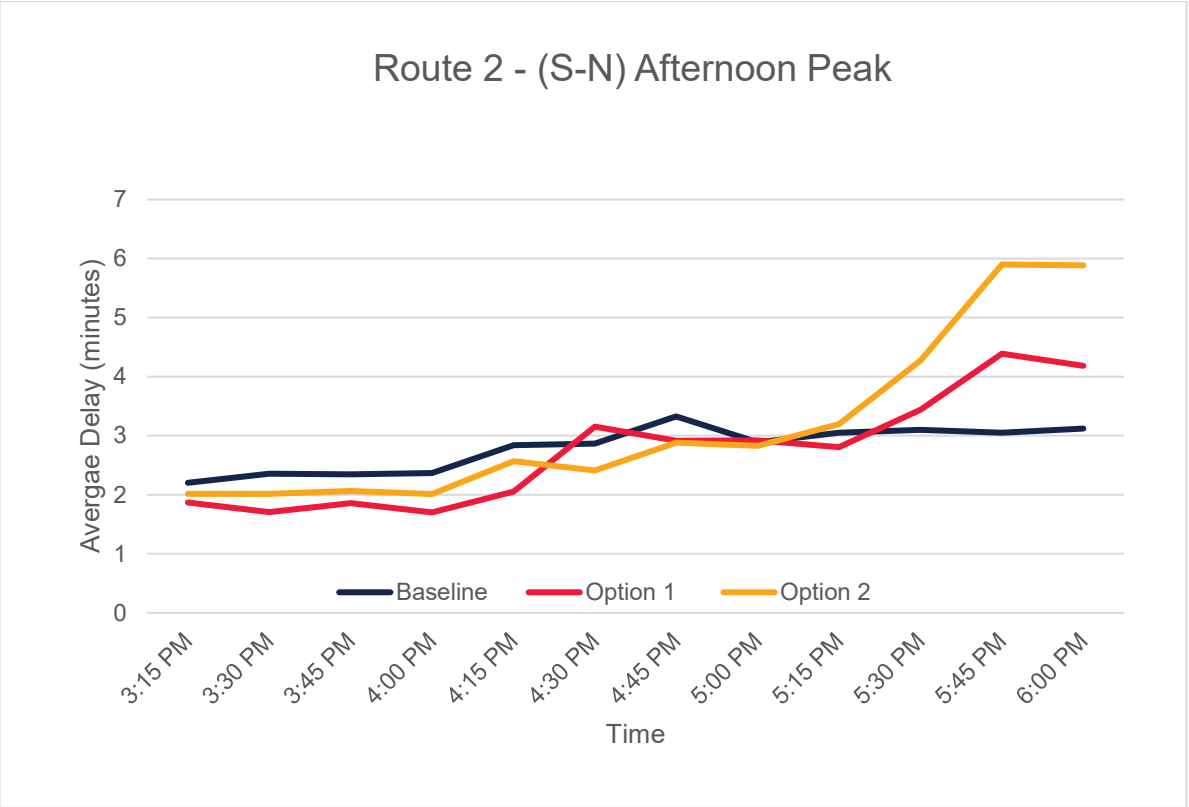


Chart 6-8: Morphett Street – Light Square/Wauwi – Morphett Street/Montefiore Road (S-N) Afternoon Model Period

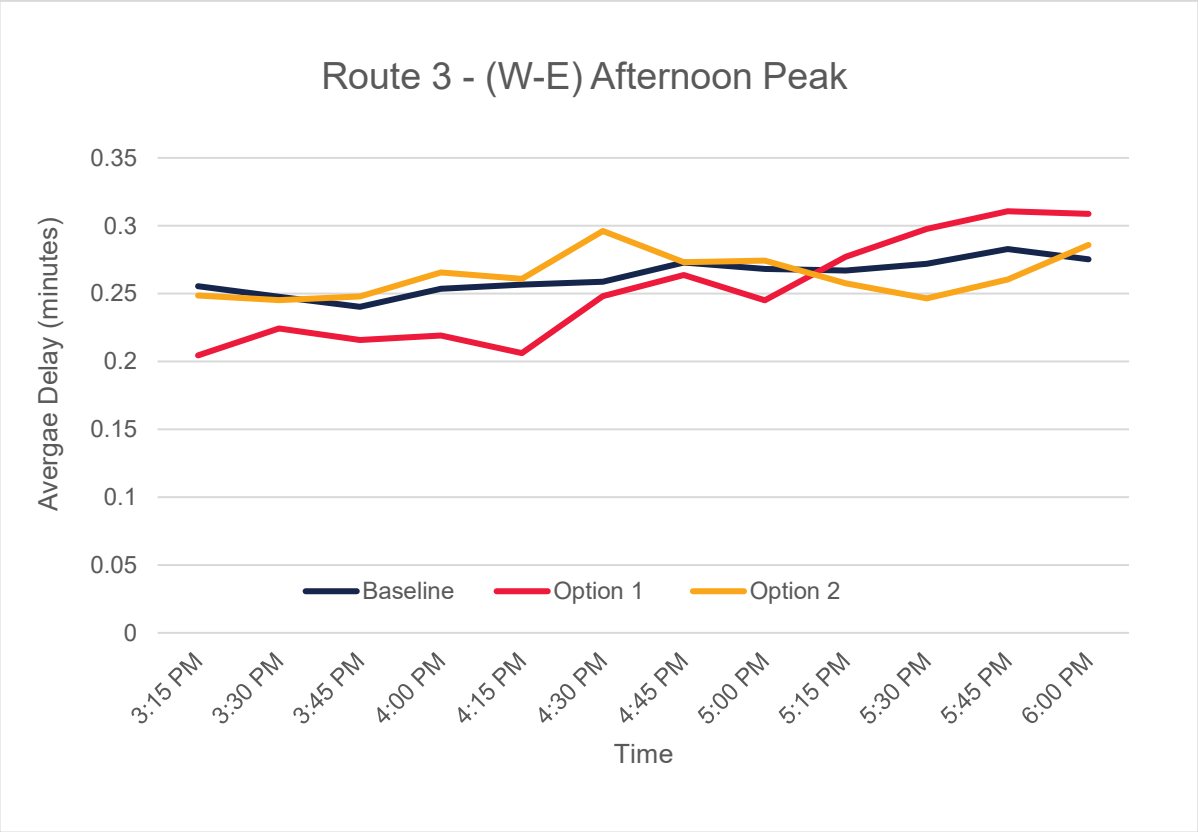


Chart 6-9: West Terrace – Currie Street – Grenfell Street (W-E) Afternoon Model Period

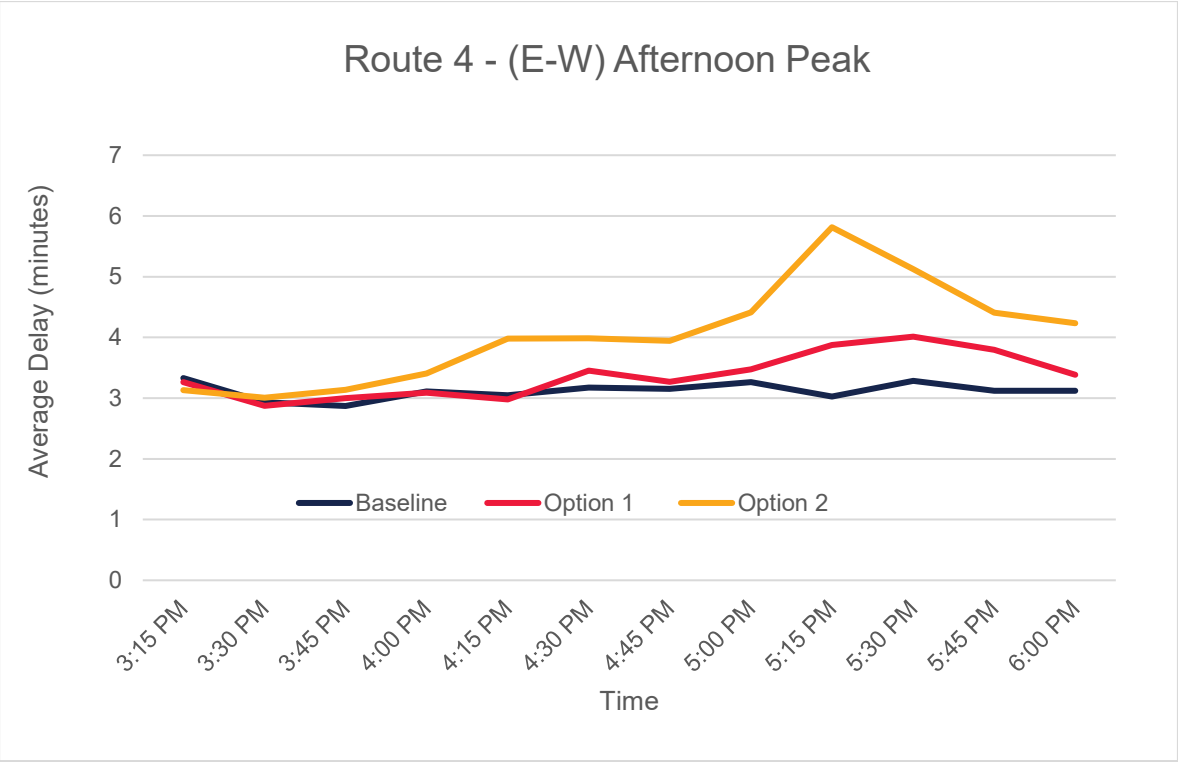


Chart 6-10: Grenfell Street – Currie Street – West Terrace (E-W) Afternoon Model Period

6.3 Link Volumes

Link volumes are a metric for comparing performance and or change across the network as they provide a good indication as to resultant capacity of corridors within the model resulting from changes between the options. These volumes have been reported as percentage differences between the existing base line. If volumes remain consistent then this indicates the option does not impact current flows and maintains current performance. Should significant changes be observed then this indicates a network/corridor that is experience increased delays with the model compensating by redistributing to alternative corridors.

6.3.1 Option 1

The modelling indicates a significant redistribution of traffic throughout the area. Some streets, such as sections of Waymouth and Hindley Streets, are expected to see substantial increases in traffic—up to 741% in the morning peak period. Suggesting these areas becoming gridlocked. Moderate increases in other segments reflect the shifting of traffic patterns as vehicles reroute through alternative paths.

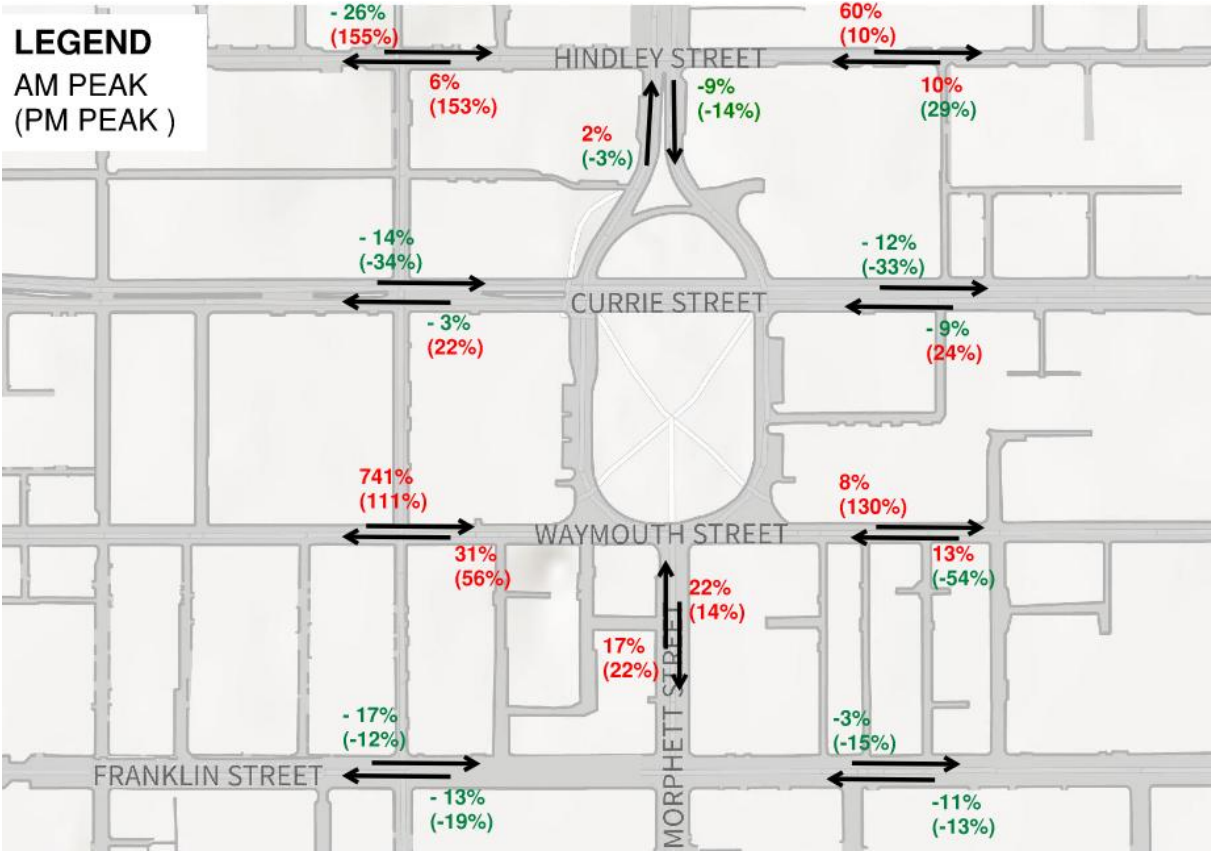


Figure 6-5: Option 1- Percentage Change in Volume from Existing

6.3.2 Option 2

Compared to existing conditions, the modelling suggests a relatively balanced redistribution of traffic around Light Square/Wauwi. Most changes are typically within $\pm 10\%$, indicating that the proposed option is unlikely to cause major network disruptions. A notable exception is the eastern section of Hindley Street, which shows a significant increase in traffic volumes (47% AM, 108% PM), potentially identifying a future issue.

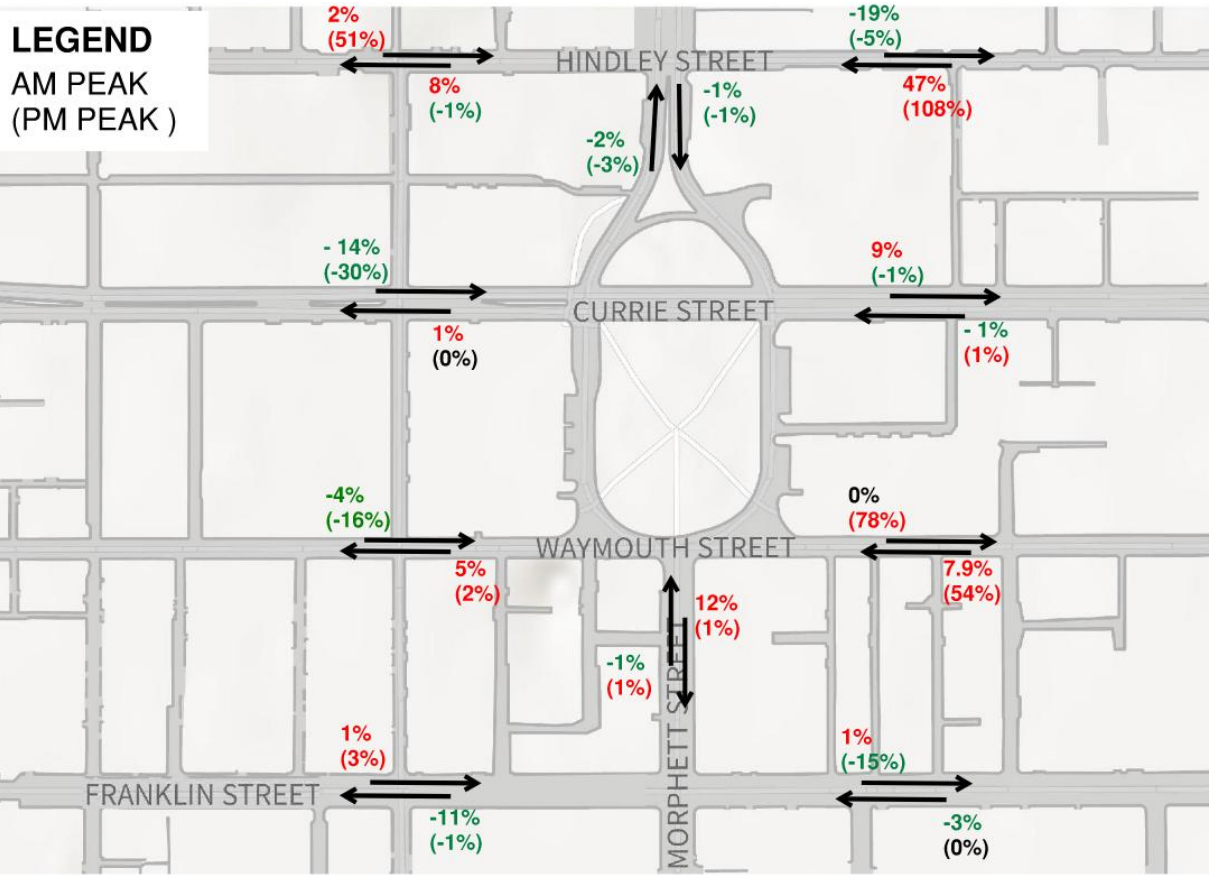


Figure 6-6: Option 2- Percentage Change in Volume from Existing

7 SAFE SYSTEMS ASSESSMENT

A Safe Systems Assessment (SSA) has been undertaken in accordance with the DIT Safe System Assessment Guidelines and has been included in Appendix C for reference. A SSA is a formal safety evaluation that checks how well a transport initiative aligns with the goal of eliminating fatal and serious injuries. Effectively, the lower the score the lower the expected road crash injuries associated with the initiative.

A reduction in SSA score was achieved for both options; this is expected to be largely due to the general traffic calming effect, improved offset to roadside hazards, reduced intersections (points of conflict), and other minor improvements through the works.

The following scores were obtained from the Safer Systems Assessment:

- Existing Light Square/Wauwi /Intersections Before: 228/448
- Option 1 Light Square/Wauwi /Intersections: 188/448
- Option 2 Light Square/Wauwi /Intersections: 180/448

7.1 Existing

The existing Light Square/Wauwi and intersections have a SSA score of 228 out of 448, indicating significant room for safety improvement. Current conditions include a high number of conflict points at intersections, limited separation from roadside hazards, and outdated road design features that do not align with modern safety principles.

7.2 Option 1

Option 1 reduces the SSA score to 188, showing some improvement largely due to better hazard offsets, and a reduction in intersection-related conflicts. However, this option introduces safety concerns by shifting to an oncoming-adjacent traffic lane arrangement, which increases the risk of head-on collisions due to reduced separation between opposing lanes.

7.3 Option 2

Option 2 achieves the greatest improvement, lowering the SSA score further to 180. This is attributed to better separation between traffic lanes, fewer pedestrian conflict points, and overall alignment with safer systems principles. The design likely provides a more forgiving road environment with fewer opportunities for severe crashes due to separated north/south movements.

7.4 Other Recommendations

To further enhance safety under either option, the following additional treatments have been recommended:

- Consideration of the removal of all roadside hazards (particularly fixed objects such as non-frangible tree trunks) that are brought closer to the road through either option.
- Providing additional measures to segregate vulnerable users and road traffic.
- Discouraging uncontrolled vulnerable user road crossings (across trafficable road spaces).
- Consideration of median treatments to restrain errant vehicles from entering the opposing lanes (Option 1)
- Where on-road cycling lanes are provided, look to increase bicycle/vehicle separation (e.g. Frome Road model)
- Red light cameras at the site could provide supporting treatment that would encourage compliant road user behaviour.

8 SUMMARY AND NEXT STEPS

8.1 Modelling Summary

Findings from the traffic modelling using Aimsun are summarised below:

- Option 1 was estimated to have a negative impact on the wider network as the average delay (per vehicle) was estimated to increase by up to 1 minute and 15 seconds in the Morning Model Period.
- Option 2 was estimated to perform similarly to the Baseline conditions with negligible variation in delay times.
- Option 1 redistributes existing traffic entering Light Square/Wauwi to parallel road corridors, due to the reduced capacity. Hence, this further congestion and delays within the CBD but outside Light Square/Wauwi.

8.2 Impacts on Bus Movements

Option 1 will remove the right turn and U-turn at the Waymouth Street/Morphett Street/ Light Square/Wauwi intersection, as well as to the north of Currie Street. Both these locations are used by an average of 74 not-in-service buses every day. These buses will be required to either use the bus depot at the corner of Currie Street and Clarendon Street or use Currie Street, Grey Street, Waymouth Street and Light Square/Wauwi to turn around.

8.3 Impacts on On-Street Parking

Both options include a sub-option to convert existing 90° angle parking to parallel parking, resulting in a reduction of up to 20 on-street parking spaces in Light Square/Wauwi. The impact of the reduction on the overall on-street parking provision and composition of the resultant provision (parking bays, loading zone, EV charging, permit parking bays etc.) will need to be assessed in detail and tested with the community and businesses.

8.4 Impacts on Off-Street Car Parks

Option 1 will remove the right turn and U-turn movements at the Waymouth Street/Morphett Street/ Light Square/Wauwi Intersection, as well as the right turn in the northbound direction at Currie Street. The removal of these turn movements is anticipated to impact traffic currently exiting from the two car parks on Waymouth Street and passing through Light Square/Wauwi. In particular, traffic seeking to travel north of Light Square/Wauwi will be required to undertake longer travel, impacting travel times.

Option 2 retains all traffic movements at Light Square/Wauwi, and is not estimated to impact on the operations of the off-street car parks.

8.5 Impacts on Active Transport Users

Both options present opportunities to improve cycling infrastructure through a mix of improved on-street and off-street (shared-use path) bicycle lanes.

The removal of the western intersection on Currie Street was estimated to impact on pedestrian movements particularly between the northwest (Currie Street West) and southeast (Waymouth Street East) and between northwest (Currie Street West) and southwest (Waymouth Street West) on account of additional walking distance to/from the Currie Street east intersection.

Option 1 provides off road cycling for the north / south movement on the western side.

8.6 Emergency Vehicle Movements

Both draft Master Plan Options for Light Square/Wauwi upgrade will retain the north-south and east-west movements through Light Square/Wauwi, thus not considered to impact on the movement of emergency vehicles.

8.7 Property Access

Access to the western properties is maintained in both options.

8.8 Next Steps

Based on the assessment and findings presented in this report, we estimate the following steps will be required to assist CoA in validating the preferred draft master plan option and developing it further for a detailed assessment.

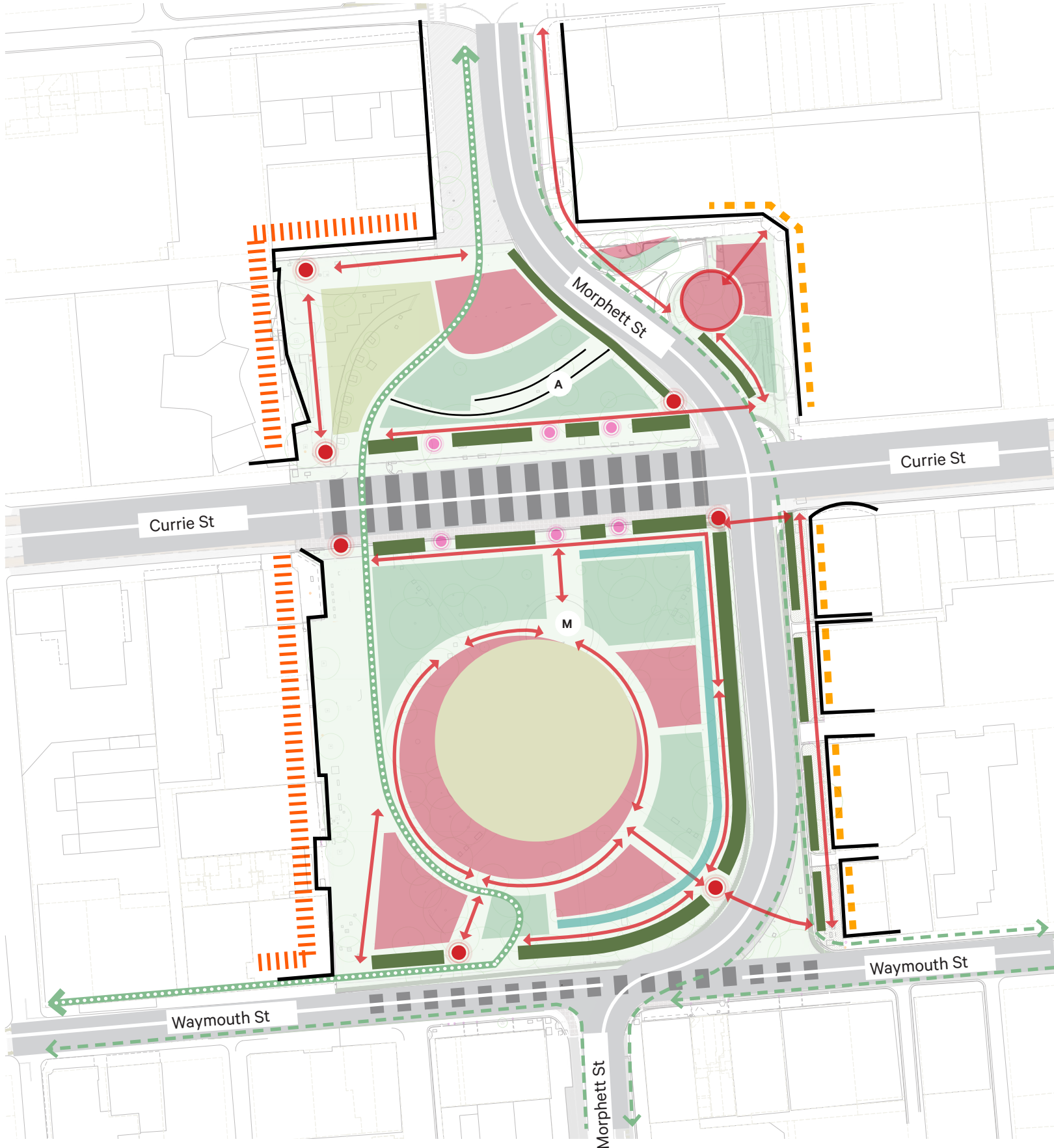
- Detailed traffic modelling in accordance with DIT's master specification (RD-GM-D4) to assess wider network impacts, including planned/committed projects by CoA.
- Stakeholder community engagement on parking and loading zone impacts.
- Develop concept layout to assess feasibility of parallel parking and impacts on services, amenities, option for off-road shared use path etc.
- Consultation with SAPTA on potential rerouting of buses (in case Option 1 is selected as the preferred option).

APPENDIX A
LIGHT SQUARE/WAUWI DRAFT
MASTER PLAN OPTIONS



Master Plan: Option 1

Option 1 will reduce road pavement by 22% and increase usable space in the Square by 9%, by transforming movement in and around the Square. It will connect people with surrounding uses and activities with north south through traffic relocated to the eastern side of the Square. This will activate and return the western edge of the Square to Park Lands Purposes, increase safety, space for trees and cooling and open up more green space to enhance safety, wellbeing and activation. This map shows the potential for small and medium activity spaces, an enhanced northern section and western frontages with direct access to the Square.



ENVIRONMENT

- Green edge
- Feature gardens
- Open lawns
- WSUD
- Events/flexible space*
- Direct Square active building frontage
- Building frontage

CONNECTION

- Primary access point
- Access point
- Primary pedestrian path
- Shared use zone
- Cycle lane**
- Vehicle lane
- Paved roadway

Key Points

- A Level Change - Potential amphitheatre
- M Monument

OPTION 1 ACHIEVES:

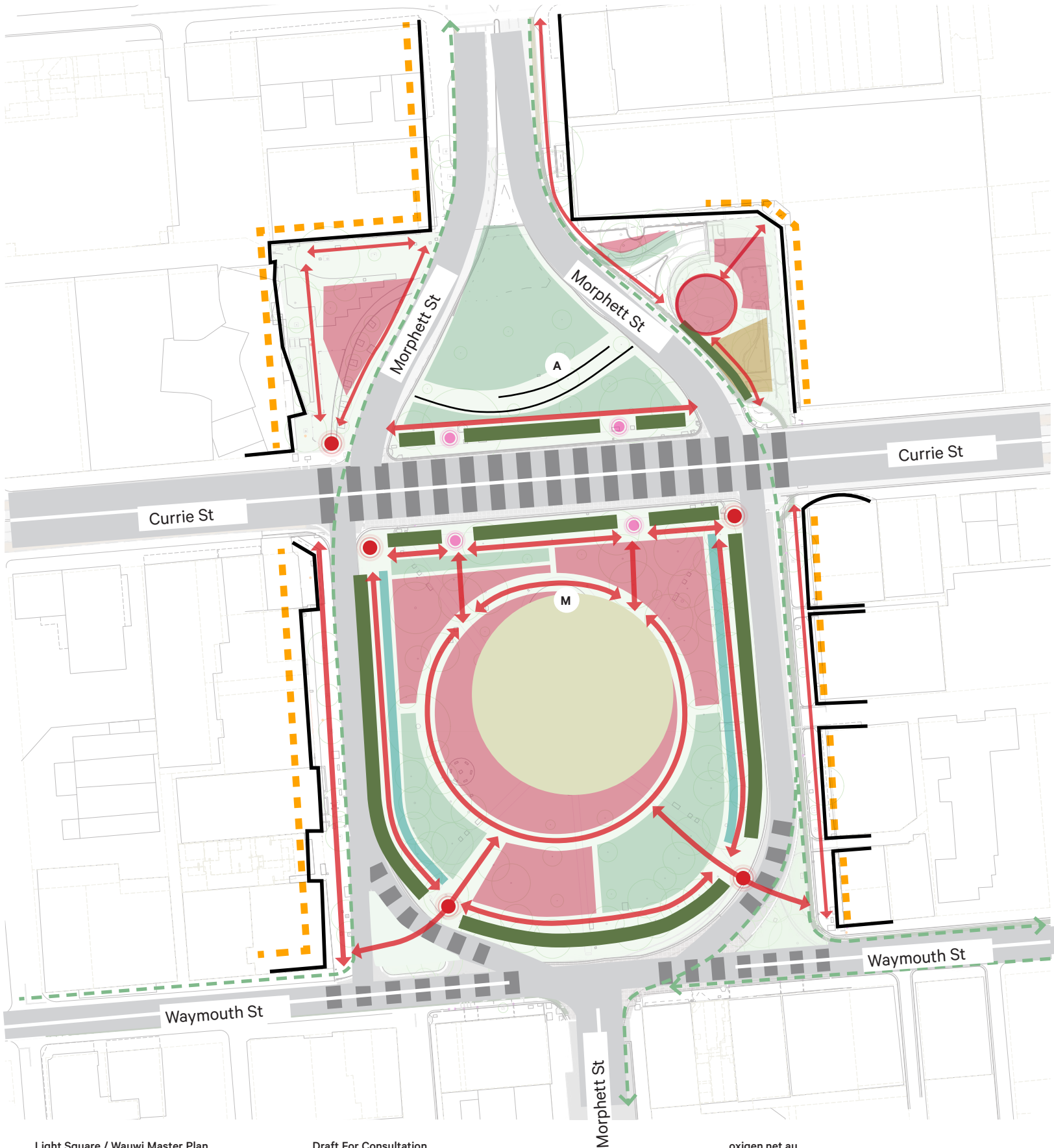
Active Edge	Creation of 270m of direct Square active building frontage.
Safety	Replacement of road crossings with direct access to open space.
Greening	Replacement of 4,096m ² (22%) of road pavement with green space. An increase in green space of 9% and an increase in space for biodiversity of 14%.
Tree Canopy	An increase in tree canopy of 30%.
Open Activity Spaces	An increase in open lawns for open activity spaces of 35%.

* Detailed design to define open spaces that will allow for a range of activities at various scales

**Detailed design to define at grade/separated

Master Plan: Option 2

Option 2 will reduce road pavement by 15% and increase usable green space in the Square by 4% by reducing the number of traffic lanes on the south-east and south-west of the Square. This will open up more space for trees and cooling, reduce the impact of traffic and improve access to the Square. This map shows potential for an enhanced northern section, access points into the Square and small to medium activity spaces.



ENVIRONMENT

- Green edge
- Feature gardens
- Open lawns
- WSUD
- Events/flexible space
- Building frontage

CONNECTION

- Primary access point
- Access point
- Primary pedestrian path
- Cycle lane*
- Vehicle lane
- Paved roadway

Key Points

- A Level Change - Potential amphitheatre
- M Monument

OPTION 2 ACHIEVES:

Safety	Removal of 2 vehicle slip lanes.
Greening	Replacement of 2,895m ² (15%) of road pavement with green space. An increase in green space of 4% and an increase in space for biodiversity of 13%.
Tree Canopy	An increase in tree canopy of 25%.
Open Activity Spaces	An increase in open lawns for open activity spaces of 20%.

* Detailed design to define open spaces that will allow for a range of activities at various scales
**Detailed design to define at grade/separated

APPENDIX B

TRAFFIC MODELLING SCOPING DOCUMENT





TRAFFIC MODELLING SCOPING DOCUMENT

PROJECT NO.: WGA250495

DOCUMENT NO: WGA250495-RP-TT-0001-B

DATE: 28 MAY 2025

COMPANY NAME	Department for Infrastructure and Transport
ATTENTION	Keyvan Pourhassan, Department for Infrastructure and Transport (DIT)
SUBJECT	Traffic Modelling Scoping Document (TMSD) – Light Square (Wauwi) Upgrade
PREPARED BY	Amol Kingaonkar, Jason Zafry

1. INTRODUCTION

The City of Adelaide (CoA) has engaged WGA to undertake a high-level planning investigation for the Light Square Master Plan in the Adelaide CBD. The project involves comparing two options to consider increasing green space within and around the square.

The traffic study will provide the Council with further information regarding the benefits and impacts of the two proposed high-level design options with regard to traffic movement. This work will complement other planning and design initiatives currently underway within the precinct.

This document outlines a high-level methodology and approach for traffic modelling. This approach has been adopted due to the project's time requirements and offers flexibility and requires a different approach to the typical DIT modelling process, which would be preferred and undertaken as required during further planning phases of the project.

2. OVERVIEW

2.1 Project Background

CoA has developed two options as part of the Light Square Master Plan.

Option 1 (O1) will reduce road pavement by 22% and increase usable space in the square by 9%, by transforming movement in and around the square. It will connect people with surrounding uses and activities, with north-south through traffic relocated to the eastern side of the square. This will activate and return the western edge of the square to Park Lands Purposes, increase safety, space for trees and cooling and open up more green space to enhance safety, wellbeing and activation. This map shows the potential for small and medium activity spaces, an enhanced northern section and western frontages with direct access to the square.

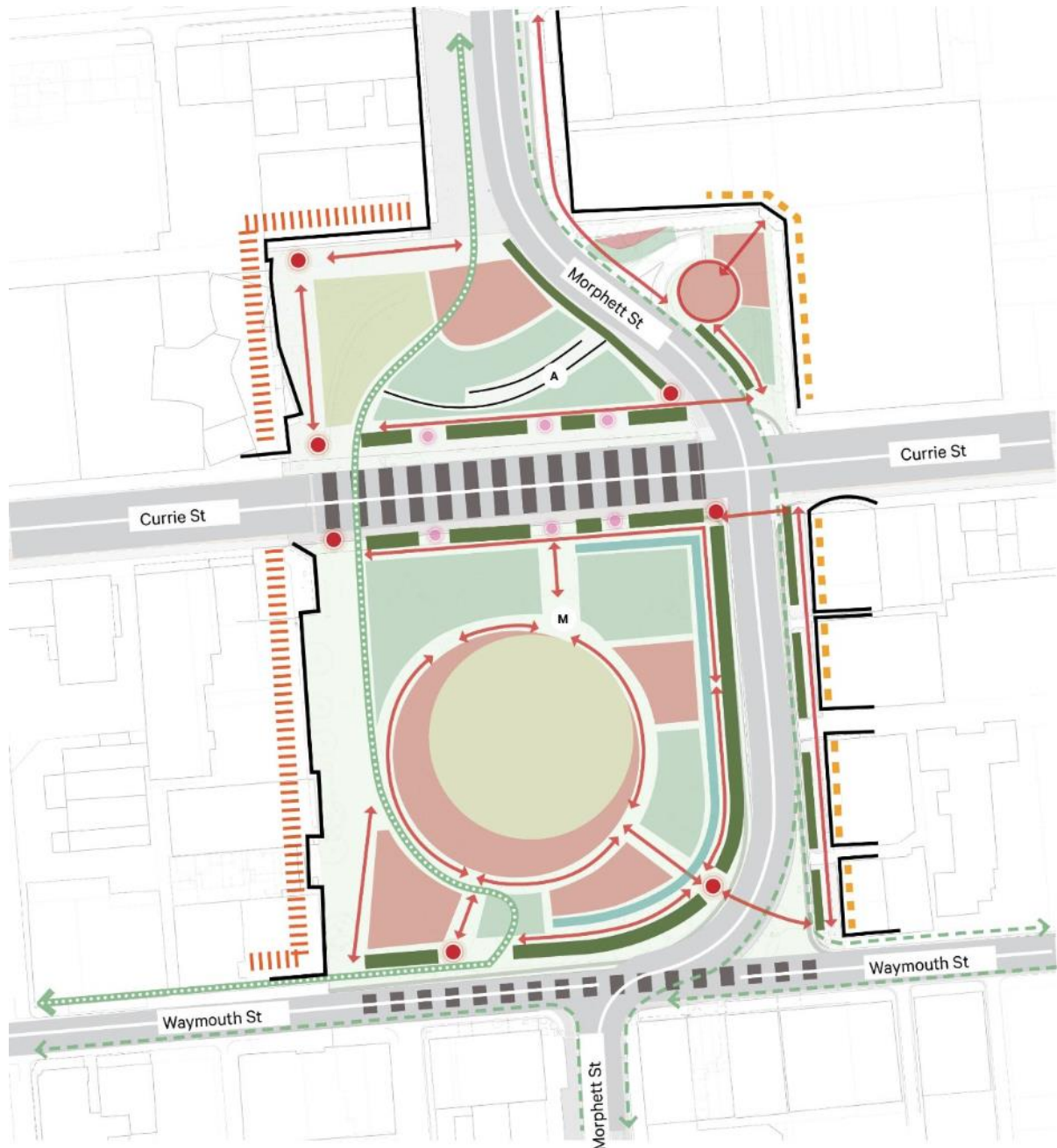


Figure 1: Light Square Wauwi Master Plan Option 1

Option 2 (O2) will reduce road pavement by 15% and increase usable green space in the Square by 4% by reducing the number of traffic lanes on the south-east and south-west of the Square. This will open up more space for trees and cooling, reduce the impact of traffic and improve access to the Square. This map shows potential for an enhanced northern section, access points into the Square and small to medium activity spaces.

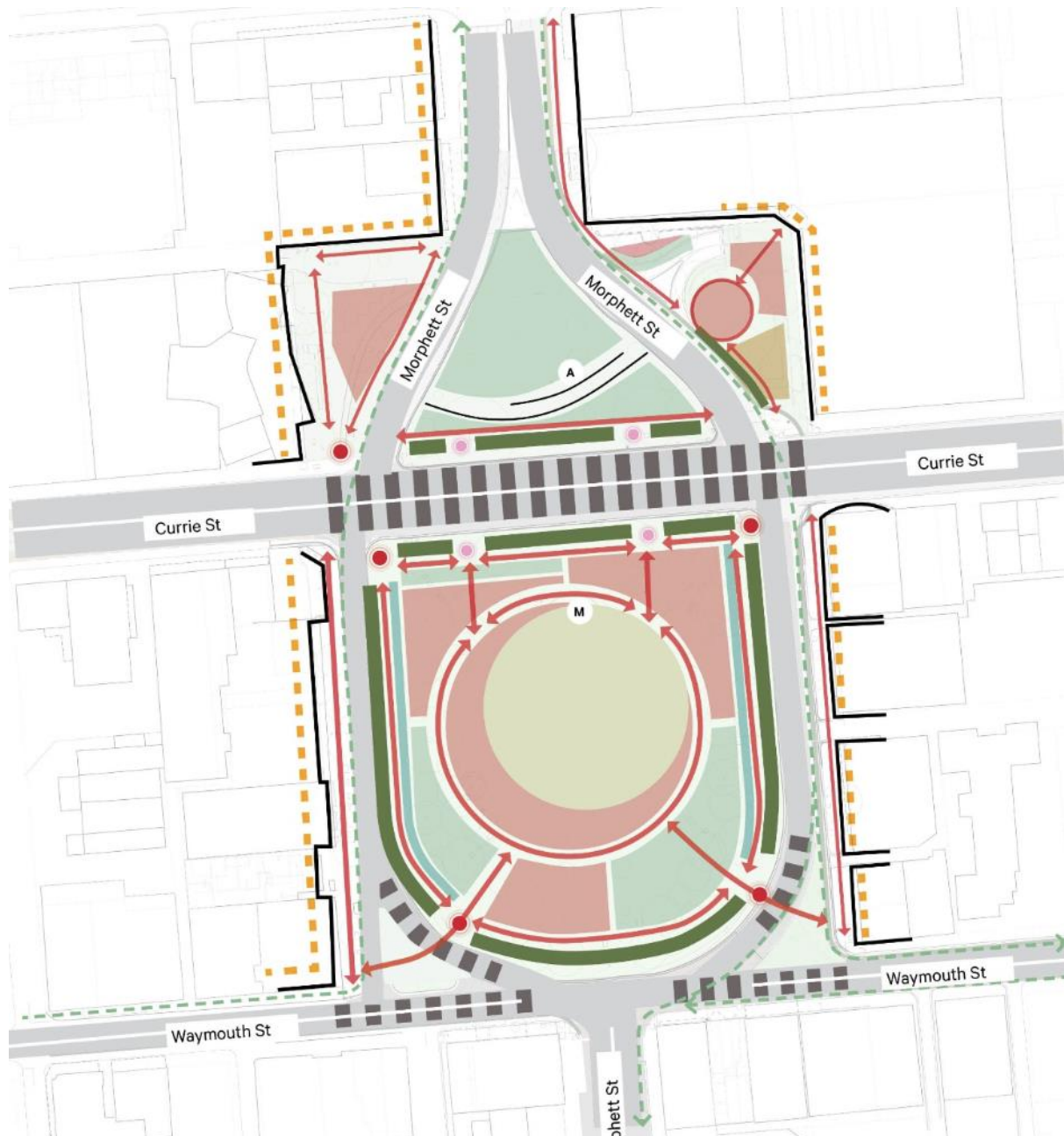


Figure 2: Light Square / Wauwi Master Plan Option 2

2.2 Purpose

The purpose of the proposed traffic modelling exercise is to assess the impacts of both options to inform CoA decision-making. The traffic modelling will be used to

1. Compare the network performance (for the subarea extent identified through discussions with DIT) for the two options with the existing operations.
2. Compare individual intersection performance (of the three intersections within the square), and
3. Compare Public Transport (bus) movements along Currie Street and for bus routes (and not in service buses) requiring right turns at Currie Street intersections.

4. Compare walking and cycling connectivity for the two options, considering impacts and benefits at three signalised intersections within the square.

WGA met with Andrew Every (SAPTA) and is waiting to receive current, future and out-of-service movements to the Clarendon St depot, which will be used in the model. This includes possible extensions of selected bus routes to the nWCH. The extent of the model will not be limited to the square; it will be extended to understand impacts on up and downstream intersections for all approaches.

2.3 Scope of Works

We propose to undertake the traffic modelling in two stages, using two subarea models from the Tactical Adelaide Model (TAM), as discussed below.

2.3.1 TAM – Macro Subarea Model

The extent of the TAM Macro Subarea Model proposed for this analysis is shown in Figure 2.



Figure 3: Light Square / Wauwi Masterplan Options

The TAM Macro Subarea Model will be used to determine the wider trip impacts of the two options. It will provide a rapid strategic assessment and determine how the proposed changes may impact vehicular route assignment. This assessment will enable identification of any routes / paths that currently travel through the Square but shouldn't or may not be required (to travel through the square), subject to changes to/in the wider network e.g., T2D project.

The modelling will be undertaken generally in accordance with DIT's Master Specification, RD-GM-D4 and the TAM Modelling Guidelines. However, given time constraints in completing this analysis by mid-June, it may not be possible to undertake the full calibration and validation process in accordance with the TAM Guidelines. Instead, WGA has proposed an alternative approach to calibrating and validating the TAM Micro Subarea Model, as explained in Section 3.4.

WGA will submit the TAM Subarea Model (with the corresponding report) for DIT to review subject to Council approval.

2.3.2 TAM – Micro Subarea Model

Upon conclusion of Stage 1 (DIT's review of the TAM Macro Subarea Model), WGA will proceed to develop the TAM Micro Subarea model, with indicative extents as shown in Figure 3.

The TAM Micro Subarea Model extent was identified through discussions and collaboration with CoA and DIT, as shown in Figure 4.

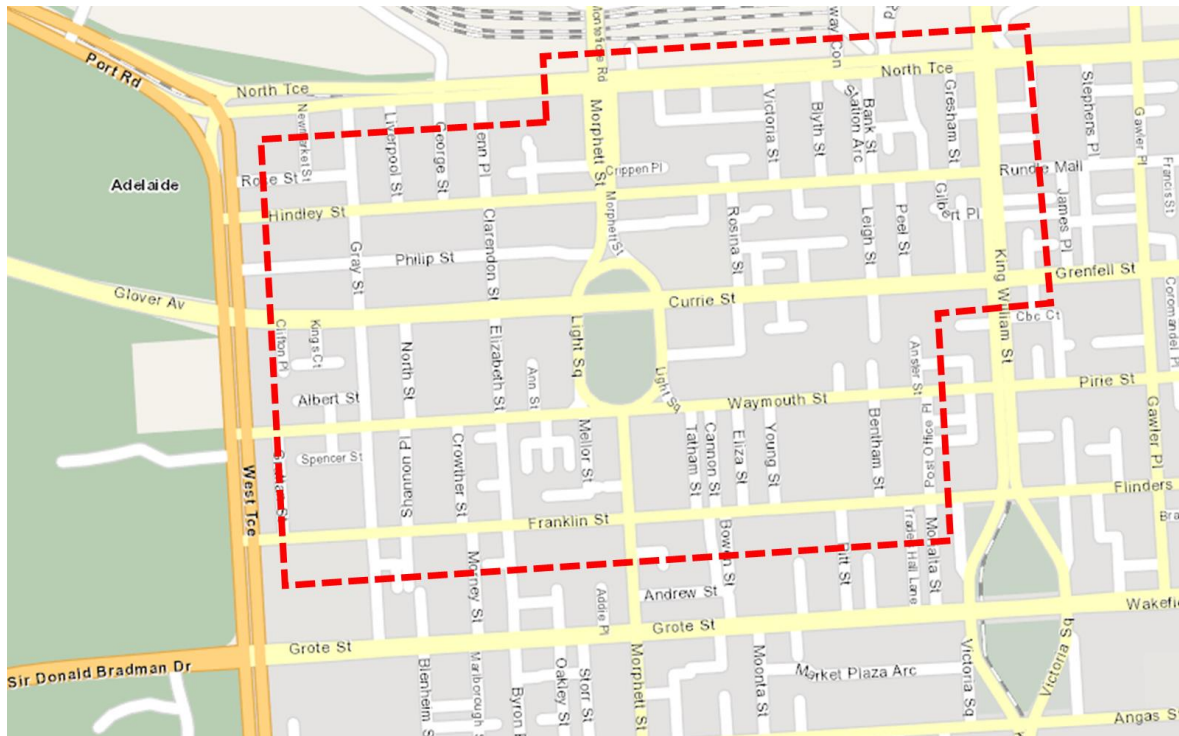


Figure 4: Indicative TAM Micro Subarea Model Extent

As discussed with DIT in a meeting on 28/05/2025, WGA will include King William Street intersections at North Terrace, Hindley Street and Currie Street/Grenfell Street in the TAM Micro Subarea model. However, these intersections will not be calibrated and will only be used to capture route choices and the impact of Hindley Street's one-way operations.

WGA will submit the TAM Micro Subarea Model (with the corresponding report) for DIT to review subject to Council approval.

3. PROPOSED TRAFFIC MODELLING APPROACH

3.1 Modelling Software

Aimsun Next 23.0.1 (2021-02-07) will be used to develop the TAM Subarea (Base Case) and TAM Subarea (Project Case) models.

SIDRA modelling is not part of this scope, except for using it to inform preliminary phasing for use within AIMSUN based on similar operational requirements of existing sites.

3.2 Model Scenarios

The following scenarios will be developed for each intersection assessed.

SCENARIO	DETAILS	YEAR
Base Case	TAM Micro Subarea Model calibrated using data extracted from various sources as discussed in Section 3.4	BC 2024
Project Case	TAM Micro Subarea models for two options PC-O1: N-S carriageways of Light Square on the east PC-O2: N-S carriageways of Light Square with potential reduction in traffic lanes and turn restrictions	PC 2024

Project Case modelling will assess the impacts of the proposed two options for Light Square Master Plan and compare them against the baseline conditions (BC2024)

3.3 Model Periods

TAM Micro and Micro Subarea modelling will cover the typical AM and PM peak periods as listed in Table 1 below.

Table 1: Modelling Periods and Scenarios

MODEL	DETAILS	YEAR
TAM Micro Subarea	- AM Peak Period 7.00 AM to 10.00 AM - PM Peak Period 3.00 PM to 6.00 PM	BC 2024 PC 2024

No interpeak period modelling will be undertaken as the aim of this study is to assess the impact of the two options on peak commuter traffic during weekdays.

3.4 Calibration and Validation

WGA is working on a strict delivery timeframe, requiring the draft analysis report to be delivered by mid-June. As such, detailed calibration and validation for TAM models in accordance with DIT traffic modelling guidelines cannot be undertaken. Instead, WGA will use data extracted from the following sources to inform model development, calibration, and validation.

- AddInsight
 - o Loop Detector Counts (estimates)
 - o Signal Phase Splits (estimates)
 - o Travel Time estimates for selected routes
- Tom Tom
 - o Route Choices to/from/through Light Square
 - o Travel Time estimates for selected routes
 - o Link volumes
- Traffic Signal Plans
 - o Sourced from CoA – inform loop detector data and signal phase details (AddInsight)
- VIVA City (City of Adelaide)
 - o Screen line counts for vehicles and pedestrians at TS3031 & TS3032
- Bus movements 3 x Light Square intersections only
 - o GTFS Data (where available)
 - o Adelaide Metro website

Calibration will be undertaken for 15-min intervals

Calibration and validation will generally be undertaken in accordance with Section 3.5.7.3.8 of the TAM Modelling Guidelines, considering the following criteria.

Table 2: Calibration and Validation

ATTRIBUTE	SOURCE	VALIDATION
Travel Time	Tom Tom (Link Analysis)	AddInsight
Travel Paths	TAM / Local knowledge	Tom Tom (Link analysis)
Traffic Volumes	TAM	AddInsight + Tom Tom (O-D Analysis)
Bus Movements	Adelaide Metro / GTFS	CoA VIVA
Signal Cycle & Phasing	TAM model	AddInsight, Sight Observations

The following intersections are being used for the OD adjustment process following the TAM guidelines and RDS procedures.

SITE	SOURCE
Currie Street / Morphett Street (West)	Addinsight SCATS output (turning movements verified for shared lanes)
Currie Street / Morphett Street (West)	Addinsight SCATS output (turning movements verified for shared lanes)
King William Street / Currie Street / Grenfell Street	Addinsight SCATS output (turning movements verified for shared lanes)
Waymouth Street / Morphett Street (South)	Addinsight SCATS output (turning movements verified for shared lanes)
Morphett Street / Hindley Street	Addinsight SCATS output (turning movements verified for shared lanes)

3.5 Measures of Performance

Measures of performance will include (but not limited to) the following:

- Volume/capacity analysis
- Link analysis
- Total vehicles
- Total travelled distance (VKT)
- Total hours travelled (VHT)
- Average delay
- Number of stops/vehicle
- Total stops
- Travel times for key paths
- Travel times for buses

3.6 Assumptions and Limitations

COA Projects in the precinct

It is understood that CoA is currently undertaking other planning studies within the precinct, including Hindley Street One Way movement, TAFE Campus Master Plan and residential developments. As these studies are still progressing and confidential (not in the public domain) with CoA yet to decide on these projects, it may be premature to include any of these projects in the traffic modelling assessment for Light Square. Until a decision is made, this project should be considered a standalone assessment.

As discussed in the meeting with DIT/NMS/CoA (28/05/2025), WGA will include the Hindley Street one-way option (westbound traffic movement) for Option 1 for the Light Square Master Plan.

Traffic Modelling Guidelines

This is a high-level TIA, and the modelling approach will be generally in accordance with DIT guidelines and fit for purpose, noting that CoA has indicated that detailed modelling will be undertaken subject to the decision on the Master Plan option informed by the findings from this assessment.

Departures from DIT standard specs shall be noted in the report. Council's timeframe requirements and the high-level nature of the master plans set the level of available design detail. Further modelling is expected in the next design phase following the Council's decision to proceed with concept design based on a preferred option.

4. DELIVERABLES

Deliverables for this study will include the following:

Table 3: Modelling Deliverables

DELIVERABLE	DESIGN STAGE
Traffic Modelling Scoping Document – TMSD (this document)	Planning Investigations
Traffic Modelling Report + Base Case TAM Subarea model (.ang)	Planning Investigations
Updated Traffic Modelling Report + Project Case TAM Micro Subarea model (.ang)	Planning Investigations

We trust this traffic modelling scoping document meets your expectations. If you have any questions or want to discuss any aspect of this document, please contact us to discuss further.

APPENDIX C

SAFE SYSTEMS ASSESSMENT





City of Adelaide

Light Square / Wauwi Master Plan

DRAFT SAFE SYSTEM ASSESSMENT REPORT

WGA250495

WGA250495-RP-TT-0001_A

July 2025



Revision History

REV	DATE	ISSUE	ORIGINATOR	CHECKER	APPROVER
A	18/07/2023	Concept/Draft	JH	JZ	HB

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To be read in conjunction of Safe System Guideline

Internal	Knet# 13551921
External	https://www.DIT.sa.gov.au/standards/roads-all#roaddesignoutputs

DRAFT

COA APPROVALS – SAFE SYSTEMS ASSESSMENT

CONSULTATION			
Discipline	Reviewer	Comments	Date
Road & Marine Assets			
Traffic Operations			
Safety Strategy			
Technical Services			
Planning Division			

TECHNICAL APPROVAL	
☐	I approve the use of the mitigating treatments for this this project as detailed, subject to any conditions outlined below.
☐	I reject the use of the mitigating treatments and request further consideration.
☐	I endorse
Name: MANAGER, TECHNICAL SERVICES	
Signature:	Date:

EXECUTIVE APPROVAL (If Deemed Necessary for Projects >5 million)	
☐	I approve
☐	I reject
Name: COMMISSIONER OF HIGHWAYS/DELEGATE	
Signature:	Date:

1 SAFE SYSTEM ASSESSMENT

1.1 Assessment Details

1.1.1 Type of Assessment

A “quick” version of the Safer Systems Assessment (SSA) has been undertaken for the conceptual phase of the proposed design.

Wallbridge Gilbert Aztec (WGA) has been engaged by the City of Adelaide (CoA) to undertake planning investigation for CoA controlled “Light Square / Wauwi Master Plan”.

1.1.2 Existing Layout



1.1.3 Existing Bike Network (dashed lines are dedicated facilities)



1.1.4 Traffic Volumes (Location SA Viewer 2024 data)



1.1.5 Crash Information (Location SA Viewer 2019-2023)

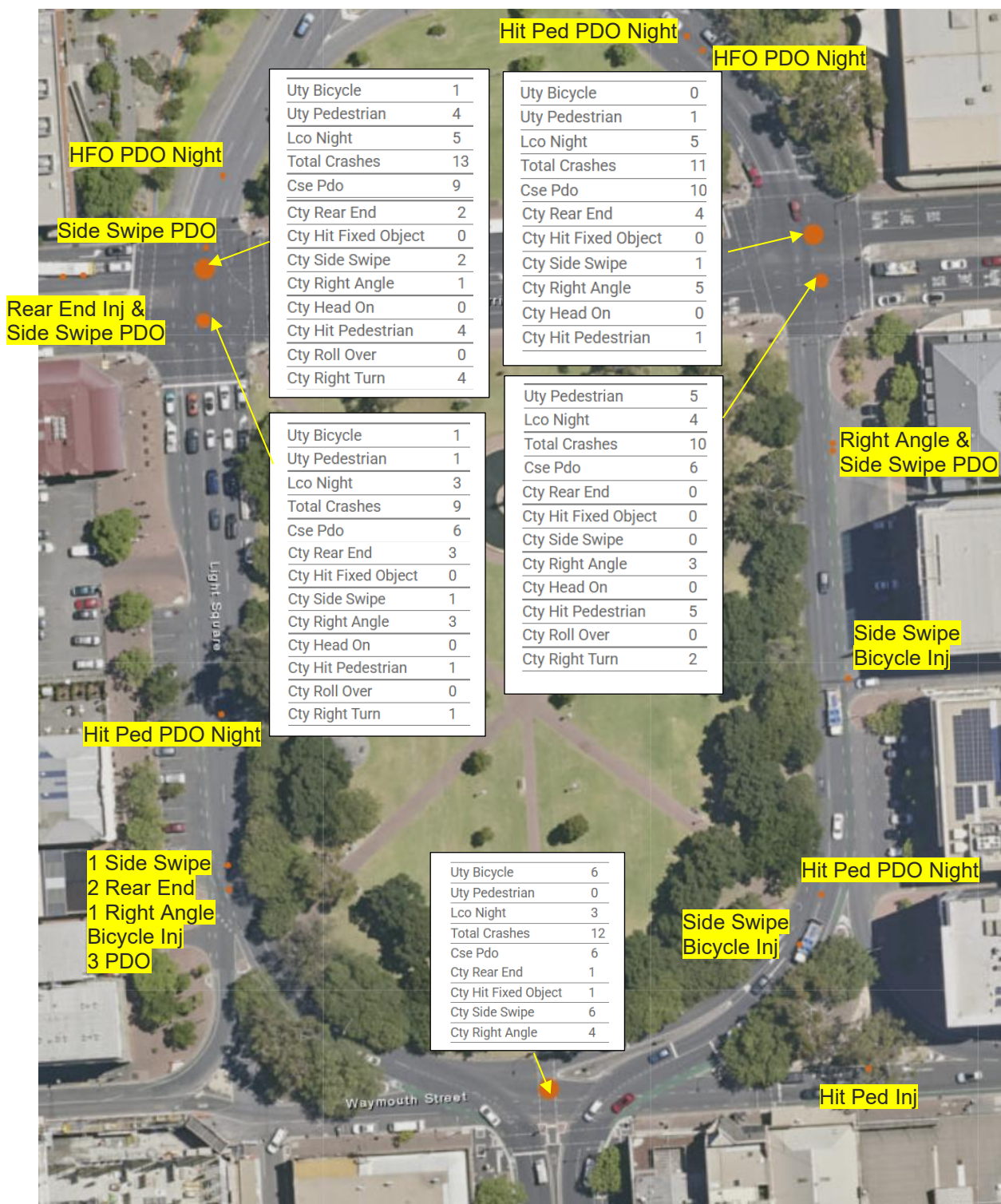
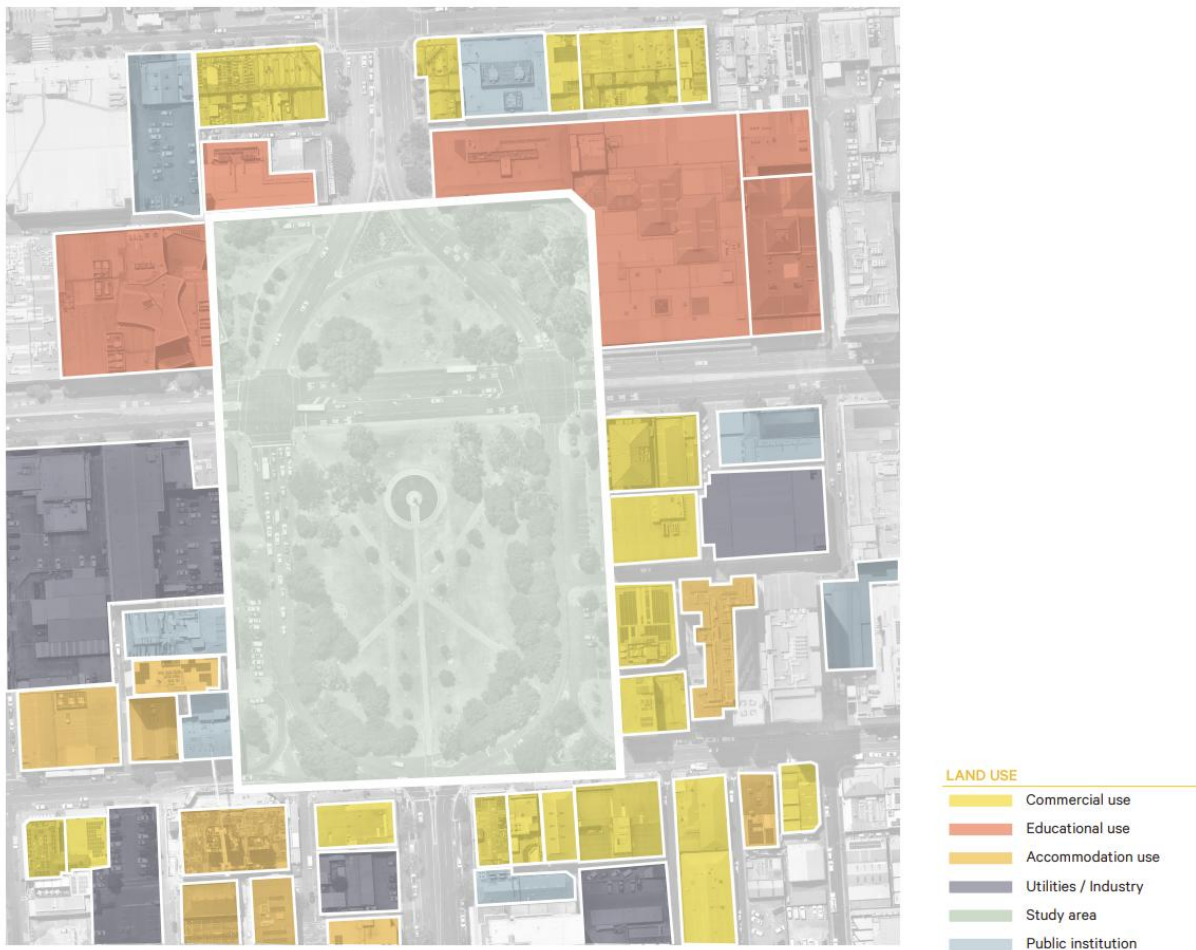


Table 1 – Crashes within the Light Square (note that the main report has a larger catchment)

Crash Type	RA	RT	RE	SS	Hit Ped	HFO	Bike	TOTAL	TOTAL INJURY	TOTAL PDO
Number	18	7	13	16	15	3	(11)	72	23	49
%	25.0%	9.7%	18.1%	22.2%	20.8%	4.2%	(15.3%)	100%	31.9%	68.1%

1.1.6 Adjacent Lane Uses (from Master Plan)

Adjacent Land Uses



1.1.7 Assessment Team

This assessment has been conducted by Justin Henderson, Senior Civil and Transport Engineer and Jason Zafry, Senior Transport Planner. Justin and Jason have completed the Safety Systems Assessment training in early 2020 and both are Senior Road Safety Auditors with over 20 years' experience each in the field of traffic and transport engineering.

1.1.8 Meetings and Site Inspections

Not undertaken at concept stage.

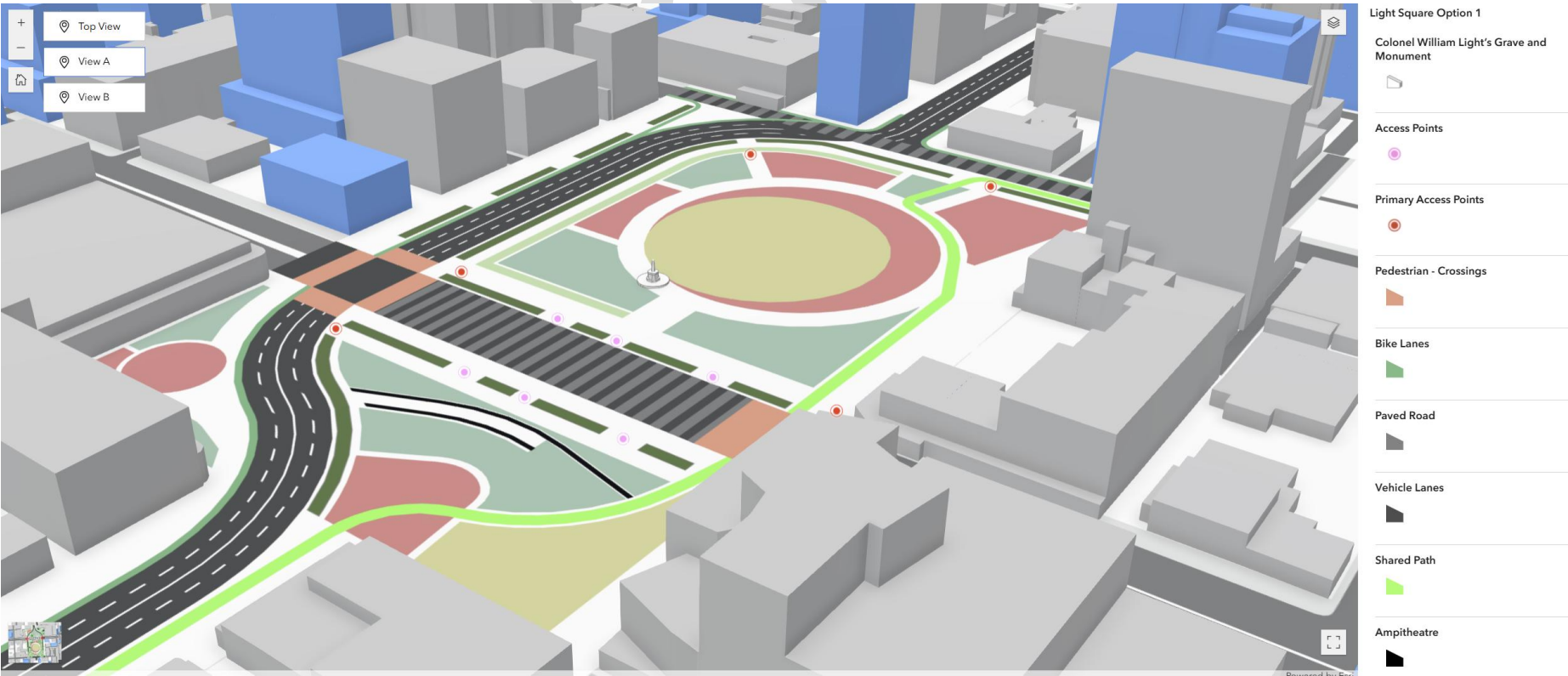
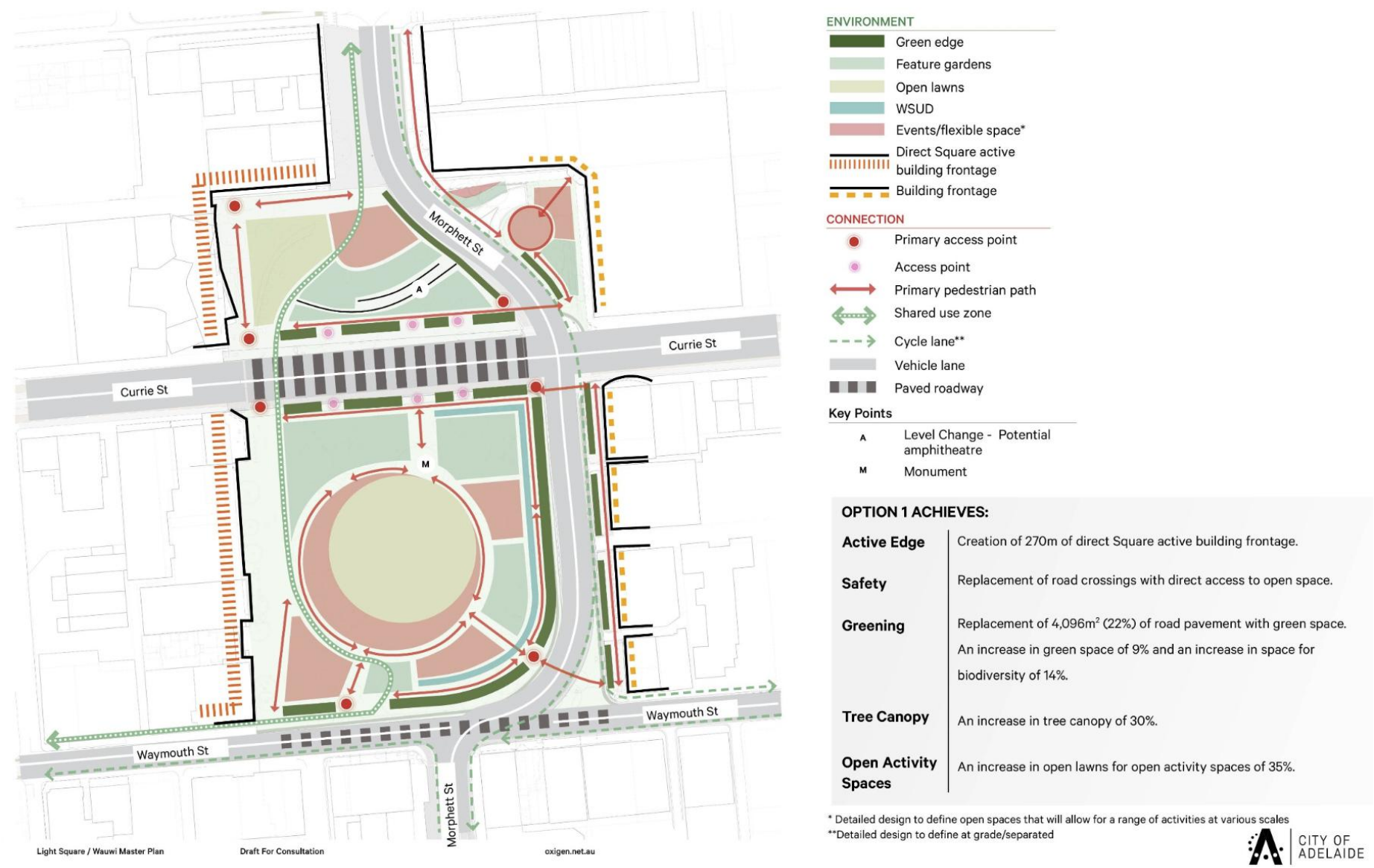
1.1.9 Project Objectives and Context

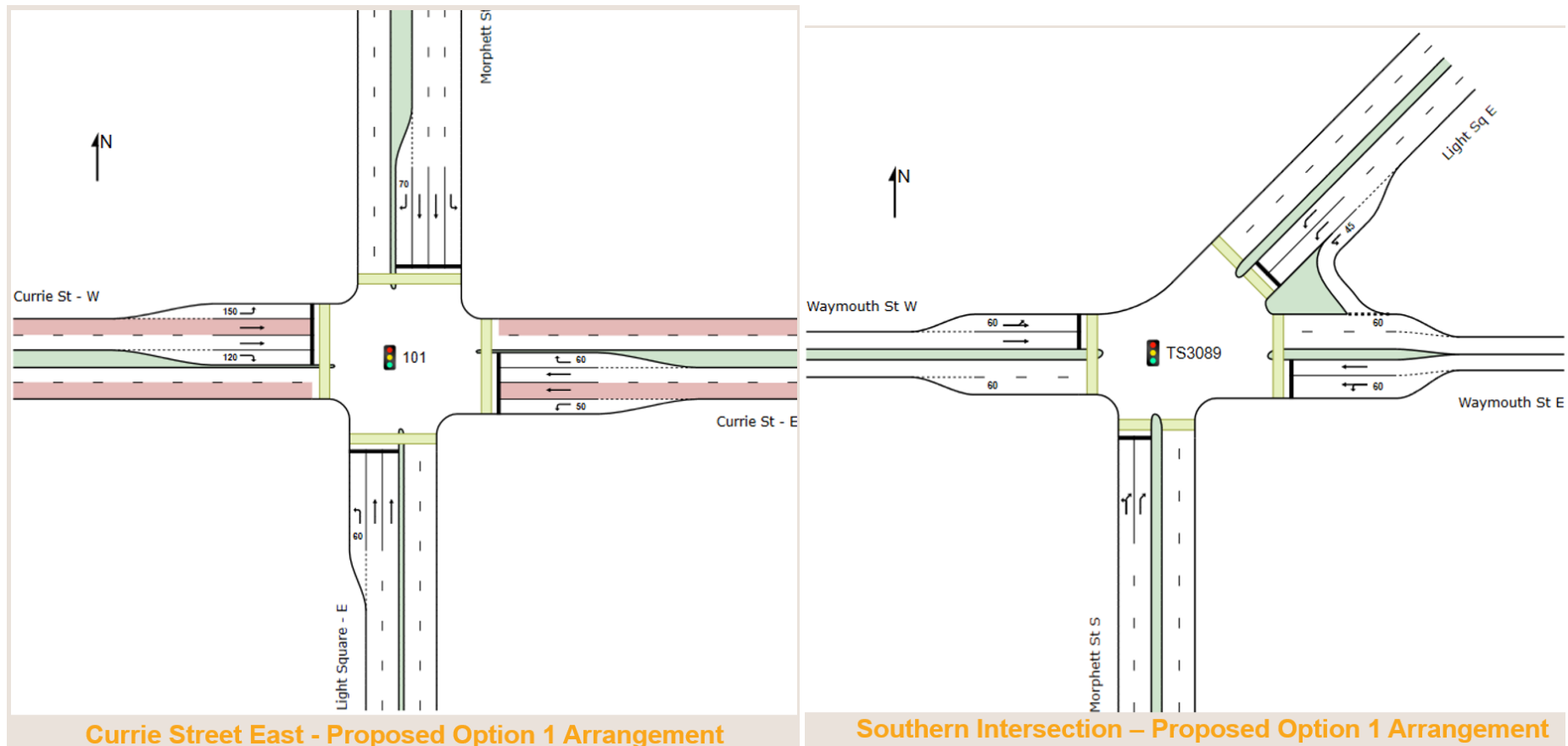
Table 1-3: Project Context

PROMPTS	COMMENTS
What is the reason for the project? Is there specific crash type risk? Is it addressing specific issues such as poor speed limit compliance, road access, congestion, future traffic growth, freight movement, amenity concerns from the community, maintenance/asset renewal, etc.	The upgraded light square is proposed to improve amenity, increase public/green space, and also encourage active transport whilst improving active transport safety. Improvements should also reduce the likelihood, and wherever possible, the severity of crashes/incidents for all road users. The changes may decrease the overall vehicle / traffic operational efficiency of the intersection.
What is the function of the road? Consider location, roadside land use, area type, speed limit, intersection type, presence of parking, public transport services and vehicle flows. What traffic features exist nearby (e.g., upstream, and downstream)? What alternative routes exist?	CoA does not typically define the roads as particular routes. Currie Street, Morphett Street (including Light Square's Northbound & Southbound legs) and Waymouth Street are all classified as arterial roads (attracting high traffic volumes and forming part of key public transport routes). Significant pedestrian generation attractions adjoin the sites, resulting in high volumes of cyclist and pedestrians. Generally the alternative through routes are the surrounding East/West/North/South Tce however these do not have a direct connection to Morphett St and Montefiore Road (bridge) direct linkage to North Adelaide.
What is the speed environment? What is the current speed limit? Has it changed recently? Is it similar to other roads of this type? How does it compare to Safe System speeds? What is the acceptability of lowering the speed limit at this location?	The default urban/city speed limit is 50 km/h. The operating speeds actually achieved in this area are likely to be lower than 50km/h (assume around 30-40km/h). The operating speeds are generally "safer system" for vehicle-vehicle conflict but not vulnerable users. Lowering of speed limit (or traffic calming measures) is a possibility.
What road users are present? Consider the presence of elderly pedestrians, school children and cyclists. Also note what facilities are available to vulnerable road users (e.g., signalised crossings, bicycle lanes, school speed limits, etc.)	There are several key land uses adjacent to the intersection which generate specific road user types: Businesses, Entertainment, Hotels, University Generally, "high pedestrian access" and moderate cycling activity. Signalised intersection ped crossings are controlled. High volumes of public transport patronage.
What is the vehicle composition? Consider the presence of heavy vehicles (and what type), motorcyclists and other vehicles using the roadway.	The vehicle composition is a mix of regular urban traffic, and some freight volume (although likely to be smaller rigid vehicles, 19m semi maximum). Cyclists and pedestrians are present in high volumes at this site as indicated by the above road users. Motorcycles would be consistent with typical urban volumes.

1.2 Proposed Works

1.2.1 Option 1 Concept Design



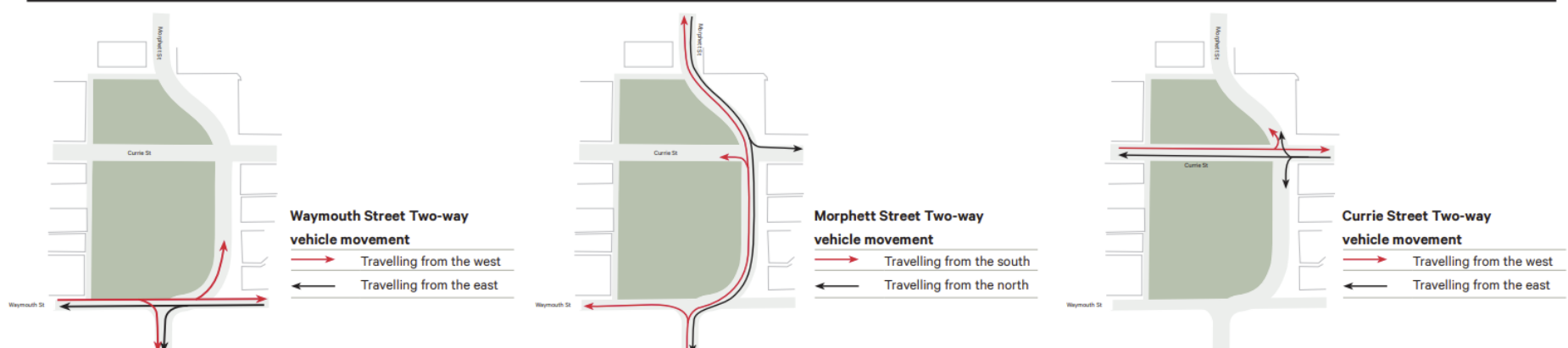


Option 1

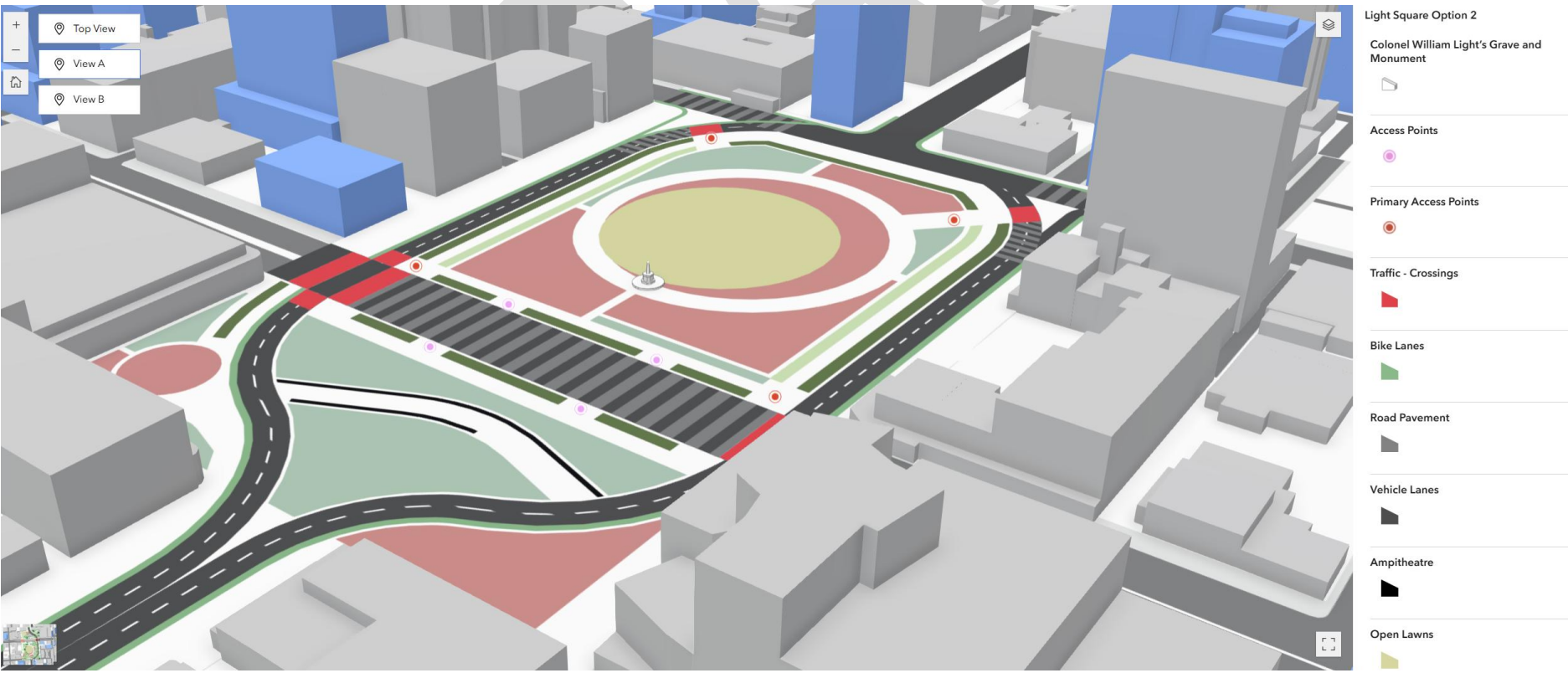
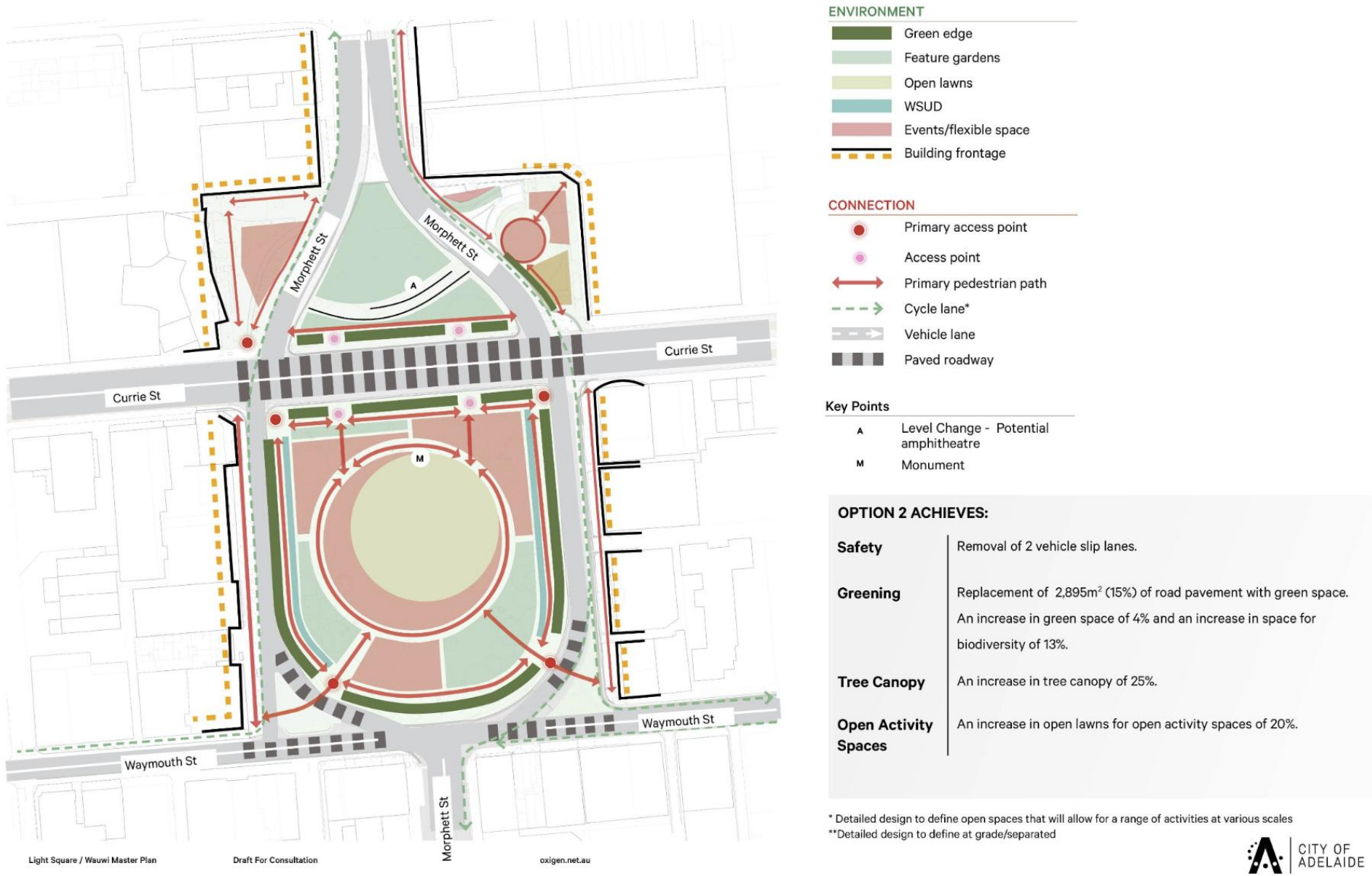
Relocate North-South vehicle movement along Morphett Street to the eastern side of the Square only. This option will maintain East-West movement on Currie and Waymouth Street.

- 1 Relocates traffic movement to the eastern side of the Square.
- 2 Pushes the road carriageways to the east within the existing carparking and pedestrian footpath zones.
- 3 Achieves vehicle access to properties on the western side of the Square from existing laneways running off Currie and Waymouth Streets.
- 4 Introduces a right turn from Waymouth onto Morphett Street when travelling from the west.
- 5 Introduces the ability to continue to travel east along Waymouth Street through the Morphett Street intersection when travelling from the west.
- 6 Removes the right turn from Morphett onto Currie Street when travelling from the south.
- 7 Removes the right turn from Morphett St onto Currie St when travelling from the North.
- 8 Removes the right turn onto Morphett Street from Currie Street when travelling from the west.
- 9 Removes the right turn onto Morphett Street from Currie Street when travelling from the East. Alternatively right turn movement outside peak hours can be provided.
- 10 A bus only right turn bay can be provided from Currie Street when travelling from the East.

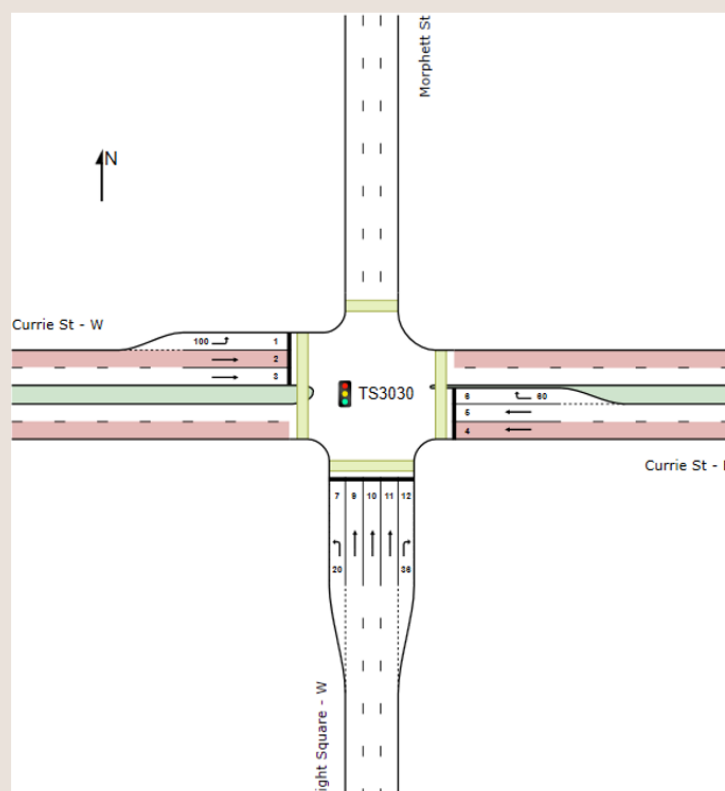
Option 1



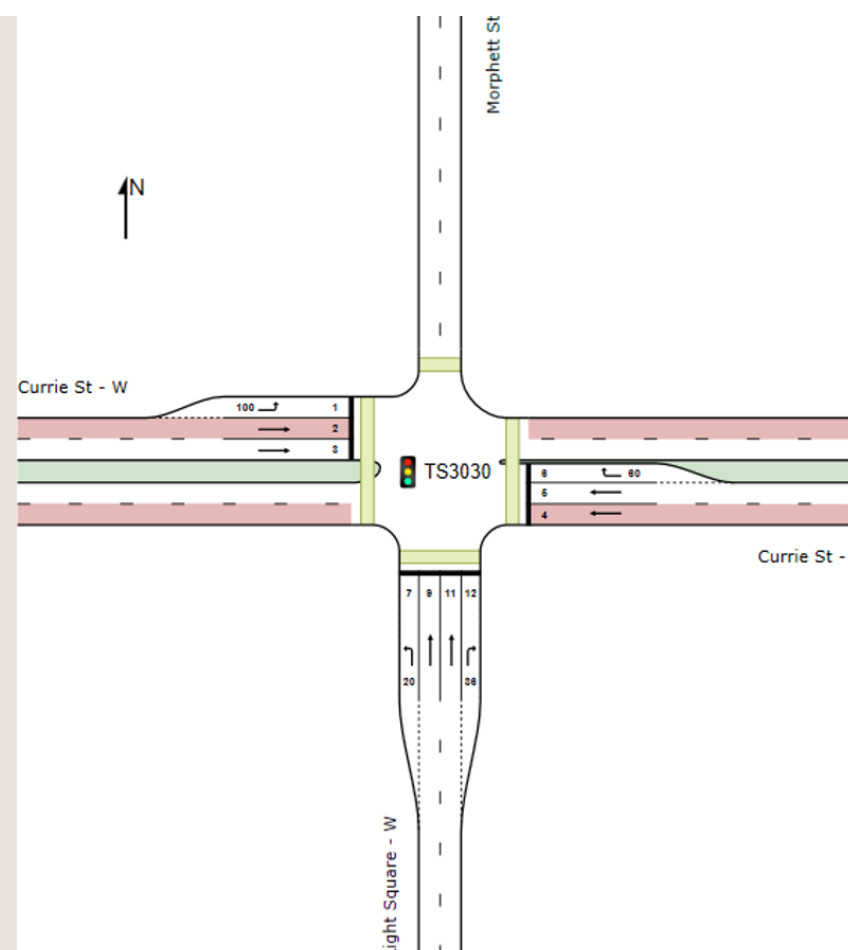
1.2.2 Option 2 Concept Design



Reimagined Light Square/Wauwi Option 2



Currie Street West - Existing Arrangement



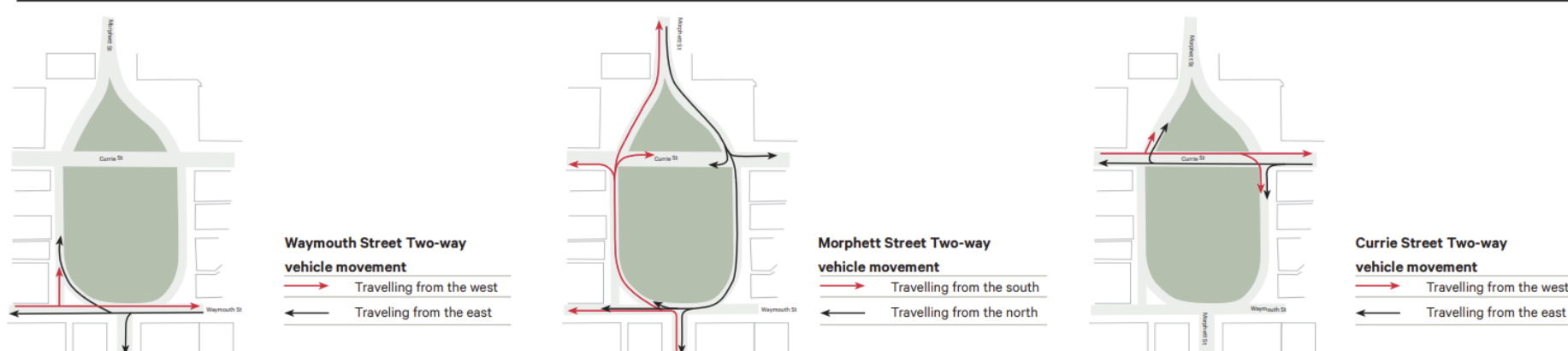
Currie Street West – Existing Arrangement

Option 2

Retains vehicle movement along Morphett Street either side of the Square and increases the central green area of the Square by removing slip lanes, pushing the traffic lanes outwards and reducing the width of the current parking and pedestrian verges.

- 1 Retains the existing north south traffic movement along Morphett Street but relocates the road carriageways outwards.
- 2 Includes limited loading and access carparks on the eastern side.
- 3 Retains existing lane configuration at signalised intersections.
- 4 Introduces the ability to continue to travel east along Waymouth Street through the Morphett Street intersection when travelling from the west.

Option 2



1.3 Safe System Assessment Matrices

The SSA matrix has been populated with reference to section 9 of the Assessment Guideline.

Table 1-5: SSA Matrix Light Square / Wauwi (Before Treatment)

	Run-off road	Head-on	Intersection	Other	Pedestrian	Cyclist	Motorcyclists
Exposure Comments:	The site has 53,000 VPD. Assume 35% of this volume within outer traffic lanes (18,500 VPD).	The site has 53,000 VPD. Assume only 5% of this volume is susceptible to head on due to traffic separation (2,650 VPD). Alternative test is Currie Leg 19,100 VPD has 25% traffic in RT lanes exposed (4,775 VPD).	The site has 53,000 VPD entering the intersections.	Side swipe on approach to intersection – the high amount of adjacent turning traffic. Assume 25% of the total volume is changing lanes preparing for turning. (13,250 VPD)	The site has no pedestrian counts, it is expected that well in excess of 100 pedestrians are within the project site on a daily basis, due to the location of ped generating attractions in the area	The site has no cyclist counts, it is expected that well in excess of 100 cyclists are within the project site (on road) on a daily basis	It is expected that well in excess of 100 motorcyclists are within the project site (on road) on a daily basis
Exposure Score:	4/4	2/4	4/4	4/4	4/4	4/4	4/4
Likelihood Comments:	Factors that increase the likelihood include: - Frequently spaced street trees etc immediately adjacent to (behind) the kerb at the central to southern end of light square - High volumes of traffic changing lanes on approach to the intersection to assume the correct turn lane create potential zones of vehicular conflict and resultant ricochet into roadside - Roadside furniture within the CZW eg Traffic Signal Poles/light poles, Semi-frangible items (Light and Sign poles etc) - Deviating alignment, some hazards to outside of curves Factors that decrease the likelihood include: - There are three (3) HFO recorded crashes in 5 years - <5% of crashes	Factors that increase the likelihood include: - High volumes of traffic changing lanes on approach to the intersection to assume the correct turn lane create potential zones of vehicular conflict – head on could be a secondary crash type after a side swipe or avoidance manoeuvre Factors that decrease the likelihood include: - Out of 72 crashes recorded in a 5-year period, none were head on - Light Square separates opposing traffic streams virtually eliminating head on risk for much of the alignment. - Raised medians are present throughout the remainder of light square intersection approaches providing separation between opposing vehicles - Currie and Waymouth Legs are straight approach. Currie separated by RT Lanes (increase separation)	Factors that increase the likelihood include: - From 5-year crashes, the predominant crash type is right angle (18 of 72 or 25%). - Right Turn accounts for 7 out of 72 crashes (9.7%) - Rear End crashes (13 of 72) - Poor traffic flow due to alignment of intersections contributes to start stop traffic and increase risk of rear end crashes - High Traffic Turning movements - RT from Currie (westbound) to Morphett (northbound) is a filtered turn (green arrow drops out). - Curving alignment through intersection (lane placement issues) Factors that decrease the likelihood include: - Intersection controlled by lights and no filtered left or right turn phases (except Currie WB to Morphett NB) - Some movements EG right turn are banned EG Waymouth St direct to Morphett St or do not have oncoming conflicting traffic (Morphett to Currie - westbound). - Currie St has one lane in each direction bus lane 7am-7pm	Factors that increase the likelihood include: - High turning movements and cross traffic movements to enter correct lane to turn - Meandering alignments on Morphett St/Light Square - Commercial and Property access adjacent to site - Parking movements adjacent to site - From 5 year crashes, 16 of 72 (22.2%) crashes were side swipe type - High volumes of entering traffic from adjacent legs Factors that decrease the likelihood include: - Reasonable delineation in the form of lighting, line marking	Factors that increase the likelihood include: - Very high vehicular volumes passing adjacent to footpaths - Commercial establishments around the site - High night time activity (night clubs and accommodation) - The footpaths are located immediately adjacent to the road eg Currie St and areas of Morphett St (low separation if vehicle is errant) - Lack of fencing at crossing locations to contain peds\ - The site has recorded 15 hit pedestrian crashes in 5 years (of the total 72 crashes this is 20.8%) - Crossing of Morphett St South end is uncontrolled at 2 locations Factors that decrease the likelihood include: - Three signals have signalised pedestrian crossings - Generally compliant DDA infrastructure - The layout provides controlled crossing opportunities - Wide medians provide some refuge for peds - Lighting present on site (may be less than current standard)	Factors that increase the likelihood include: 11 cyclist injury crashes in 5 years (3/72=15.3%) - Cyclists mixing with turning traffic - No protected “on road” facilities for left turns - No Hook turn facilities - Multiple conflict zones - High volumes of food delivery services on bicycles Factors that decrease the likelihood include: - bike lane facilities provided - Green line marking in conflict zones - On road and off-road facilities	Factors that increase the likelihood include: - Adjacent turning volumes - High incidents of late lane change manoeuvres - Opportunity for motorcycles to be obscured by larger vehicles such as 4WD etc - RT from Currie (westbound) to Morphett (northbound) is a filtered turn (green arrow drops out). - High volumes of food delivery scooters Factors that decrease the likelihood include: - No filtered turns at the signalised intersections (except Currie to Morphett) - As per “intersections”
Likelihood Score:	2.5/4	1/4	3/4	3/4	3.5/4	2.5/4	3/4
Severity Comments:	Factors that increase the severity include: - Many fixed objects are unyielding eg large trunked trees, very close to road Factors that decrease the severity include: - Due to congestion and controlled intersection traffic speeds are generally slower and survivable within an enclosed vehicle	Factors that increase the severity include: - Head on impacts will occur at impact speeds that could possibly cause serious injuries or fatalities Factors that decrease the severity include: - Physical separation (medians) allows some vehicle speed to wash off	Factors that increase the severity include: - A right angle crash has the potential to occur where the bullet vehicle carries enough speed that will inflict serious or fatal injuries on the target vehicle 18 injury crashes at 3 intersections combined (25%) Factors that decrease the severity include: - Speed of bullet vehicle are in the lower order and orientation for rear end crash type	Factors that decrease the severity include: The bullet vehicle is generally not orientated to dissipate enough force to cause serious injuries	Factors that increase the severity include: - Vulnerable road user exposed to speeds that will likely cause serious or fatal injuries - Pedestrians may be intoxicated leading to poor decision making	Factors that increase the severity include: Vulnerable road users exposed to speeds that will likely cause serious or fatal injuries	Factors that increase the severity include: Vulnerable road users that are exposed to speeds that will likely cause serious or fatal injuries
Severity Score:	2.5/4	2.5/4	2.5/4	2/4	4/4	4/4	4/4
Product (multiply scores above for crash type)	25/64	5/64	30/64	24/64	56/64	40/64	48/64
TOTAL							228/448

Table 1-6: SSA Matrix Light Square / Wauwi (Option 1)

	Run-off road	Head-on	Intersection	Other	Pedestrian	Cyclist	Motorcyclists
Exposure Comments:	The site has 53,000 VPD. Assume 35% of this volume within outer traffic lanes (18,500 VPD).	The site has 53,000 VPD. The new works will incur 50% of traffic to be adjacent/oncoming (26,500)	The site has 53,000 VPD entering the intersections.	Side swipe on approach to intersection – the high amount of adjacent turning traffic. Assume 15% of the total volume is changing lanes preparing for turning. (7950 VPD)	The site has no pedestrian counts, it is expected that well in excess of 100 pedestrians are within the project site on a daily basis, due to the location of ped generating attractions in the area	The site has no cyclist counts, it is expected that well in excess of 100 cyclists are within the project site (on road) on a daily basis	It is expected that well in excess of 100 motorcyclists are within the project site (on road) on a daily basis
Exposure Score:	4/4	4/4	4/4	3/4	4/4	4/4	4/4
Likelihood Comments:	Factors that increase the likelihood include: - Frequently spaced street trees etc immediately adjacent to (behind) the kerb at the central to southern end of light square, however some would be removed through road widening. - High volumes of traffic changing lanes on approach to the intersection to assume the correct turn lane create potential zones of vehicular conflict and resultant ricochet into roadside - Roadside furniture within the CZW eg Traffic Signal Poles/light poles, Semi-frangible items (Light and Sign poles etc) - Deviating alignment, some hazards to outside of curves Factors that decrease the likelihood include: - Opportunities for safer roadside design through design process	Factors that increase the likelihood include: - High volumes of traffic changing lanes on approach to the intersection to assume the correct turn lane create potential zones of vehicular conflict – head on could be a secondary crash type after a side swipe or avoidance manoeuvre - Morphett Street only separated by a 1m wide kerbed median - Deviating alignment Factors that decrease the likelihood include: - Currie and Waymouth Legs are straight approach. Currie separated by RT Lanes (increase separation) - Currie and Waymouth are paved thresholds with traffic calming	Factors that increase the likelihood include: - Poor traffic flow due to alignment of intersections contributes to start stop traffic and increase risk of rear end crashes - High Traffic Turning movements - Removal of U Turn at north and LT onto Waymouth St may transfer crashes to other areas of network due to lack of freedom of movement. Factors that decrease the likelihood include: - Intersections reduced from 3 to 2 - Number of conflict points overall reduced - Intersection controlled by lights and no filtered left or right turn phases - No Filtered turns, many right turn movements are banned - Scheme eliminates right turns from Morphett St south into Currie St and also Waymouth St - No traffic from the NW Quadrant car park	Factors that increase the likelihood include: - High turning movements and cross traffic movements to enter correct lane to turn - Meandering alignments on Morphett St/Light Square - Commercial and Property access adjacent to site - Parking movements adjacent to site - From 5 year crashes, 16 of 72 (22.2%) crashes were side swipe type Factors that decrease the likelihood include: - Intersections reduced from 3 to 2 - Number of conflict points overall reduced - Reasonable delineation in the form of lighting, line marking - Scheme eliminates right turns from Morphett St south into Currie St and also Waymouth St - Removal of U Turn at north and LT onto Waymouth St reduces risk of entering traffic side swiping through traffic	Factors that increase the likelihood include: - Very high vehicular volumes passing adjacent to road crossings - Commercial establishments around the site - High night time activity (night clubs, restaurants and accommodation) - Lack of fencing at crossing locations to contain peds - No medians provide for refuge for peds (1m median too narrow), more overall lanes to cross and gap in traffic flow harder to pick. - South-East crossing appears to be uncontrolled - Zebra / Wombat cant be used over 2 lanes each direction Factors that decrease the likelihood include: - Better separation of footpaths in mid sections - Intersections reduced from 3 to 2 - Two signals have signalised pedestrian crossings and Currie St converted to a “Victoria Square” style of environment which is more pedestrian friendly - Number of conflict points overall reduced - The layout provides controlled crossing opportunities - Lighting upgrades	Factors that increase the likelihood include: - Cyclists mixing with turning traffic - No protected on road facilities for left turns - No Hook turn facilities - Multiple conflict zones - High volumes of food delivery services on bicycles - Crossing of Waymouth and Currie St unclear, are these controlled crossings? - Capture of all cyclist movements still a concern Factors that decrease the likelihood include: - bike lane facilities provided off road - intersections reduced from 3 to 2 - Number of conflict points overall reduced - The layout provides controlled crossing opportunities - Green line marking in conflict zone (southbound) - Shared path on northbound side with very good separation. - Improve Lighting	Factors that increase the likelihood include: - Adjacent turning volumes - High incidents of late lane change manoeuvres - Opportunity for motorcycles to be obscured by larger vehicles such as 4WD etc - RT from Currie (westbound) to Morphett (northbound) is a filtered turn (green arrow drops out). - High volumes of food delivery scooters - Deviating alignment Factors that decrease the likelihood include: - No filtered turns at the signalised intersections and reduced turning movements - intersections reduced from 3 to 2 - Number of conflict points overall reduced - Calmed environment, slower speeds encouraged - As per “intersections”
Likelihood Score:	2/4	3/4	2.5/4	2.5/4	3/4	2/4	2/4
Severity Comments:	Factors that increase the severity include: - Fixed objects are unyielding eg large trunked trees, very close to road Factors that decrease the severity include: - Due to congestion and controlled intersection traffic speeds are generally slower and survivable within an enclosed vehicle	Factors that increase the severity include: - Head on impacts will occur at impact speeds that could possibly cause serious injuries or fatalities Factors that decrease the severity include: - Physical separation (medians) allows some vehicle speed to wash off	Factors that increase the severity include: - A right angle crash has the potential to occur where the bullet vehicle carries enough speed that will inflict serious or fatal injuries on the target vehicle Factors that decrease the severity include: - Speed of bullet vehicle are in the lower order and orientation for rear end crash type	Factors that decrease the severity include: The bullet vehicle is generally not orientated to dissipate enough force to cause serious injuries	Factors that increase the severity include: - Vulnerable road user exposed to speeds that will likely cause serious or fatal injuries - Pedestrians may be intoxicated leading to poor decision making	Factors that increase the severity include: Vulnerable road users exposed to speeds that will likely cause serious or fatal injuries	Factors that increase the severity include: - Vulnerable road users that are exposed to speeds that will likely cause serious or fatal injuries Factors that decrease the likelihood include: - Calmed environment, slower speeds encouraged
Severity Score:	2.5/4	2.5/4	2.5/4	2/4	3.5/4	3.5/4	3.5/4
Product (multiply scores above for crash type)	20/64	30/64	25/64	15/64	42/64	28/64	28/64
TOTAL							188/448

Table 1-7: SSA Matrix Light Square / Wauwi (Option 2)

	Run-off road	Head-on	Intersection	Other	Pedestrian	Cyclist	Motorcyclists
Exposure Comments:	The site has 53,000 VPD. Assume 50% of this volume within outer traffic lanes (18,500 VPD).	The site has 53,000 VPD. Assume only 5% of this volume is susceptible to head on due to traffic separation (2,650 VPD). Alternative test is Currie Leg 19,100 VPD has 25% traffic in RT lanes exposed (4,775 VPD).	The site has 53,000 VPD entering the intersections.	Side swipe on approach to intersection – the high amount of adjacent turning traffic. Assume 25% of the total volume is changing lanes preparing for turning. (13,250 VPD)	The site has no pedestrian counts, it is expected that well in excess of 100 pedestrians are within the project site on a daily basis, due to the location of ped generating attractions in the area	The site has no cyclist counts, it is expected that well in excess of 100 cyclists are within the project site (on road) on a daily basis	It is expected that well in excess of 100 motorcyclists are within the project site (on road) on a daily basis
Exposure Score:	4/4	2/4	4/4	4/4	4/4	4/4	4/4
Likelihood Comments:	Factors that increase the likelihood include: - Roadside hazards are still present (although offsets increased) - High volumes of traffic changing lanes on approach to the intersection to assume the correct turn lane create potential zones of vehicular conflict and resultant ricochet into roadside - Roadside furniture within the CZW eg Traffic Signal Poles/light poles, Semi-frangible items (Light and Sign poles etc) - Deviating alignment, some hazards to outside of curves Factors that decrease the likelihood include: - Opportunities for safer roadside design through design process - Offset of street trees increased as lane displaced to park land	Factors that increase the likelihood include: - High volumes of traffic changing lanes on approach to the intersection to assume the correct turn lane create potential zones of vehicular conflict – head on could be a secondary crash type after a side swipe or avoidance manoeuvre Factors that decrease the likelihood include: - Light Square separates opposing traffic streams virtually eliminating head on risk for much of the alignment. - Raised medians are present throughout the remainder of light square intersection approaches providing separation between opposing vehicles - Currie and Waymouth Legs are straight approach. Currie separated by RT Lanes (increase separation) - Currie and Waymouth are paved thresholds with traffic calming	Factors that increase the likelihood include: - Poor traffic flow due to alignment of intersections contributes to start stop traffic and increase risk of rear end crashes. Worsened due to lane loss. - More competition for lost lane space - High Traffic Turning movements - RT from Currie (westbound) to Morphett (northbound) is a filtered turn (green arrow drops out). - Curving alignment through intersection (lane placement issues) - Removal of U Turn at north and LT onto Waymouth St may transfer crashes to other areas of network due to lack of freedom of movement. Factors that decrease the likelihood include: - Intersection controlled by lights and no filtered left or right turn phases (except Currie WB to Morphett NB) - Some movements EG right turn are banned EG Waymouth St direct to Morphett St or do not have oncoming conflicting traffic (Morphett to Currie - westbound). - Currie St has one lane in each direction bus lane 7am-7pm	Factors that increase the likelihood include: - High turning movements and cross traffic movements to enter correct lane to turn (slight reduction due to loss of one lane) - Meandering alignments on Morphett St/Light Square - Commercial and Property access adjacent to site - Parking movements adjacent to site (some rationalisation) - High volumes of entering traffic from adjacent legs Factors that decrease the likelihood include: - Reasonable delineation in the form of lighting, line marking - Reduced lanes so less lane changing - Removal of U Turn at north and LT onto Waymouth St reduces risk of entering traffic side swiping through traffic	Factors that increase the likelihood include: - Very high vehicular volumes passing adjacent to road crossings - Commercial establishments around the site - High night time activity (night clubs, restaurants and accommodation) - Lack of fencing at crossing locations to contain peds - South-East crossing appears to be uncontrolled - Zebra / Wombat cant be used over 2 lanes each direction Factors that decrease the likelihood include: - Better separation of footpaths in mid sections - Two signals have signalised pedestrian crossings and Currie St converted to a “Victoria Square” style of environment which is more pedestrian friendly - Reduced Crossing Distances - The layout provides controlled crossing opportunities - Lighting Upgrades	Factors that increase the likelihood include: - Cyclists mixing with turning traffic - No protected “on road” facilities for left turns - No Hook turn facilities - Multiple conflict zones - High volumes of food delivery services on bicycles - Reduced lanes might “constrain” position for cyclists Factors that decrease the likelihood include: - bike lane facilities provided - Green line marking in conflict zones - On road and off-road facilities - Project presents opportunities to do some cyclist facilities better with improvements on current - Currie St converted to a “Victoria Square” style of environment which is safer for cyclist movements - Improve lighting	Factors that increase the likelihood include: - Adjacent turning volumes - High incidents of late lane change manoeuvres - Existing intersection movement largely retained - Opportunity for motorcycles to be obscured by larger vehicles such as 4WD etc - RT from Currie (westbound) to Morphett (northbound) is a filtered turn (green arrow drops out). - High volumes of food delivery scooters - Reduction in lane numbers may result in more competition for available lane space Factors that decrease the likelihood include: - No filtered turns at the signalised intersections (except Currie to Morphett) - Calmed environment, slower speeds encouraged - As per “intersections”
Likelihood Score:	2/4	1/4	3/4	2.5/4	3/4	2/4	2.5/4
Severity Comments:	Factors that increase the severity include: - Many fixed objects are unyielding eg large trunked trees, very close to road Factors that decrease the severity include: - Due to congestion and controlled intersection traffic speeds are generally slower and survivable within an enclosed vehicle	Factors that increase the severity include: - Head on impacts will occur at impact speeds that could possibly cause serious injuries or fatalities Factors that decrease the severity include: - Physical separation (medians) allows some vehicle speed to wash off	Factors that increase the severity include: - A right-angle crash has the potential to occur where the bullet vehicle carries enough speed that will inflict serious or fatal injuries on the target vehicle 18 injury crashes at 3 intersections combined (25%) Factors that decrease the severity include: - Speed of bullet vehicle are in the lower order and orientation for rear end crash type	Factors that decrease the severity include: The bullet vehicle is generally not orientated to dissipate enough force to cause serious injuries	Factors that increase the severity include: - Vulnerable road user exposed to speeds that will likely cause serious or fatal injuries - Pedestrians may be intoxicated leading to poor decision making	Factors that increase the severity include: Vulnerable road users exposed to speeds that will likely cause serious or fatal injuries	Factors that increase the severity include: - Vulnerable road users that are exposed to speeds that will likely cause serious or fatal injuries Factors that decrease the likelihood include: - Calmed environment, slower speeds encouraged
Severity Score:	2.5/4	2.5/4	2.5/4	2/4	3.5/4	3.5/4	3.5/4
Product (multiply scores above for crash type)	20/64	5/64	30/64	20/64	42/64	28/64	35/64
TOTAL							180/448

1.4 Treatments to Improve Safe System Alignment

Treatments that will improve the Safe System alignment of the project.

Primary treatments are those measures that have the potential to eliminate or come close to eliminating the risk of fatal and serious injury (FSI) crashes. Supporting treatments are effective in reducing the risk of crashes but not to the extent of a primary treatment (i.e., there is a residual moderate or significant crash risk). Implementation of a primary treatment should be given priority over a supporting treatment that may be targeting a similar crash risk.

Table 1-9: Primary Treatments

TREATMENTS FOR CONSIDERATION	PROJECT RESPONSE
Provide additional space or parking indents for provision of emergency services vehicle parking or space for broken down vehicles out of main alignment	
Provide separate parking areas where reversing into through lanes of traffic is avoided	
Provide vulnerable user crossing treatments on Currie Street and Waymouth Street. Uncontrolled crossings should be discouraged, but if they are required, provide pedestrian refuge for staged crossings, wombat style traffic speed limiting devices with narrowing/protuberances if possible.	
Install pedestrian fencing at areas where shared paths deviate, and/or some “herding” of pedestrians to controlled crossing locations would be beneficial	
Incorporate sheltered cycle infrastructure at intersections (for example Frome Road Model)	
Improve or segregate cyclists from the road network (both options). This may be by encouraging the use of the shared path network. Provide widened bike lanes (both Options)	
Consideration to removing all roadside hazards within a reasonable distance from trafficable road space. Consideration to providing barriers to roadside hazards that cannot be removed and / or shield adjacent pedestrians on footpaths adjoining trafficable road space	
Widened raised median or barriers/impact absorbing bollards within medians to prevent head on crash risk for Option 1 (whilst not creating sight line impediments)	

Table 1-10: Supporting Treatments

TREATMENTS FOR CONSIDERATION	PROJECT RESPONSE
Speed/red light running enforcement through the installation of red light/speed cameras at intersections.	

2 ADDITIONAL SAFE SYSTEM COMPONENTS

As part of this SSA, consideration has been given to other components that comprise the Safe System i.e., road users, vehicles, and post-crash care. Issues identified as relevant to this project are listed in Table .

Table 2: Other Safe System Components

PILLAR	PROMPTS	COMMENTS/ISSUES
Road user	Are road users likely to be alert and compliant? Are there factors that might influence this? What are the expected compliance and enforcement levels (alcohol/drugs, speed, road rules and driving hours)? What is the likelihood of driver fatigue? Can enforcement activities be conducted safely? Are there special road users (e.g., entertainment precincts, elderly, children, on-road activities, motorcyclist route), distraction by environmental factors (e.g., commerce, tourism) or risk-taking behaviours?	Yes, although may be DUI occurring due to adjoining venues Compliance as generally expected for urban environment (see above). Fatigue is not expected here. Enforcement likely downstream of the intersection (Montefiore Bridge etc). Yes – the commercial shopping, education, catering and entertainment facilities adjacent challenges for risk taking and special needs road users. However generally parks are available close to premises.
Vehicle	What level of alignment is there with the ideal of safer vehicles? Are there factors that may attract large numbers of unsafe vehicles? Is the percentage of heavy vehicles too high for the proposed/existing road design? Is this route used by recreational motorcyclists? Are there resources in the area to detect non-roadworthy, overloaded, or unregistered vehicles and thus remove them from the network? Can enforcement activities be undertaken safely? Has vehicle breakdown been catered for?	This project does not address safer vehicles It is expected that the majority of vehicles are roadworthy. Not a recreational m/c route. No Relatively. The site has very limited parking at the intersection as road space is required for flow.
Post-crash care	Are there issues that might influence safe and efficient post-crash care in the event of a severe injury (e.g., congestion, access, stopping space)? Do emergency and medical services operate as efficiently as possible? Are other road users and emergency response teams protected during a crash event? Are drivers provided the correct information to address travelling speeds on the approach and adjacent to the incident? Is there reliable information available via radio, VMS etc? Is there provision for e-safety (i.e., safety systems based on modern information and communication technologies, C-ITS)?	The site has very limited parking at the intersection as road space is required for flow. At this intersection police would need to set up lane blocks for emergency services. VMS could be integrated with this site. Potentially yes.



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ACTIVE TRAVEL EVALUATION

LIGHT SQUARE WAUWI ACTIVE TRAVEL REPORT

A 20-month evaluation of active travel usage across six VivaCity sensor locations within the Light Square / Wauwi precinct, City of Adelaide — January 2025 to August 2026.

ES

EXECUTIVE SUMMARY

LIGHT SQUARE / WAUWI: ADELAIDE'S PREMIER CBD COMMUTER ACTIVE TRAVEL NODE



This report evaluates the active travel usage of the Light Square (Wauwi) precinct over a 20-month period from January 2025 to August 2026, leveraging continuous data from six VivaCity AI-powered sensors. Positioned in the rapidly developing West End of the Adelaide CBD, Light Square serves as a critical active transport node, intersected by the major north–south Morphett Street corridor and east–west Waymouth Street and Currie Street corridors.

The data reveals that the core active travel paths in Light Square average **4,129 total active movements per day** (595 cyclists and 3,533 pedestrians). Unlike Victoria Park, which is dominated by weekend recreational peaks, Light Square is **heavily commuter-driven**: weekday volumes (4,288/day) significantly exceed weekend volumes (3,729/day). Cycling is highly concentrated on weekdays, with commuter uplifts representing **35–51% of all weekday cycling** across key entry paths. Year-on-year analysis shows cycling growth of up to **+42%** on the Shared Path.

LIGHT SQUARE / WAUWI MASTER PLAN CONTEXT

The City of Adelaide's draft Master Plan (2024) envisions transforming the precinct into a **Greener, Safer, and more Inclusive** space — prioritising pedestrian access and cycling infrastructure over vehicle dominance. The data in this report provides compelling evidence in support of that vision.

REPORT STRUCTURE

01	Scheme Context & Sensor Locations	p.3
02	Daily User Volumes	p.5
03	Estimated Commuter Usage	p.9
04	Contextual Factors & Event Spikes	p.12
05	Recommendations	p.14
06	Expanding the Sensor Network Across the CBD	p.16

SECTION 01

SCHEME CONTEXT & **SENSOR LOCATIONS**

Light Square / Wauwi — one of Adelaide's six original Park Lands squares — is a critical active transport node in the CBD's West End, monitored continuously by six VivaCity AI-powered sensors.

Light Square, also known by its Kaurna name **Wauwi**, is one of the six public squares included in Colonel William Light's 1837 plan for Adelaide. Located in the north-western quarter of the city, it is bounded by Waymouth Street to the south, Currie Street to the north, and bisected by the major north–south arterial route of **Morphett Street**.

The square is a focal point of the City of Adelaide's **Light Square / Wauwi Master Plan** — a bold vision to transform the precinct into a greener, safer, and more inclusive space by prioritising pedestrian access and cycling infrastructure over vehicle dominance. The Master Plan responds to the changing nature of the West End, including more residential development, increased university and health uses, and the need to improve linkages to Hindley Street, the River Torrens / Karrawirra Pari, and Market Square.

MASTER PLAN VISION

Both options in the draft Master Plan will reduce road pavement space and increase usable open space, greening, and biodiversity. The City of Adelaide aims to double the resident population to 50,000 by 2036 — the Light Square area is projected to house 8% of this growth.

The precinct is surrounded by significant activity generators: UniSA's City West campus, the Royal Adelaide Hospital precinct, Hindley Street entertainment, and the Adelaide Central Market. This diversity of uses drives both the commuter cycling volumes and the consistent pedestrian flows captured by the VivaCity sensor network.



1.1 SENSOR LOCATIONS

SENSOR	DESCRIPTION	PRIMARY FUNCTION
Sensor 8	Shared Path	Pedestrian and cyclist movements on the square perimeter
Sensor 9	Secondary Path	Lower volume path connecting to side streets
Sensor 10	Main Corridor	High volume east–west active travel route
Sensor 11	Road / Mixed Traffic	Morphett Street mixed traffic (cyclists & pedestrians extracted only)
Sensor 13	Pedestrian Zone	Internal square pathways; high pedestrian density
Sensor 14	Cycle Path / Entry	Dedicated cycling infrastructure entry to the precinct

Note: Sensor 11 monitors Morphett Street, averaging over 15,000 total movements per day (predominantly motor vehicles). Only cyclist and pedestrian counts from Sensor 11 are included in active travel analysis.

SECTION 02

DAILY USER VOLUMES

How many cyclists, walkers, joggers and commuters use Light Square on a daily basis — including weekends? A comprehensive breakdown across all six sensor locations.

2

QUESTION 1 ANSWER

4,129 ACTIVE USERS PER DAY — A COMMUTER-DOMINANT PRECINCT

4,129 AVG DAILY
TOTAL

4,288 WEEKDAY AVG

3,729 WEEKEND
AVG

595 AVG DAILY
CYCLISTS

KEY DISTINCTION FROM VICTORIA PARK

Unlike Victoria Park (which peaks on weekends due to recreational use), Light Square's weekday volumes are **15% higher** than weekend volumes. This confirms its primary function as a CBD commuter and transit node.

2.1 PRECINCT-WIDE DAILY AVERAGES

PERIOD	AVG DAILY CYCLISTS	AVG DAILY PEDESTRIANS	AVG DAILY TOTAL
Full Period (Jan 2025 – Aug 2026)	595	3,533	4,129
Weekdays (Mon–Fri)	678	3,610	4,288
Weekends (Sat–Sun)	388	3,341	3,729

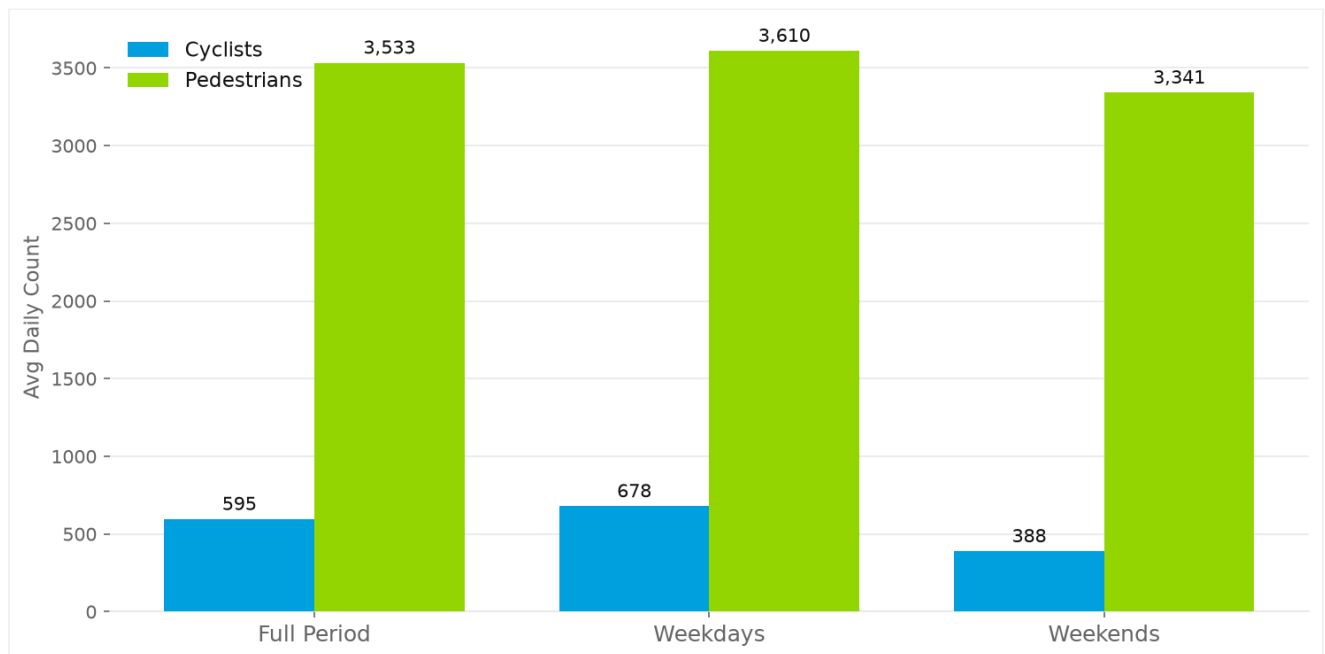


Figure 1: Average daily cyclists vs pedestrians by period (Jan 2025 – Aug 2026)

Usage varies significantly by path type. The Main Corridor (Sensor 10) and Pedestrian Zone (Sensor 13) handle the bulk of pedestrian traffic — over 1,600 pedestrians per day each. Cycling traffic is highest on the Main Corridor (441/day) and the dedicated Cycle Path Entry (Sensor 14, 366/day).

2.2 AVERAGE DAILY COUNTS BY SENSOR

LOCATION	AVG DAILY CYCLISTS	AVG DAILY PEDESTRIANS	AVG DAILY TOTAL	WEEKEND PATTERN
Sensor 10 – Main Corridor	441	1,770	2,211	0.97× (lower w/e)
Sensor 13 – Pedestrian Zone	57	1,683	1,741	0.86× (lower w/e)
Sensor 14 – Cycle Path / Entry	366	1,226	1,592	0.81× (lower w/e)
Sensor 8 – Shared Path	274	943	1,217	1.12× (higher w/e)
Sensor 9 – Secondary Path	102	54	156	1.63× (higher w/e)

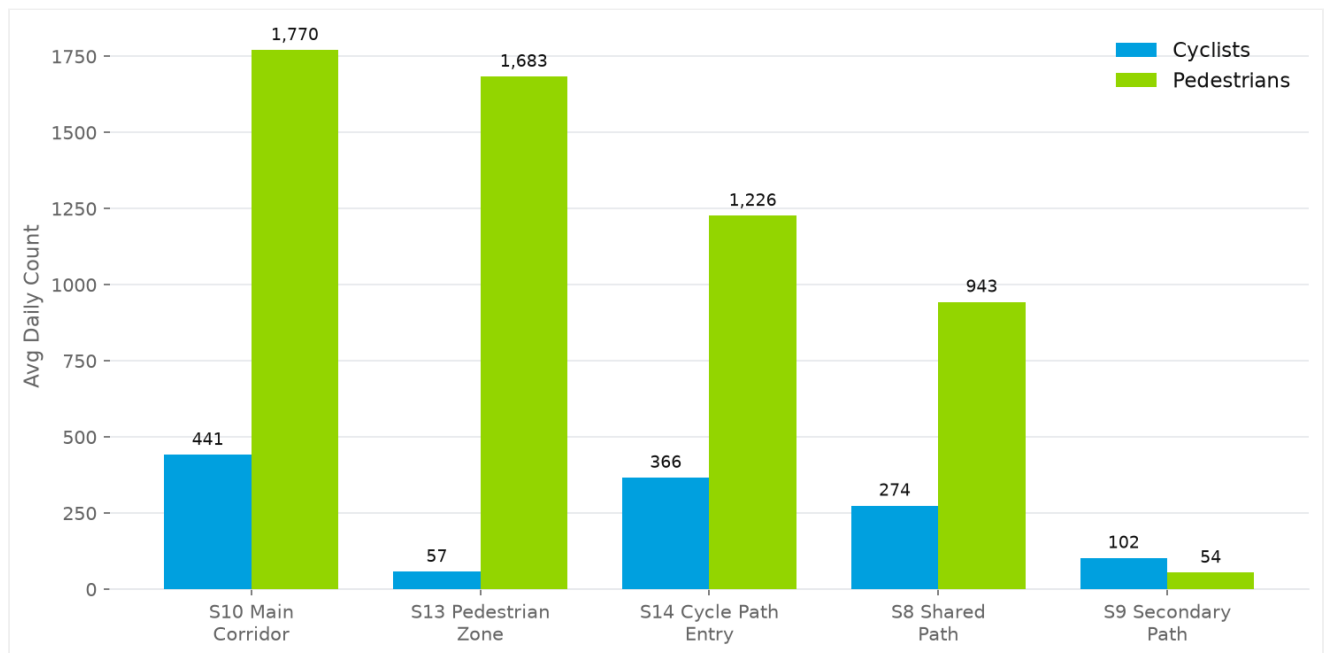


Figure 2: Average daily cyclists and pedestrians by sensor location (Jan 2025 – Aug 2026)

KEY FINDING

Sensor 10 and Sensor 14 combined account for approximately 68% of all cycling movements recorded across the precinct, confirming these two corridors as the primary cycling arteries serving Light Square.

DAY-OF-WEEK PATTERN

2.3

TUESDAY–THURSDAY PEAK: THE COMMUTER SIGNATURE

The day-of-week breakdown confirms the commuter-heavy nature of the precinct. Across almost all sensors, **Tuesday, Wednesday, and Thursday** represent the peak days for both cycling and walking — a pattern consistent with CBD office and university attendance.

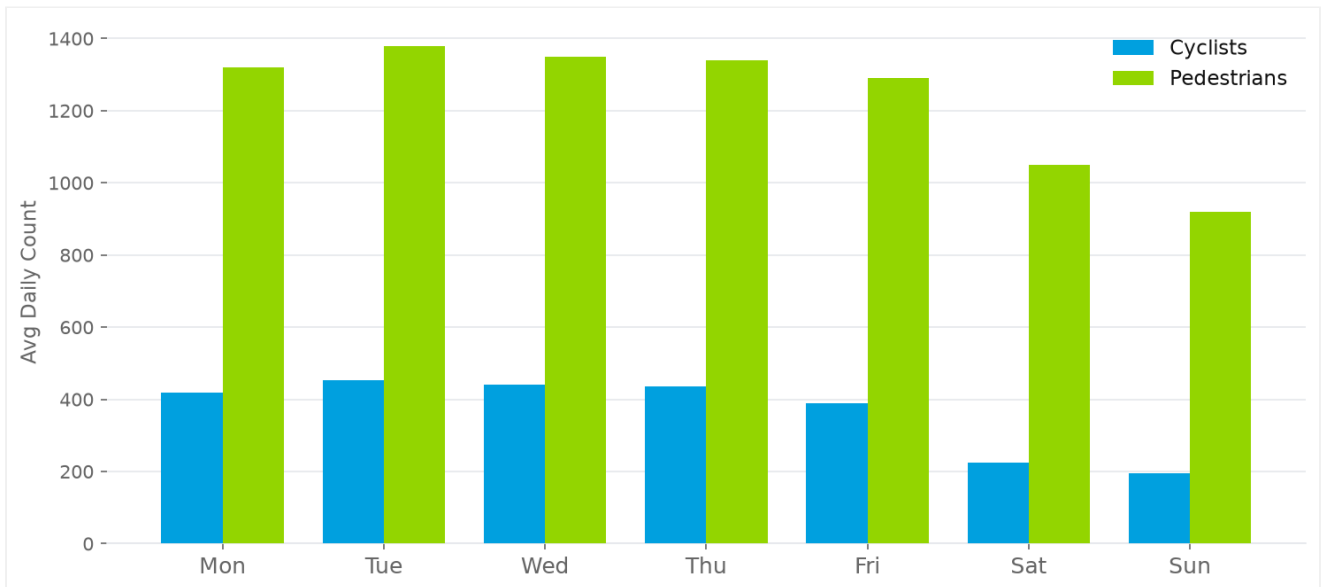


Figure 3: Sensor 14 (Cycle Path / Entry) average daily counts by day of week

- Tuesday peak:** Sensor 14 peaks at **454 cyclists on Tuesdays**, dropping by more than half to 194 on Sundays — a clear commuter signature.
- Friday pedestrian peak:** Pedestrian volumes on the Main Corridor (Sensor 10) peak on **Fridays at 2,099 per day**, likely driven by end-of-week social and hospitality activity in the West End.
- Weekend resilience:** Pedestrian volumes remain relatively robust on weekends (3,341/day), driven by the Shared Path (Sensor 8) and Secondary Path (Sensor 9) — reflecting the square's role as a community green space.
- Morphett Street (Sensor 11):** Averages over 15,000 total movements per day, predominantly motor vehicles. Active travel users navigating this corridor face significant conflict points — a key safety concern addressed by the Master Plan.

SECTION 03

ESTIMATED COMMUTER USAGE

Isolating commuter cycling from recreational activity using the weekday uplift methodology — revealing Light Square's critical role in Adelaide's CBD active transport network.

3

QUESTION 2 ANSWER

~600 COMMUTER CYCLING TRIPS PER DAY — 35–51% OF ALL WEEKDAY CYCLING

METHODOLOGY

Weekend cycling = recreational baseline. Weekday excess above that baseline = commuter trips. This is a conservative estimate — some weekend cycling may also include commuting.

3.1 COMMUTER UPLIFT BY PATH

LOCATION	WEEKDAY AVG	WEEKEND BASELINE	COMMUTER UPLIFT	COMMUTER SHARE
Sensor 10 – Main Corridor	508	274	~234	~46%
Sensor 14 – Cycle Path / Entry	428	208	~220	~51%
Sensor 8 – Shared Path	304	199	~105	~35%
Sensor 9 – Secondary Path	115	71	~44	~38%
Sensor 13 – Pedestrian Zone	61	48	~13	~20%

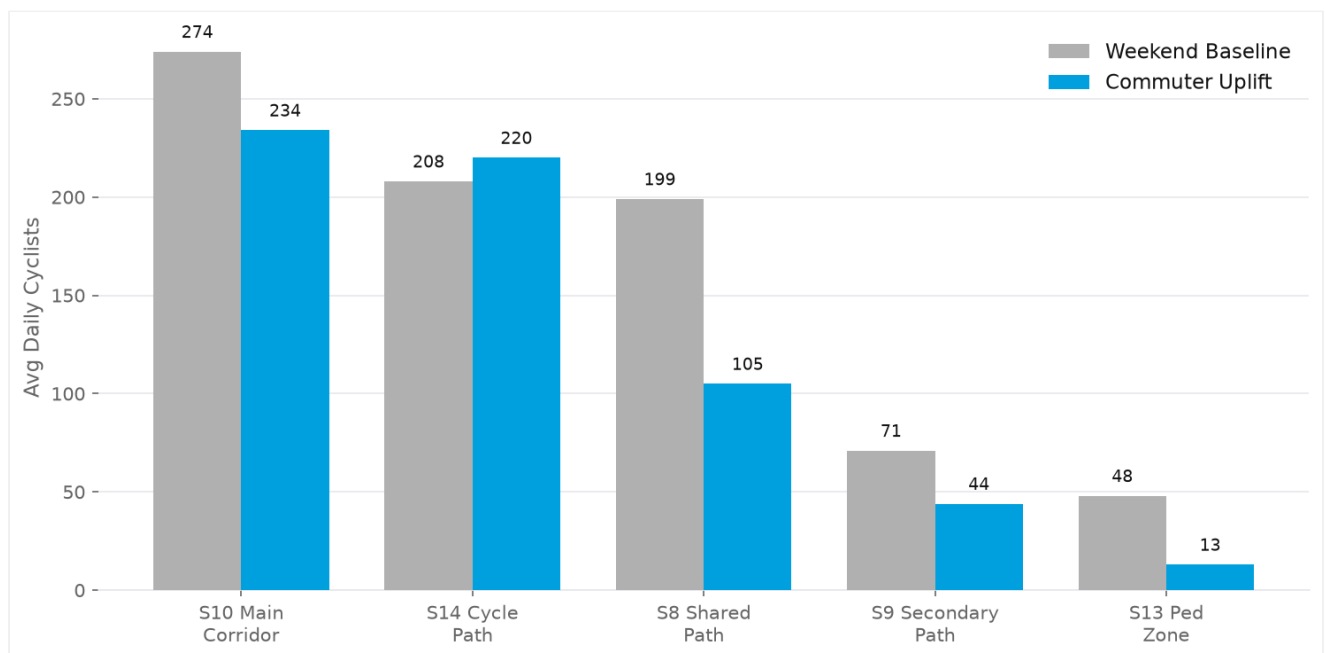


Figure 4: Weekend baseline vs commuter uplift by path (full period)

The Main Corridor (Sensor 10) and Cycle Path Entry (Sensor 14) alone carry over **450 dedicated commuter cycling trips per day**. This confirms Light Square as a critical cycling thoroughfare for Adelaide's CBD workforce.

YEAR-ON-YEAR GROWTH

3.2 EXCEPTIONAL GROWTH: UP TO +42% ON KEY COMMUTER ROUTES

Comparing the January–August period in 2025 and 2026 reveals **exceptional growth in commuter cycling** entering the precinct. This strong upward trend underscores the success of recent active transport initiatives in the West End and the increasing preference for cycling among CBD commuters.

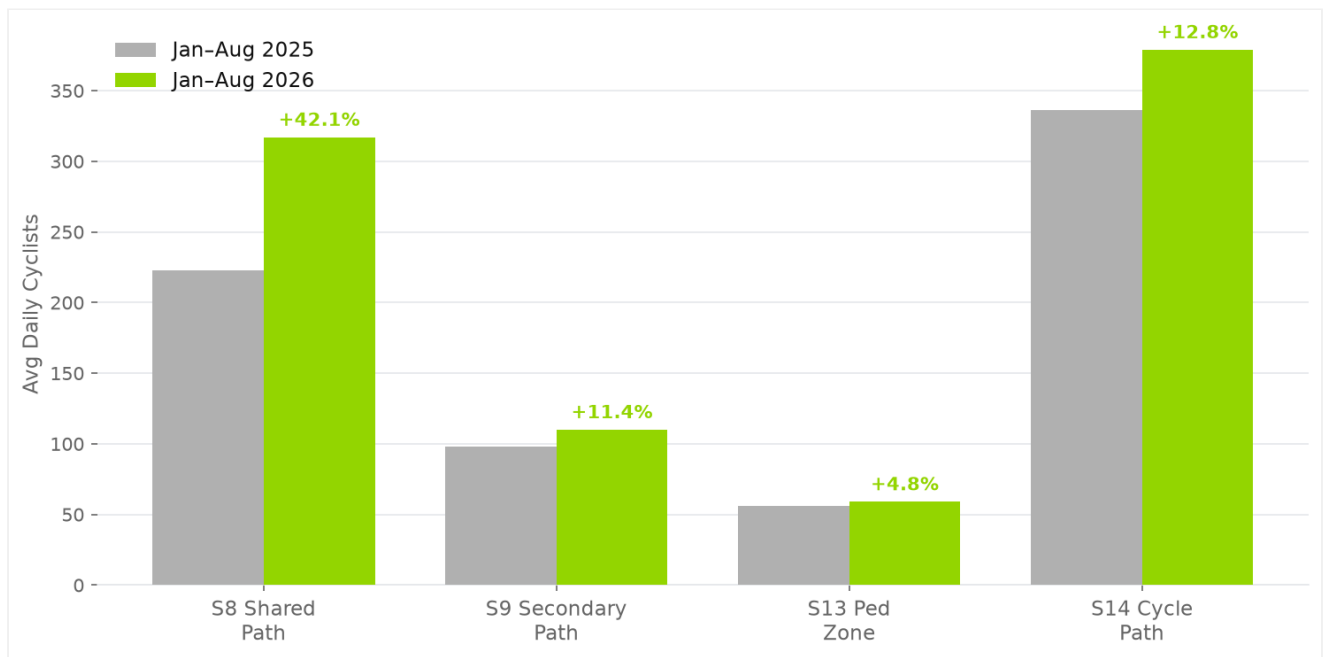


Figure 5: Year-on-year comparison of average daily cyclists (Jan–Aug 2025 vs Jan–Aug 2026)

3.2 YEAR-ON-YEAR SUMMARY

LOCATION	2025 CYCLISTS	2026 CYCLISTS	YOY CHANGE	2025 PEDS	2026 PEDS	YOY CHANGE
Sensor 8 – Shared Path	223	317	+42.1%	918	940	+2.3%
Sensor 9 – Secondary Path	98	110	+11.4%	51	58	+14.4%
Sensor 13 – Ped Zone	56	59	+4.8%	1,674	1,635	-2.3%
Sensor 14 – Cycle Path	336	379	+12.8%	1,608	1,247	-22.4%

SENSOR 14 PEDESTRIAN NOTE

The -22.4% decline in Sensor 14 pedestrian volumes likely reflects a shift in pedestrian routing as cycling volumes increase on this path — consistent with the Master Plan's goal to separate walking and cycling movements.

SECTION 04

CONTEXTUAL FACTORS & EVENT SPIKES

While primarily a commuter node, Light Square hosts vibrant cultural events that drive significant pedestrian spikes — and the data captures them all.

While Light Square is primarily a commuter node, it also serves as a vibrant event space in the West End. The sensor data captures several significant pedestrian spikes correlating with major CBD festivals and cultural events.

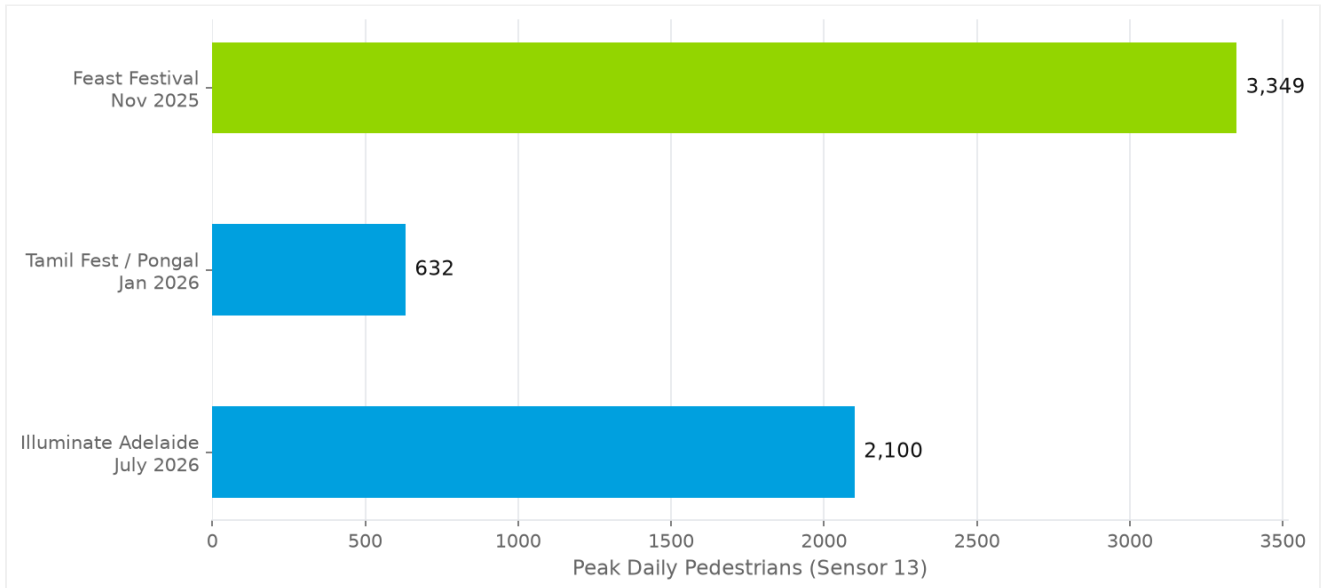


Figure 6: Peak daily pedestrian volumes during major events (Sensor 13 – Pedestrian Zone)

4.1 FEAST FESTIVAL & CITY LIGHTS (NOVEMBER 2025)

The highest pedestrian spike in the internal Pedestrian Zone (Sensor 13) occurred on **Wednesday, 5 November 2025**, recording **3,349 pedestrians** — nearly double the daily average. This aligns with the opening week of the **Feast Festival** (Adelaide's LGBTQIA+ Arts and Cultural Festival) and the associated 'City Lights' evening installations in the CBD.

4.2 TAMIL FEST / ADELAIDE PONGAL (JANUARY 2026)

Light Square hosts the annual **Tamil Fest (Adelaide Pongal)** multicultural celebration in late January. Sensor 9 (Secondary Path) recorded its highest volumes of the year during the festival week in January 2026, peaking at **632 total movements on 22 January**.

4.3 ILLUMINATE ADELAIDE (JULY)

The winter light festival, **Illuminate Adelaide**, held throughout July, drives consistent evening pedestrian traffic through the CBD. Pedestrian volumes remained robust through July and August on the Shared Path (Sensor 8) and Pedestrian Zone (Sensor 13) — resisting the typical winter decline seen in purely recreational parks.

BASELINE INTEGRITY

All event-day spikes are captured but do not distort the everyday averages reported in this document. The 4,129 daily average genuinely reflects typical daily usage of the Light Square precinct.

SECTION 05

RECOMMENDATIONS GROUNDED IN THE DATA

Four evidence-based recommendations aligned with the objectives of the Light Square / Wauwi Master Plan.

5

DATA-GROUNDED RECOMMENDATIONS

FOUR ACTIONS ALIGNED WITH THE LIGHT SQUARE / WAUWI MASTER PLAN

1

Protect & Expand Commuter Cycling Infrastructure

The data shows exceptional year-on-year cycling growth entering the square (+42% on the Shared Path, +13% on the Cycle Path Entry). This validates the Master Plan's objective to separate walking, cycling, and wheeling paths from traffic. Delivering protected cycle paths along Morphett Street and Waymouth Street will capitalise on this demonstrated demand.

2

Prioritise Weekday Amenity for the CBD Workforce

Unlike Victoria Park, Light Square's peak usage occurs on weekdays (Tuesday–Thursday). Investments in seating, shading, and safety lighting should be optimised for the CBD workforce and university student populations who use the square daily — not just weekend visitors.

3

Traffic Calming on Morphett Street

Sensor 11 data confirms Morphett Street carries immense mixed-traffic volumes (averaging over 15,000 movements daily). The Master Plan's proposal to reduce road area and prioritise safe entry points is strongly supported by the high volume of active travel users (over 4,100 daily) who must currently navigate these intersections.

4

Event Infrastructure Planning

While not experiencing the 17,000+ single-day crowds of Victoria Park, Light Square consistently hosts mid-sized cultural events (Feast Festival, Tamil Fest) that double normal pedestrian loads. The square's internal pathways (Sensor 13) handle these loads well, supporting the Master Plan's vision for an inclusive, event-capable space.

SECTION 06

EXPANDING THE SENSOR NETWORK ACROSS THE CBD

The case for broader data coverage — understanding active travel across the entire Adelaide CBD to make more informed, evidence-based decisions at every value point.

STRATEGIC RECOMMENDATION

6

FROM PRECINCT INTELLIGENCE TO CITY-WIDE ACTIVE TRAVEL UNDERSTANDING

The VivaCity sensor network currently deployed at Light Square / Wauwi and Victoria Park provides the City of Adelaide with a powerful, evidence-based foundation for active travel decision-making. However, these two precincts represent only a fraction of the active travel movements occurring across Adelaide's CBD every day. Expanding the network would transform the City's ability to understand, plan, and invest in active travel infrastructure — moving from isolated precinct insights to a **connected, city-wide intelligence platform**.

The Case for Broader CBD Coverage

A city-wide sensor network would enable the City of Adelaide to:

- **Understand full journey patterns:** Track how cyclists and pedestrians move between precincts — from Victoria Park through the CBD to Light Square and beyond — revealing the complete active travel network in use.
- **Identify unmet demand:** Pinpoint corridors with high active travel volumes but inadequate infrastructure, prioritising investment where it will have the greatest impact.
- **Measure the impact of the Light Square / Wauwi Master Plan:** Establish before/after baselines across the full precinct and surrounding streets as regeneration works are delivered, providing objective evidence of outcomes.
- **Inform the other five Adelaide squares:** Hurtle Square, Hindmarsh Square, Whitmore Square, Pennington Gardens, and Park Lands corridors all carry active travel movements that are currently unmeasured.
- **Support the 50,000 resident population target:** As residential density increases, active travel demand will grow. Continuous sensor data enables proactive infrastructure planning rather than reactive responses.
- **Optimise event management:** City-wide sensor coverage during major events (Illuminate Adelaide, Fringe, WOMAD) would provide real-time crowd flow intelligence, improving safety and amenity across all CBD precincts simultaneously.

VALUE PROPOSITION

Each additional VivaCity sensor deployed across the CBD adds to a compounding intelligence asset — the more locations monitored, the richer the network-level insights. The cost per insight decreases as the network grows, while the value to planners, engineers, and elected representatives increases exponentially.

A APPENDIX DATA NOTES & METHODOLOGY

DATA AVAILABILITY THRESHOLD

Days with less than 85% data availability have been excluded from averages. Sensors 8, 10, 11, and 14 did not output a specific 'Data Availability Percent' column in the raw export; for these sensors, days recording zero total movements were excluded as likely offline periods.

SENSOR 10 (2026 DATA)

Sensor 10 did not have data available for the 2026 period in the provided dataset. Its averages reflect the full 2025 calendar year only.

SENSOR 11 (MIXED TRAFFIC)

Sensor 11 monitors Morphett Street, which carries significant motor vehicle traffic (averaging approximately 15,000 total movements daily). For the active travel analysis in this report, only the cyclist and pedestrian counts from Sensor 11 were extracted and analysed. Vehicle counts are excluded from all active travel totals and averages.

COMMUTER UPLIFT METHODOLOGY

The commuter uplift estimate uses weekend averages as the recreational baseline. In a CBD environment like Light Square, this is a highly reliable indicator of workforce commuting. The methodology is conservative — some weekend cycling may also include commuting, meaning the true commuter share could be higher than reported.

YEAR-ON-YEAR COMPARISON

Year-on-year comparisons use the January–August period in both 2025 and 2026 to ensure a consistent seasonal comparison window. Full-year 2026 data was not available at the time of this report.

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READY TO TAKE YOUR **ACTIVE TRAVEL DATA** TO THE NEXT LEVEL?

Contact the VivaCity ANZ team to discuss your council's requirements, arrange a live data demonstration, or request a proposal for expanding your sensor network across the Adelaide CBD.

[VIVACITYLABS.COM](https://vivacitylabs.com)

aaron.leonard@vivacitylabs.com

AARON LEONARD — GENERAL MANAGER ANZ

4,129

AVG DAILY USERS

6

VIVACITY SENSORS

20

MONTHS OF DATA

+42%

PEAK CYCLING GROWTH

Assessment of Long-term Vacant and Underutilised Sites for Housing

Strategic Alignment - Our Places

Public

Tuesday, 1 September 2026
City Planning, Development and Business Affairs Committee

Program Contact:
Sarah Gilmour, Associate
Director Park Lands, Policy &
Sustainability

Approving Officer:
Ilia Houridis, Director City
Shaping

EXECUTIVE SUMMARY

The purpose of this report is to advise of the outcomes of the investigation into the housing potential for long-term vacant properties and underutilised land and buildings in the City of Adelaide completed in 2025/26 as a strategic project of the Council's Housing Strategy – Investing in our housing future (Housing Strategy).

The project objective was to identify evidence-based actions available to the City of Adelaide to activate vacant and underutilised properties for housing.

The City of Adelaide completed the assessment with the support of consultants Hudson Howells, Future Urban and BDO to:

- Identify long-term vacant properties, underutilised land and buildings, and significant upcoming vacancies.
- Analyse spatial distribution and key policy and land use factors contributing to vacant and underutilised land and buildings within the City of Adelaide.
- Undertake stakeholder engagement and analysis of the barriers to housing development in the city and mechanisms to address the barriers.

The Analysis and Implementation Findings are provided in **Attachment A**.

The project and its deliverables were commissioned and completed prior to Council's 14 July 2026 decision requesting the Administration prepare a report back to Council by September 2026 outlining current approaches taken to mitigating building vacancy and underutilisation. This report addresses Council's decision of 14 July 2026 as it relates to housing assessment.

The project is informed by background investigations; ground-truthing; stakeholder engagement with property owners, development industry representatives and State Government representatives; and scenario testing of five representative sites drawn from the ground truthing dataset.

The assessment identified 1,986 vacant or underutilised properties across the City of Adelaide local government area. Of these, 491 properties were assessed as being of high potential for future use with a further 1,415 assessed as moderate potential, and 80 assessed as having some potential. This evidence base has been mapped in the City Plan digital platform CoADE and provides the foundation for a future implementation program.

A key finding of the analysis is that many vacant and underutilised properties remain inactive because the economics of activation do not currently work, owners lack the capability or information needed to pursue viable options, or the barriers lie outside the City of Adelaide's direct control. These barriers include construction cost escalation, post-approval compliance costs, infrastructure augmentation requirements, financing constraints, heritage obligations, ownership complexity and the absence of a coordinated mechanism to match properties with the right intervention pathway.

The recommended response is therefore tailored to the many contributing factors to long term vacancy in the form of a targeted and sequenced activation program combining case management, direct owner engagement, targeted rates and fee concessions, development assessment streamlining, adaptive reuse pathway reform (including enhanced support through the City of Adelaide's Adaptive Reuse City Housing Initiative (ARCHI)), prioritised State Government advocacy and a reusable property prioritisation framework.

The 2026/27 Business Plan and Budget includes \$100,000 to implement actions in the City of Adelaide's Economic Development Strategy relating to residential living and housing which will be used to progress the findings of the vacant and underutilised sites assessment.

The following recommendation will be presented to Council on 8 September 2026 for consideration

RECOMMENDATION

THAT THE CITY PLANNING, DEVELOPMENT AND BUSINESS AFFAIRS COMMITTEE RECOMMENDS TO COUNCIL

THAT COUNCIL

1. Receives the outcomes of the 2025/26 strategic project investigating the long-term vacant properties and underutilised land and buildings in the City of Adelaide as contained in Attachment A to Item 7.1 on the Agenda for the meeting of the City Planning, Development and Business Affairs Committee held on 1 September 2026.
 2. Notes that the 2026/27 Economic Development Strategy implementation project will explore options to mitigate building vacancy.
 3. Notes that the findings of the Vacant and Underutilised Sites Assessment will be shared with the State Planning Commission and the Productivity Commission Inquiry into Housing Regulation.
-

IMPLICATIONS AND FINANCIALS

City of Adelaide 2024-2028 Strategic Plan	Strategic Alignment – Our Places Our Places: Encourage bold, interesting and purposeful development that supports the changing needs of our community and city Target - Increase in the number of dwellings in our city from 14,660 (2021) to 17,780 by 2026 and 22,770 by 2031
Policy	<u>City of Adelaide Housing Strategy - Investing in Our Housing Future</u> Council will research the development of a program to target long-term (2–5+ years) vacant properties and land without current development applications with the aim of stimulating development. This will begin with any site that could leverage opportunities for affordable housing and adaptive reuse.
Consultation	Stakeholder engagement with property owners, development industry representatives and State Government representatives was undertaken as part of the evidence base for the analysis and recommendations.
Resource	The 2025/26 Budget included \$200,000 for Housing Strategy (Year 2) Implementation.
Risk / Legal / Legislative	Not as a result of this report
Opportunities	Understanding the scale of vacancy, some of the contributing factors, for example open lot car parks, and the barriers to housing development, provides an excellent opportunity to tailor responses rather than have generic policy responses or financial mechanisms.
26/27 Budget Allocation	The 2026/27 Business Plan and Budget includes \$100,000 to implement actions in the City of Adelaide's Economic Development Strategy relating to residential living and housing which will be used to progress the findings of the vacant and underutilised sites assessment.
Proposed 27/28 Budget Allocation	Not as a result of this report
Life of Project, Service, Initiative or (Expectancy of) Asset	Not as a result of this report
26/27 Budget Reconsideration (if applicable)	Not as a result of this report
Ongoing Costs (eg maintenance cost)	Not as a result of this report
Other Funding Sources	Not as a result of this report

DISCUSSION

Purpose

1. The purpose of this report is to advise of the outcomes of the investigation into the housing potential for long-term vacant properties and underutilised land and buildings in the City of Adelaide completed in 2025/26 as a strategic project of the Council's Housing Strategy – Investing in our housing future (Housing Strategy).

Background

2. The objective of the vacant and underutilised sites assessment (the assessment) was to identify evidence-based actions available to the City of Adelaide to activate vacant and underutilised properties for housing delivery.
3. The Analysis and Implementation Findings are provided in **Attachment A**.
4. The deliverables included three additional significant bodies of work, as follows:
 - 4.1. Vacancy Assessment – Ground Truthing Report ([Link 1](#)).
 - 4.2. Background Investigations Report ([Link 2](#))
 - 4.3. A presentation deck provided to access key findings more readily ([Link 3](#)).
5. As a priority project under the Housing Strategy the focus was on understanding the City of Adelaide's levers to stimulate housing supply and opportunities for partnering with or advocating to other tiers of government.
6. The report was commissioned and completed before Council's 14 July 2026 decision requesting the Administration prepare a report back to Council by September 2026 outlining current approaches taken to mitigating building vacancy and underutilisation, as follows:
 1. *Notes that the City of Adelaide's Economic Development Strategy 2024-2028 commits to the occupation, improvement, and adaptive reuse of vacant and underutilised buildings.*
 2. *Requests that the Administration prepare a report back to Council by September 2026 outlining current approaches taken to mitigating building vacancy and underutilisation, including:*
 - 2.1. *Data collected and methods used to quantify building vacancy and underutilisation, including trends, locations, causes and resulting economic impact.*
 - 2.2. *Current and future funded initiatives that address building vacancy and underutilisation, such as Renew Adelaide, the Adaptive Reuse City Housing Initiative (ARCHI), and relevant Planning and Design Code Amendments.*
 - 2.3. *Opportunities for further action to encourage greater occupation, improvement and adaptive reuse, including further assessments, engagement processes, activations or funding mechanisms as recommended.*
7. The assessment responds to Council's decision of 14 July 2026 by considering barriers to housing delivery.
8. Future work would be required to assess the broader economic impact of vacancy.
9. The findings and recommendations have financial and/or resource implications that require further analysis which will be undertaken in 2026/27 to inform budget proposals as part of the 2027/28 Annual Business Plan and Budget process.

Vacancy Assessment: Ground Truthing Report (GTR)

10. The Vacancy Assessment: Ground Truthing Report (GTR) identified 1,986 vacant or underutilised properties across the City of Adelaide local government area.
11. Of these, 491 properties were assessed as being of high potential for future use with a further 1,415 assessed as moderate potential, and 80 assessed as having some potential. The underutilised criteria used were as follows:
 - 11.1. High potential sites include open lot car parks, sites with very low site coverage (ie <50%), long-term vacant sites, vacant land or buildings, and developments approved before 1 January 2025 which are not yet commenced (with development cost over \$10 million).
 - 11.2. Moderate potential sites include those with very low yield compared with development potential based on maximum heights, and Faith-based land which is not actively used for congregational/community purposes or has a development application for another land use.

11.3. Potential sites include any site that has been identified through the Adaptive Reuse City Housing Initiative but did not meet the high or moderate criteria.

12. This evidence base has been mapped in the City Plan digital platform CoADE (Figure 1) and provides the foundation for a future implementation program.

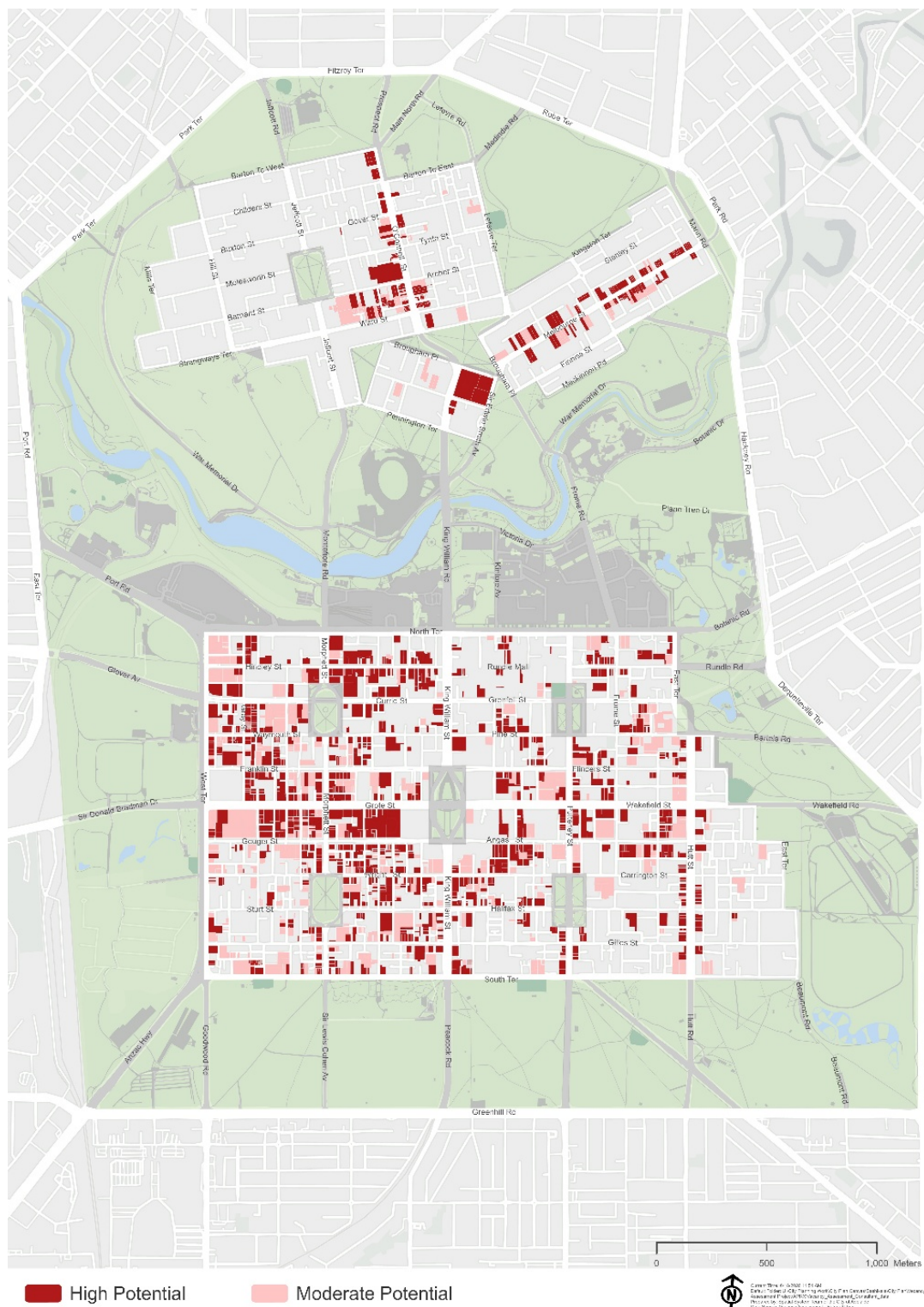


Figure 1: High, moderate and potential sites – Adelaide CBD

13. The spatial allocation of the high potential sites aligns with the work done through the City Plan where it was shown that the greatest and most likely potential for growth is in the north-west of the city.
14. Within the CBD, underutilised properties represent approximately 30 per cent of all properties.
- 14.1. The Capital City Zone contains the largest concentration, with 309 of the 491 high-potential properties.

- 14.2. The City Living Zone accounts for a further 126 high-potential properties, and the City Main Street Zone contributes 46, particularly relevant for upper-level housing and mixed-use intensification.
- 14.3. The Grote Gateway and potential extension of CBD form City Plan local areas collectively contain 138 high-potential properties, making them among the highest-priority City Plan local areas for targeted activation activity.

Background Investigations (BIR)

- 15. The Background Investigations (BIR) included a literature review ([Link 2](#)) addressing:
 - 15.1. What vacancy interventions have been implemented in comparable jurisdictions and how they are designed?
 - 15.2. Which approaches have demonstrably succeeded and by what measures?
 - 15.3. Which have underperformed and why?
 - 15.4. What critical success factors emerge for effective vacancy intervention?
- 16. The research includes evidence primarily from Canada, Australia, the United Kingdom and Europe, with supplementary analysis of experience from Japan, the United States, Spain and Belgium. Key findings include:
 - 16.1. Vacancy is not a uniform problem; therefore, the most effective interventions have diagnosed the primary cause of vacancy by property type.
 - 16.2. Financial incentives can materially improve project feasibility for adaptive reuse and vacancy activation. However, evidence from multiple jurisdictions highlights that poorly calibrated incentives can subsidise activity that would have otherwise occurred, while incentives set too low fail to move the margin for genuinely stalled projects.
 - 16.3. The literature consistently shows that successful vacancy interventions depend less on any single policy tool and more on coherent, coordinated approaches that align strategy, resourcing, data capability and community legitimacy.
 - 16.4. Vacancy taxes have had a measurable effect in some instances, but they are context-specific and need to be sufficient to shift the holding calculation without further reducing feasibility.
 - 16.5. Adelaide's vacancy challenge is distinct from the high-pressure markets where the most dramatic policy interventions have been deployed. The data reveals a significant pipeline gap, in which feasibility appears to be a greater constraint than planning permission.

Analysis and Implementation Report

- 17. The Analysis and Implementation Report (**Attachment A**) integrates the findings of the GTR, the BIR, stakeholder insights, and scenario-level financial modelling to translate that intelligence into a practical, sequenced program of action. Key findings include that:
 - 17.1. Properties are vacant or underutilised for different reasons. Some are temporarily vacant as part of normal market turnover. Some are held as surface car parks or low-intensity uses because this produces a rational holding return while owners wait for better development conditions. Some are vacant because owners lack development expertise or capital. Others are constrained by heritage, structure, servicing, title, financing or approval barriers. A uniform response would therefore misallocate resources.
 - 17.2. The second key finding is that the main barrier is feasibility, not permission. Planning approval is important, but in many cases, it is not the decisive constraint.
 - 17.3. The third key finding is that open-lot car parks are often retained because they are commercially rational holding assets. They are a highly visible form of underutilisation in the CBD, particularly where they occupy sites with strategic redevelopment potential. However, the evidence indicates that they persist because they can generate a reliable annual return while allowing the owner to retain exposure to long-term land value growth.
 - 17.4. The fourth key finding confirms that adaptive reuse is important but only viable for the right buildings. Larger commercial buildings, buildings with deep floor plates, complex structure, full heritage listing or significant servicing deficiencies may require intervention well beyond standard grants or advisory support.
 - 17.5. The fifth key finding is that heritage activation requires a distinct intervention model. Heritage listing may strengthen the case for reuse rather than demolition, but it can also increase costs, reduce flexibility and create uncertainty about what can be approved or financed.

18. The conclusion from the three bodies of work was that the fundamental challenge facing the Adelaide CBD is a combination of financial feasibility constraints, information and capacity barriers among property owners, and the absence of coordinated intervention mechanisms that address the full barrier profile of the most resistant properties.
19. Furthermore, the CoA has a meaningful role to play, but its most effective role is selective and strategic. CoA can directly influence the more tractable segment of the property inventory through facilitation, incentives, assessment support and owner engagement. For the more resistant properties, especially complex heritage buildings, large open-lot car parks, stalled development approvals and larger adaptive reuse candidates, CoA's role is primarily to coordinate, advocate, broker and partner with State and Federal Government.

Recommendations

20. Adelaide has a significant opportunity to convert vacant and underutilised land and buildings into housing, but the opportunity will not be realised through a single intervention. The evidence shows that vacancy is segmented, feasibility-constrained and highly dependent on property-specific circumstances. Some properties can be activated through practical facilitation and modest incentives. Others require State and Federal Government partnership, infrastructure reform, procurement commitments or market changes before activation is realistic.
21. The approach proposed by the consultation team is a program approach, rather than single policy intervention.
22. The consultation team proposed the following recommendations for consideration by Council and Administration:
 - 22.1. Immediate: Establish direct owner engagement program, drawing on the GTR dataset to target the highest-priority Tier 1 properties with a personalised facilitation offer. This is similar in approach to the ARCHI project approach.
 - 22.2. Immediate: Introduce the construction-period council rates waiver and targeted fee waivers for adaptive reuse proposals and initiate the ARCHI program review and enhancement to extend its reach to mid-rise and heritage building categories.
 - 22.3. Medium-term: Initiate or advocate for relevant policy improvements via a Code Amendment process and commission legal advice on the differential rating pathway for persistently vacant buildings, progressing the two highest-priority regulatory actions within CoA's powers.
 - 22.4. Medium-term: Develop and pursue a coordinated State Government advocacy program through the Capital City Committee, focused on 'meanwhile use' legislation, heritage assessment reform, SA Water infrastructure investment, the government anchor tenancy procurement policy, and the Apartment Fast-Track Fund conditional pathway.
 - 22.5. Long-term: Establish Public Private Partnership mechanisms for strategic sites, including active engagement with the State Government pre-sale guarantee fund and anchor tenancy advocacy; implement the monitoring, evaluation, and programme adaptation cycle; and assess the feasibility of a community land trust pilot on CoA-owned land.

Next Steps

23. Administration is continuing to review the report recommendations prior to recommending a future program of work to the Council.
24. As an immediate action in support of the City Plan, Housing Strategy and AEDA Charter, Administration has developed a City Plan Residential Investment Prospectus ([Link 4](#)) which responds in part to evidence and learnings from the vacant and underutilised sites assessment.
25. Given that some of the more complex scenarios require support at either the State or Federal Government level, it is proposed that the findings be presented to the State Planning Commission.
26. The findings will also be used to inform the City of Adelaide's submission to the State Government's City Building Heights Code Amendment once released for consultation.
27. Administration recently made a submission to the Productivity Commission Inquiry into Housing Regulation. Administration is proposing to provide the report into activating vacant and underutilised sites for housing to the Productivity Commission.
28. The recommended ARCHI program review is being undertaken in 2026/27 which is informed by an investigation into the implications of earthquake and seismic requirements on adaptive reuse completed in 2025/26.
29. Further analysis of the net financial position if Council fees and rates are used to unlock long term vacancy is required and will be further considered in 2026/27 before recommendations are made to the Council.

DATA AND SUPPORTING INFORMATION

Link 1 – [Vacancy Assessment - Ground Truthing Report](#)

Link 2 – [Background Investigations](#)

Link 3 – [Presentation Deck](#)

Link 4 – [City Plan Residential Investment Prospectus](#)

ATTACHMENTS

Attachment A – Vacant and Underutilised Sites Analysis and Implementation Findings

- END OF REPORT -

City of Adelaide Housing Strategy Implementation (Year 2)

Activating Vacant and Underutilised Properties for Housing Delivery

Executive Summary

Prepared by

Hudson Howells (lead) | Future Urban | BDO

Prepared for

City of Adelaide

RFQ Q2025/0069 | July 2026

This Executive Summary is a companion document to the Analysis and Implementation Report. It is intended to be read as a standalone summary of findings and recommendations. Full detail, supporting evidence, lever assessments, scenario testing and implementation pathways are contained in the main report.

How to read this document

This Executive Summary presents the key findings and recommended implementation programme from the Analysis and Implementation Report (AIR) prepared for the City of Adelaide as part of the Implementation of the Housing Strategy (Year 2). It draws on three integrated evidence streams and is structured to move from challenge to evidence to findings to programme response and implementation pathway.

Companion documents

The following companion documents are issued alongside the AIR and this Executive Summary:

- Analysis and Implementation Report (AIR): the primary technical report containing full lever analysis, scenario testing, stakeholder findings and implementation detail
- Background Investigations Report (BIR): the international and Australian evidence base reviewed prior to the AIR analysis
- Vacancy Assessment: Ground Truthing Report (GTR): the property dataset underpinning the programme, identifying 1,986 vacant and underutilised properties across the City of Adelaide LGA
- Prioritisation Framework Tools: the operational scoring guide and property assessment templates for CoA staff use
- PowerPoint Presentation: the briefing deck for internal CoA briefings

Structure of this summary

Section	Content
The activation challenge	Housing context, GTR findings and the scale of the opportunity
Vacancy is not one problem	Five vacancy types and why a uniform response misallocates resources
Evidence base	Three research streams and how they integrate
Core findings	What the evidence shows about barriers, car parks, adaptive reuse and heritage
Scenario testing	Five representative sites and their intervention pathways
Recommended programme	The six-lever package and how the elements interact
Prioritisation framework	Nine criteria, three tiers and the property assessment tool
Implementation pathway	Workstream 1 (immediate direct action), Workstream 2 (programme design and advocacy), and Workstream 3 (partnership and structural reform) across 19 recommendations
Critical success factors	Four conditions necessary for programme success

The activation challenge

The City of Adelaide is facing a clear housing challenge. Demand for well-located housing in and around the CBD is strong, rental vacancy remains constrained, affordability pressures are acute, and the City's adopted housing targets require additional supply across a range of housing types and price points. At the same time, a substantial stock of vacant and underutilised land and buildings exists within the LGA that, if activated, could contribute meaningfully to housing supply, affordability, city vitality and more efficient use of existing infrastructure.

Housing pressure at a glance

0.8%

Residential rental
vacancy rate across the
LGA

13.4%

Apartment price growth
year-on-year to Q3
2025

\$520

Median weekly unit rent

600

Affordable rental
properties target by 2028

South Australia is a party to the National Housing Accord, which targets 1.2 million new homes nationally between June 2024 and June 2029. The State Government has separately committed to building 13,500 homes per year. Within this context, the City of Adelaide's vacancy activation programme is positioned as a contribution to supply objectives that require every feasible source of housing capacity to be considered alongside conventional greenfield and corridor development.

The opportunity: ground truthing findings

Ground truthing undertaken by Future Urban identified 1,986 vacant or underutilised properties across the City of Adelaide LGA. This turns vacancy from anecdote into an actionable property dataset.

High potential	Moderate potential	Some potential
491 properties	1,415 properties	80 properties
Initial screening pool for detailed prioritisation; not automatically Tier 1. Subject to nine-criteria assessment.	Broader programme pipeline for assessment and periodic review	Monitor and reassess through the annual GTR refresh

Within the CBD, underutilised properties represent approximately 30 per cent of all properties. The Capital City Zone contains the largest concentration, with 309 of the 491 high-potential properties. The City Living Zone accounts for a further 126 high-potential properties, and the City Main Street Zone contributes 46, particularly relevant for upper-level housing and mixed-use intensification. The Grote Gateway and City Plan potential extension of CBD form precincts contain 138 high-potential properties between them, making them among the highest-priority precincts for targeted activation activity.

The DA paradox

The development pipeline data reveals a significant gap between approvals granted and construction commenced. Of the 45 approvals granted prior to 1 January 2025 with development costs exceeding

\$10 million that have not commenced or been completed, only nine are located in areas without a prescribed building height limit. By contrast, 38 of the 62 approvals over \$10 million that have either commenced or been completed are in unconstrained areas.

Stakeholders consistently identified construction cost escalation, post-planning approval compliance complexity, infrastructure augmentation costs and financing constraints as the primary reasons approved projects remain unactivated. The planning approval process is not the primary obstacle. The economics of construction are.

Vacancy is not one problem

The first and most important finding from the evidence base is that different causes require different tools. A programme that does not segment by cause will allocate resources to the wrong levers.

	Type	Programme implication
T	Transitional	Normal market turnover. Usually no intervention required. Vacancy of this type resolves itself as market conditions change.
H	Rational holding	Surface car parks or low-intensity uses with income and future option value. Requires fiscal signals calibrated to actual holding returns, not nominal penalties.
F	Feasibility gap	Costs, compliance, finance or end values mean activation does not stack up. Requires targeted financial support, grant programmes or partnership arrangements calibrated to the actual gap.
C	Capacity barrier	Owners lack development expertise, information, capital or partners. Requires facilitation services, direct engagement, navigation support and access to the brokerage service.
S	Structural constraint	Heritage, servicing, title, infrastructure or state-level regulatory constraints. Requires State Government partnership, infrastructure investment, anchor tenancy models or PPP pathways.

Programme implication

- Segment the stock, then match each property to the right intervention pathway.
- Tier 1 properties have tractable barriers and respond to CoA tools. Tier 2 properties require one or more material conditions to change before they can progress to Tier 1. Tier 3 properties should be monitored but not actively resourced in the near term.
- A uniform vacancy penalty or blanket grant programme misallocates resources and risks consuming programme capacity on properties that either do not need intervention or cannot be unlocked by the measures available to CoA.

Evidence base

Three integrated research streams underpin the recommended programme. Each addresses a different dimension of the activation challenge, and their combined intelligence is more powerful than any single stream alone.

Background investigations (BIR)

The Background Investigations Report reviewed evidence from more than 15 jurisdictions across Australia, Canada, Europe, Japan and the United States. It covers vacancy taxation, planning and regulatory tools, incentive programmes, adaptive reuse approaches, brokerage models and public-private partnership structures.

Five findings from the BIR are directly relevant to the Adelaide programme:

- Vacancy is not a uniform problem and different causes require different instruments
- Fiscal signals work best when calibrated to actual holding economics and paired with facilitation
- Facilitation and information services consistently deliver high leverage relative to their cost
- Adaptive reuse is most viable for buildings with shallow floor plates, lower-rise form and manageable structural and servicing constraints
- Multi-instrument approaches consistently outperform single-lever strategies

Selected international comparators

Programme	Jurisdiction	Relevance to Adelaide
Brussels RENOLUTION one-stop-shop	Belgium	Integrated advisory, approvals, delivery support and financial assistance model. Budget repeatedly exhausted through strong owner demand. Demonstrates that combining case management with financial incentives materially increases programme uptake relative to passive availability. Directly relevant to ARCHI enhancement design.
Vancouver Empty Homes Tax	Canada	Levy set above speculative holding returns achieves behaviour change; levy set below produces revenue rather than activation. Key calibration lesson for Adelaide's open-lot car park rating design.
Japan Akiya Bank	Japan	Consolidated property register and brokerage model converting dormant housing into an actionable dataset with facilitated match-making. Directly relevant to GTR-based brokerage service design.
Victorian Vacant Residential Land Tax	Australia	Demonstrates importance of geographic scope, verification mechanisms and exemption design. Victoria's experience informs Adelaide's differential rating approach and any future State-level vacancy levy design.
City of Sydney STAR programme	Australia	Council-facilitated brokerage connecting vacant properties with commercial tenants. Provides Australian-context precedent for a municipal brokerage and facilitation model at CoA scale.

Stakeholder engagement

Eight consultations were completed across four represented cohorts within the five-cohort consultation framework: property owners of vacant sites or buildings without development approval; property owners of sites with unactivated development approvals; development industry representatives; and State Government representatives.

The engagement produced five findings that both confirm the BIR evidence base and add Adelaide-specific intelligence not available in the international literature:

- Vacancy is predominantly rational rather than neglectful. Owners retain vacant properties because the economics of activation are unfavourable, not because they are unaware or indifferent.
- The DA paradox is confirmed as a significant barrier. Post-planning approval compliance complexity, infrastructure augmentation costs and financing constraints are the primary reasons approved projects remain unactivated.
- SA Water infrastructure constraints are a material, Adelaide-specific feasibility barrier, affecting fire suppression capacity and in some cases certificates of occupancy across parts of the CBD network.
- Heritage listing combined with structural and financing constraints produces feasibility deficits that standard programme tools cannot resolve. The government anchor tenancy model emerged as the most targeted and potentially cost-neutral mechanism for this category.
- Intervention responsiveness is moderate and conditional. Respondents were receptive to facilitation and modest concessions but sceptical of measures that imposed costs without addressing the underlying feasibility gap.

Scenario testing

BDO undertook financial and planning scenario testing of five representative sites drawn from the GTR dataset. The testing assesses whether particular interventions would be sufficient to change activation outcomes for each property type, and identifies the binding constraint in each case. Results are summarised in the Scenario Testing section of this document.

What the evidence streams tell us, combined

- The BIR establishes that the right levers exist. Brokerage, calibrated fiscal signals, facilitation and multi-instrument packages have worked in comparable contexts internationally.
- The stakeholder engagement confirms which of those levers are relevant in Adelaide and which face specific local constraints (SA Water, heritage, development economics, financing thresholds).
- The scenario testing quantifies the gap between current programme settings and what is required to change outcomes for specific property types, and confirms that not all properties in the GTR dataset can be activated under CoA's current tools alone.
- Together the three streams justify a programme that is targeted rather than universal, sequenced rather than simultaneous, and advocacy-oriented where direct CoA action is insufficient.

Core findings

Finding 1: Feasibility is the binding constraint, not planning permission

The most important finding across all three evidence streams is that the primary obstacle to activation is not planning permission, but the economics of development. Construction costs have risen sharply while achievable apartment prices and rents have not increased sufficiently to absorb those costs.

The feasibility cost stack is cumulative:

- Construction cost escalation above 2020 benchmarks
- Post-planning approval compliance requirements (NCC, building rules consent, fire safety, accessibility, seismic and acoustics)
- Infrastructure augmentation costs, particularly SA Water connections and pressure requirements
- Finance and pre-sale thresholds, which have tightened since rate rises
- Heritage obligations and structural remediation costs for older buildings
- Owner capability and information gaps that add time and cost

Small incentives will not unlock properties with multi-million-dollar feasibility gaps. They may support marginal projects and reduce friction but should not be presented as solving the structural problem. Larger and more complex properties require a different response.

Finding 2: Open-lot car parks are commercially rational holding assets

Open-lot car parks are a highly visible form of underutilisation in the CBD, particularly where they occupy sites with strategic redevelopment potential. The evidence indicates they persist because surface car parking in the Adelaide CBD currently generates returns of 6 to 8 per cent per annum from bay leasing alone. This makes car park retention a commercially defensible holding strategy while owners wait for development conditions to improve.

A rating or levy mechanism that does not materially affect this holding return is unlikely to trigger redevelopment. BDO threshold testing confirms that a car park differential rate would need to be set at approximately 5 to 8 times current levels to materially neutralise holding returns. This is not recommended as a rate increase; it demonstrates why the mechanism is best positioned as an enabling lever operating alongside other tools rather than a standalone trigger.

Finding 3: Adaptive reuse is viable, but only for the right buildings

Adaptive reuse can convert obsolete commercial stock into housing, preserve embodied carbon, support heritage outcomes and activate city streets. However, the most suitable buildings are generally lower-rise with shallower floor plates, manageable structure and limited heritage or compliance constraints.

Most viable candidates	More complex candidates
Smaller and lower-rise buildings with shallow floor plates	Mid- and high-rise buildings, particularly with deep floor plates or heritage and structural constraints
Manageable structural and servicing conditions	Major fire, access, seismic or services constraints
Limited heritage or NCC compliance constraints	Full heritage listing with fabric protection obligations

Most viable candidates	More complex candidates
BDO indicative premium: typically 10-15% above new build for buildings of 1-10 storeys	BDO indicative premium: typically 15-30% above new build, depending on scale and building condition

Finding 4: Heritage activation requires a distinct intervention model

Where full fabric protection, structural inadequacy, site constraints and financing barriers combine, standard programme tools are insufficient. The most compelling intervention identified through stakeholder engagement is the government anchor tenancy model. Under this approach, State or Federal Government would direct suitable accommodation requirements to priority heritage buildings at market rents, providing the pre-commitment needed to secure finance and activate the building. Where government would otherwise lease comparable space and the building is operationally suitable, the model may not require a direct grant or subsidy.

Finding 5: The ARCHI programme requires calibration and scaling

The ARCHI programme provides a well-established and locally relevant foundation for CoA's adaptive reuse agenda. Its programme structure, combining case management, facilitation and financial incentives, is consistent with international models identified in the BIR as effective in principle. However, stakeholder evidence indicates that ARCHI's impact to date has been limited in scale relative to the City's broader housing delivery objectives.

BDO feasibility modelling confirms that current ARCHI grant settings are materially below the level required to close feasibility gaps for mid-rise and heritage adaptive reuse projects. Available funding typically provides up to 50 per cent of eligible costs, capped at approximately \$10,000 to \$25,000 for feasibility and design work and approximately \$25,000 to \$50,000 for construction-related works. For the representative scenarios tested, the residential-only funding gap was broadly in the order of approximately \$100,000 to \$150,000 per dwelling. This figure is an indicative, order-of-magnitude feasibility gap benchmark only; it is not a recommended standard grant amount, and actual support requirements would vary materially by project.

Scenario testing: what the five sites showed

BDO undertook financial and planning scenario testing of five representative sites drawn from the GTR dataset. The central lesson is that prioritisation must identify the binding constraint, not just theoretical housing yield. The results are summarised below.

Site	Property type	Tier	Feasibility finding	Binding constraint	Intervention pathway
1	Heritage building	Tier 2	Not viable. Total feasibility shortfall approximately \$5.8 million, including an estimated \$4.9 million shortfall associated with the retained	Heritage obligations, structural inadequacy, financing barriers and absence of anchor tenant pre-commitment	Case management; heritage guidance; government anchor tenancy advocacy; State Government partnership

Site	Property type	Tier	Feasibility finding	Binding constraint	Intervention pathway
			heritage component.		
2	Open-lot car park	Tier 2	Near break-even before margin; not viable once reasonable developer margin included. Total gap approximately \$32.5 million.	Feasibility gap well beyond CoA programme capacity; infrastructure constraints; commercially rational holding return from car park	PPP mechanisms; infrastructure investment advocacy; State Government pre-sale guarantee fund; reassess when conditions change
3	Unactivated development approval	Tier 2	Not viable. Total feasibility deficit approximately \$10.8 million despite existing DA.	Post-approval feasibility gap beyond current CoA programme tools; construction cost escalation; financing constraints	Close feasibility gap before activation; maintain on brokerage register; reassess when programme settings or market conditions change
4	Faith-based site	Tier 1 candidate	Financially feasible in base case. Only site viable under current conditions.	Owner timing, completion of building consent and progression of the approved scheme to implementation. Planning consent granted May 2025; building consent under assessment.	Personalised brokerage outreach; active case management; building consent and implementation support; priority access to ARCHI and fee waivers if required
5	Vacant commercial office building	Tier 2	Not viable for modelled build-to-sell apartment typology. Gap approximately \$29.9 million on indicative 192-dwelling scheme.	Deepest feasibility deficit in sample. Alternative typologies (e.g. student accommodation) not ruled out.	Clearer building approval pathway; partnership or financing support; longer-term adaptive reuse; near-term dependent on market or programme change

Across the five sites, only Site 4 is financially feasible in the base case. The overall pattern is that scale and planning capacity do not, on their own, translate into viable delivery. The principal issue is not simply whether redevelopment is permissible or whether a site is strategically located, but whether proposed end value is sufficient to support total delivery cost and normal development risk.

The analysis also indicates that smaller and mid-sized adaptive reuse or redevelopment projects may be better suited to current Adelaide market conditions, particularly where they involve shallower floor plates, lower-rise built form or more manageable conversion tasks.

Recommended programme

The recommended response is a targeted and sequenced activation programme. A coordinated package outperforms any single tool. The following six elements form the core of the recommended programme, working together to address different components of the activation barrier.

	Lever	Role in the programme
B	Brokerage service	Direct owner engagement and active case management. The municipal brokerage service is the operational core of the programme, converting the GTR dataset into targeted outreach and maintaining a live property register with conditions tracking.
A	Assessment streamlining	Pre-lodgement triage and clearer adaptive reuse pathways. CoA's planning team and the ARCHI case manager already provide a coordinated pre-lodgement triage function; the recommendation is to extend and formalise this coordination, with particular attention to building approval requirements.
R	Rates and fee concessions	Reduce early-stage and construction-period friction. A construction-period council rates concession and targeted fee waivers for eligible adaptive reuse proposals reduce holding costs at the stage when developers have no income from a site. Both are within CoA's direct control.
H	ARCHI enhancement	ARCHI is an important foundation that requires review and updating. The review should assess whether current grant settings are calibrated to actual feasibility gaps, whether the annual funding pool is adequate given the scale of the GTR opportunity, and whether an expanded one-stop-shop model would better address information, capability and coordination barriers.
S	State advocacy	SA Water infrastructure investment, heritage assessment framework reform, meanwhile use legislation, NCC and Ministerial Building Standards reform, the government anchor tenancy procurement policy, and the Apartment Fast-Track Fund conditional pathway. The advocacy programme must be pursued with the same discipline as the direct-action programme.
P	PPP mechanisms	Strategic sites requiring balance-sheet support or partnership. Feasibility gaps of the magnitude identified for Sites 1, 2 and 5 exceed what direct grant funding could realistically close; for this category, case management, PPP structures and government anchor tenancy arrangements are the appropriate mechanisms.

Near-term emphasis

- Tools CoA can directly control, while building the advocacy platform and partnerships needed for harder structural barriers.
- Start with what works now: brokerage, owner engagement, rates and fee concessions, ARCHI enhancement and assessment streamlining.
- Build toward structural reform: PPP mechanisms, State Government advocacy, heritage anchor tenancy models and meanwhile use pathway legislation.

Prioritisation framework

The recommended prioritisation framework translates the evidence into an operational decision tool for CoA staff. It assesses each property against nine criteria and assigns a priority tier. The framework is designed as a structured deliberation tool, not a mechanical ranking device. Officer judgement remains essential.

Nine assessment criteria

#	Criterion	What it measures
C 1	Activation feasibility	Whether the property is financially viable or close to viable under current conditions or with targeted intervention
C 2	Housing delivery potential	Number and mix of dwellings the property could deliver if activated (High = 20+ dwellings)
C 3	Affordable housing opportunity	Realistic pathway to affordable dwellings through CHP partnership, HAFF or CLT structure
C 4	Adaptive reuse suitability	Building characteristics relative to adaptive reuse viability (floor plate, heritage, structural constraints)
C 5	Strategic location value	Precinct priority, public realm exposure, proximity to transport, City Building Heights Code Amendment designation
C 6*	Ownership complexity (inverse*)	Title encumbrances, owner engagement history, deceased estates, multiple owners (High = unfavourable)
C 7	Timeframe to activation	Realistic horizon from current status to activation (High = within 12 months)
C 8*	Resource intensity (inverse*)	CoA resource commitment required to progress activation (High = unfavourable: complex PPP or direct development)
C 9*	Activation risk (inverse*)	Probability of successful activation with sustained effort (High = unfavourable: fundamental constraints persist)

* C6, C8 and C9 are inverse criteria. High means unfavourable; Low means favourable.

Three priority tiers

Tier	Indicative profile	CoA response
Tier 1: Direct activation investment	Close to viable; tractable barriers; CoA tools can make a practical difference. High or Medium on C1, C2 and C7; Low or Medium on C6*, C8* and C9*.	Personalised brokerage outreach; active case management; priority access to ARCHI, rate concessions and fee waivers; fast-track HAFF navigation if CHP partner identified.
Tier 2: Targeted intervention under defined conditions	Genuine potential but one or more material binding constraints prevent Tier 1 designation: deep feasibility gap, complex ownership, required regulatory change or state government dependency.	Resolve the specific binding constraint. Maintain brokerage register entry and conditions register noting the prerequisite for Tier 1 reassessment. Review annually or when a material change is recorded.
Tier 3: Monitor and hold	Deep feasibility constraints, high ownership complexity, low housing delivery potential or resource intensity disproportionate to expected supply.	Retain on GTR register. No proactive outreach or resource allocation beyond record maintenance. Flag heritage Tier 3 properties for anchor tenancy advocacy. Review at annual refresh.

Full assessment templates, scoring guides, worked examples and an optional weighting protocol for programme-round prioritisation are provided in the companion Prioritisation Framework Tools document.

Implementation pathway

The recommended action programme spans 19 recommendations across three workstreams: direct CoA action within existing powers (Workstream 1), medium-term programme design and advocacy (Workstream 2), and longer-term partnership and structural reform (Workstream 3). Enabling actions for Workstreams 2 and 3 may commence within the first 0 to 18 months alongside Workstream 1.

Workstream 1: Immediate direct action: 0 to 12 months

The immediate priority is to convert the evidence base into a properly resourced operational programme.

Rec	Action	Outcome	Timing
1.1	Establish municipal brokerage service	Operational within 6 months; screen and contact minimum 20 Tier 1 property owners; place initial cohort of approximately five properties into active case management within 12 months	0-6 months
1.2	Launch direct owner engagement programme	Minimum 20 Tier 1 property owners directly engaged within 12 months; minimum 5 active facilitation pathways opened	0-12 months

Rec	Action	Outcome	Timing
1.3	Introduce construction-period council rates concession	Legal advice received within three months of commissioning; concession mechanism operational within six months of legal confirmation and within the overall 0-12-month immediate-action horizon. Applied to all eligible projects commencing construction within the programme period.	0-12 months, subject to legal confirmation
1.4	Implement targeted fee waivers for adaptive reuse	Fee waiver mechanism operational within 6 months; applied to all eligible adaptive reuse proposals within the programme period	0-6 months
1.5	Review and enhance ARCHI programme	ARCHI enhancement recommendations to Council within 6 months; enhanced programme operational within 12 months; annual reporting on grant applications and dwellings enabled	0-12 months
1.6	Engage with City Building Heights Code Amendment	CoA submission lodged to formal consultation; active applicant support programme in place when Amendment is enacted	Ongoing
1.7	Convene practitioner roundtable	Roundtable held within 6 months; practitioner input report provided to Council and incorporated in programme design	0-6 months
1.8	AFTF submission (completed)	Submission lodged with DHUD 19 June 2026. CoA position formally registered. Follow-up engagement with DHUD on consultation outcome under Recommendation 2.7.	Completed

Workstream 2: Programme design and advocacy: enabling work from commencement; principal implementation over 6 to 24 months

Medium-term actions require regulatory development, programme design, budget commitments or partnership establishment that extends beyond CoA's immediate administrative capacity.

Rec	Action	Outcome	Timing
2.1	Commission legal advice on vacant building differential rating	Legal advice received within 3 months; policy design commenced or advocacy position confirmed within 6 months of receipt	0-6 months (enabling)
2.2	Initiate or advocate for planning and building policy reform	Code Amendment or building policy investigation commenced and NCC/Ministerial Building Standards advocacy incorporated into State Government programme within 6 months; formal proposal or request for State Planning	6-18 months

Rec	Action	Outcome	Timing
		Commission advice submitted within 18 months	
2.3	Design and launch renovation and development grant programme	Programme design finalised within 12 months; first grant round open within 18 months	6-18 months
2.4	Develop car park differential rating category	Policy design completed within 12 months; new category introduced in following rating year	6-18 months
2.5	Develop coordinated State Government advocacy programme	Advocacy programme endorsed by Council within 6 months; Capital City Committee engagement commenced within 12 months	0-12 months
2.6	Establish CHP referral pathways	Referral pathway established within 12 months; minimum 2 CHP engagement pathways opened through brokerage service within 18 months	6-18 months
2.7	Advocate for State Government financial mechanisms	CoA position registered with DHUD within 6 months of AFTF consultation outcome; advocacy incorporated into Capital City Committee programme	6-24 months

Workstream 3: Partnership and structural reform: enabling actions from commencement; full implementation horizon 2 to 5 years

Long-term actions depend on regulatory reform at State level, sustained programme investment or changed market and financing conditions. Progress is contingent on the State Government's response to CoA's advocacy programme.

Rec	Action	Outcome	Timing
3.1	Establish meanwhile use facilitation; advocate for State legislative reform	Rate concession for meanwhile use participants operational within 12 months; State legislative advocacy active within 12 months; full programme operational if State reform achieved within the 2-5 year horizon	CoA-facilitated pathway and rate concession: 0-12 months. State reform advocacy: ongoing. Full programme: contingent on State action.
3.2	Pursue PPP mechanisms for strategic sites	CoA submission on pre-sale fund eligibility lodged; anchor tenancy advocacy presented to State Government; minimum 1 strategic site assessed for direct CoA involvement within 2 years	12-36 months

Rec	Action	Outcome	Timing
3.3	Implement monitoring, evaluation and programme adaptation cycle	First annual evaluation report produced within 18 months of programme launch; recalibration recommendations incorporated in the following budget cycle	First report: 18 months from launch
3.4	Investigate and advocate for community land trusts	Investigation report and CoA advocacy position completed within 2 years; submission to State Government on CLT enabling legislation within 12 months	Advocacy: 0-12 months; investigation: 0-24 months; implementation horizon: 2-5 years

State Government advocacy priorities

The most powerful levers for vacancy activation sit at State level. CoA's advocacy programme should be built around the following priority positions, sequenced to prioritise areas where State Government receptiveness is highest.

Priority	CoA advocacy position
Meanwhile use legislation	A legislative pathway analogous to the NSW Housing SEPP enabling temporary residential use of vacant buildings for up to 5 years through streamlined pathways. A South Australian equivalent with broader eligibility and scope would be a more powerful activation tool for the Adelaide CBD context.
Adaptive reuse pathway reform	Clearer pathways for change-of-use applications, particularly at the intersection of the Planning and Design Code, NCC compliance and heritage requirements. Advocacy for reform to the National Construction Code and Ministerial Building Standards to better accommodate adaptive reuse of older buildings, building on CoA's NCC Modernisation Discussion Paper submission and ARCHI's seismic research.
Heritage assessment framework	Restoration of an independent balancing function in heritage assessment for development proposals involving fully heritage-listed buildings, with clear criteria for when that function should be invoked. Clearer pre-lodgement guidance on what modifications are and are not approvable for heritage adaptive reuse, including promotion of building consent before planning consent for heritage proposals.
SA Water infrastructure investment	Resolution of water pressure and capacity constraints across parts of the CBD network that affect fire suppression capacity and in some cases certificates of occupancy. This is a material, Adelaide-specific feasibility barrier identified by multiple stakeholder respondents.
Government anchor tenancy procurement	A procurement policy directing suitable State Government accommodation requirements to priority heritage buildings at market rents, providing the pre-commitment needed to secure finance and activate buildings where the primary barrier is front-loaded, non-revenue-generating cost.

Apartment Fast-Track Fund pathway	Extension of AFTF eligibility to CBD sites approaching development-readiness, with coordinated case management support. CoA submitted to the AFTF consultation on 19 June 2026 advocating for a conditional development-ready pathway for underutilised CBD projects that do not yet hold Development Approval.
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The advocacy programme should be developed and endorsed by Council within six months, with Capital City Committee engagement commenced within twelve months. It should be evidence-based, drawing directly on the BIR and AIR to position CoA as an unusually well-informed local government advocate.

Critical success factors and governance

Four conditions are necessary for the programme to deliver housing outcomes at meaningful scale.

	Condition	Why it matters
1	Adequate resourcing from the outset	The Brussels RENOLUTION experience demonstrates that latent owner demand for facilitated support consistently exceeds initial capacity estimates. Undercapacity at launch undermines owner confidence and is difficult to recover from once relationships have been poorly handled. The brokerage service and owner engagement programme must be staffed before the programme is publicly announced.
2	Calibration to actual feasibility gaps	Grant programmes and rate concessions set below the level required to change the economics of activation create deadweight expenditure without unlocking genuinely stalled projects. BDO financial modelling provides the directional benchmark; programme settings should be reviewed annually against updated market and feasibility evidence. Individual grant levels should be determined through project-specific feasibility assessment rather than applied uniformly.
3	Sustained State Government engagement	Many of the most important barriers sit outside CoA's direct control, including SA Water infrastructure, heritage assessment settings, State Government procurement, pre-sale support and meanwhile use legislation. A programme confined to CoA's own powers will make meaningful progress on the tractable segment of the GTR dataset but will not unlock the most resistant properties. The advocacy programme must be pursued with the same discipline as the direct-action programme.
4	Visible activation on CoA's own assets	Stakeholder evidence is consistent that private property owners will not follow a programme that CoA is not itself demonstrating. Early activation of CoA-controlled sites, whether through direct development, head lessor arrangements or meanwhile use facilitation, is a prerequisite for programme credibility and market confidence.

Governance minimum

The following governance elements are recommended as a minimum for programme management:

- Designated programme lead officer with authority across City Planning and Economic Development
- Internal programme register maintained in CoA's secure document management system
- Capital City Committee advocacy brief developed and updated as positions progress
- Housing Reference Group feedback incorporated in annual programme review
- Annual reporting to Council on properties progressed, dwellings delivered and fiscal cost of concessions

Overall conclusion

The City of Adelaide has a significant opportunity to convert vacant and underutilised land and buildings into housing, but the opportunity will not be realised through a single intervention. The evidence shows that vacancy is segmented, feasibility-constrained and highly dependent on property-specific circumstances.

Some properties can be activated through practical facilitation and modest incentives. Others require State Government partnership, infrastructure reform, procurement commitments or market changes before activation is realistic. The recommended programme adopts a disciplined, staged and evidence-based approach that reflects this complexity.

The programme starts with what CoA can do now

- Brokerage, owner engagement, rates and fee concessions, ARCHI enhancement, assessment streamlining and targeted programme management.
- It then builds toward the reforms and partnerships needed to unlock more complex sites: adaptive reuse policy reform, improved planning and building policies, State Government advocacy, infrastructure coordination, heritage anchor tenancy models and public-private partnerships.
- This approach recognises the limits of CoA's direct powers while making full use of the tools it does control.

The prioritisation framework ensures that resources are directed to properties where intervention is likely to change outcomes, while avoiding overcommitment to sites that are not yet activation-ready. The conditions register for Tier 2 properties creates a dynamic programme that responds as ownership, market conditions and programme settings change.

The outcome sought is not simply a reduction in the number of vacant properties. It is a more active, liveable and productive city where strategically located land and buildings contribute to housing supply, affordability, heritage renewal, public realm quality and long-term city vitality.

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