



# CITY PLANNING, DEVELOPMENT AND BUSINESS AFFAIRS COMMITTEE AGENDA & REPORTS

for the meeting

Tuesday, 6 June 2023  
at 6.30 pm

in the Colonel Light Room, Adelaide Town Hall

© 2023 CITY OF ADELAIDE. ALL RIGHTS RESERVED.

Members – The Right Honourable the Lord Mayor, Dr Jane Lomax-Smith  
Councillor Noon (Chair)  
Councillor Martin (Deputy Chair)  
Councillors Abrahamzadeh, Couros, Davis, Elliott, Giles, Hou, Li, Dr Siebentritt and Snape

**1. Acknowledgement of Country**

At the opening of the City Planning, Development and Business Affairs Committee meeting, the Chair will state:

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

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

**2. Apologies and Leave of Absence**

Nil

**3. Confirmation of Minutes - 2 May 2023**

That the Minutes of the meeting of the City Planning, Development and Business Affairs held on 2 May 2023, be taken as read and be confirmed as an accurate record of proceedings.

View public 2 May 2023 Minutes [here](#).

**4. Workshops**

- |     |  |         |
|-----|--|---------|
| 4.1 | City Plan – Update and Consultant Led Workshop         | 3 - 26  |
| 4.2 | Resource Recovery (Waste and Recycling) Policy Options | 27 - 43 |

**5. Reports for Recommendation to Council**

- |     |                                   |         |
|-----|-----------------------------------|---------|
| 5.1 | South African (Boer) War Memorial | 44 - 49 |
|-----|-----------------------------------|---------|

**6. Exclusion of the Public**

50 - 52

In accordance with sections 90(2), (3) and (7) of the *Local Government Act 1999* (SA) the City Planning, Development and Business Affairs will consider whether to discuss in confidence the reports contained within section 7 of this Agenda.

**7. Confidential Reports for Recommendation to Council**

- |     |  |         |
|-----|--|---------|
| 7.1 | Strategic Property Matter [s 90(3) (b), (d)] | 53 - 88 |
|-----|--|---------|

**8. Closure**

## City Plan – Update and Consultant Led Workshop

Strategic Alignment - Strong Economies

Public

**Tuesday, 6 June 2023**

**City Planning, Development and Business Affairs Committee**

**Program Contact:**

Sarah Gilmour, Associate Director Park Lands, Policy & Sustainability

**Approving Officer:**

Ilia Houridis, Director City Shaping

## PURPOSE OF WORKSHOP

The purpose of the workshop is to provide Council Members with an update on outcomes from the 2 May 2023 workshop and to seek input into the City Plan's draft vision and city shaping principles.

## KEY QUESTIONS

- What are Council Members' views on the City Plan's draft vision?
- What are Council Members' views on the City Plan's city shaping principles?

## NEXT STEPS

- Refinement of Urban Design Principles, Spatial Analysis Frameworks, and Future Development Scenarios
- Present the final draft Urban Design Guidelines and Scenarios for feedback at the third engagement on 4 July 2023.
- Completion of final deliverables for City Plan (Stage 1).

- END OF REPORT -

# Strong Economies

## City Plan – Update and Consultant Led Workshop

Director City Shaping Ilia Houridis,  
Associate Director Park Lands, Policy and  
Sustainability, Sarah Gilmour



# Roadmap

We are here



Ongoing engagement with Council Members

# CITY PLAN (STAGE 1) WORKSHOP #02

Page 6



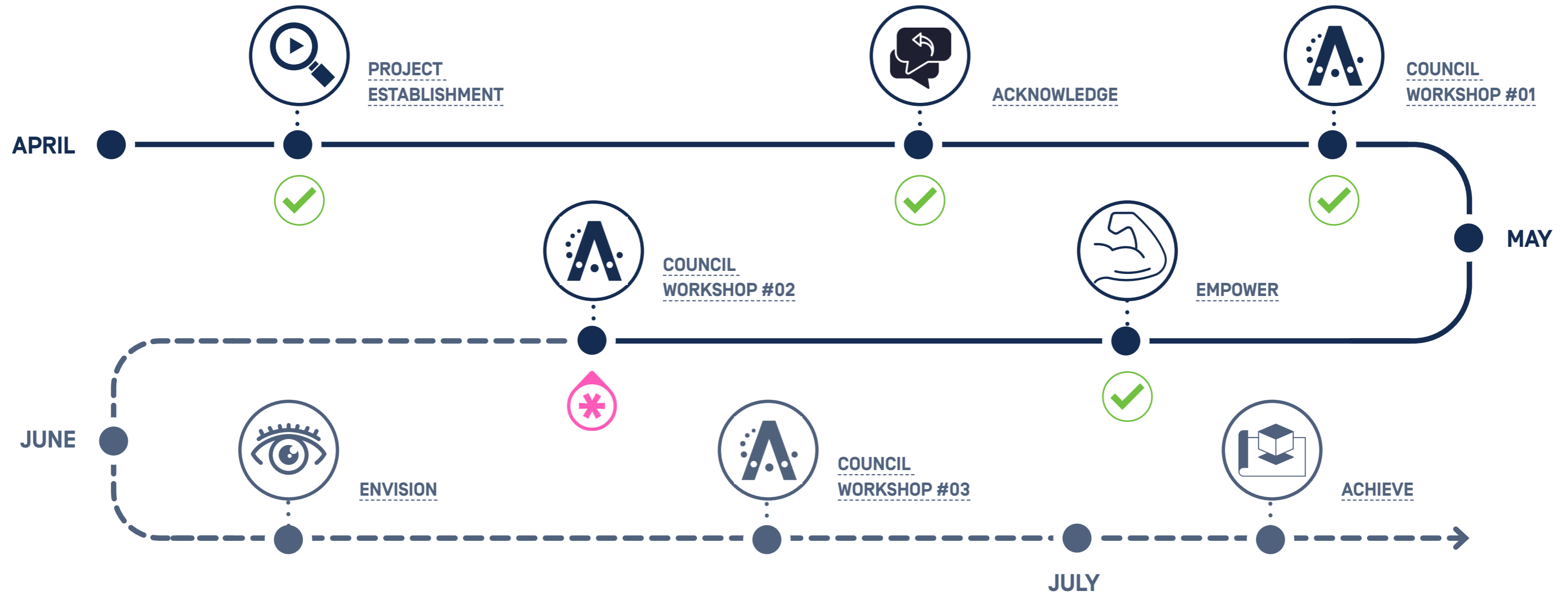
# OBJECTIVES FOR TODAY

1. OUR JOURNEY TO DATE
2. WHAT WE HAVE READ
3. WHAT WE HAVE HEARD FROM WORKSHOP #1
4. OUR PROCESS TO DELIVER SUCCESS
5. HOW WE HAVE APPLIED THIS TO TESTING SCENARIOS
6. NEXT STEPS

## Acknowledgement of Country

City Collective and our partners acknowledge the Kurna People, the Traditional Custodians of the land of the Adelaide Plains and recognise their continuing connection to land, waters and culture. We pay our respects to their Elders past, present and emerging.

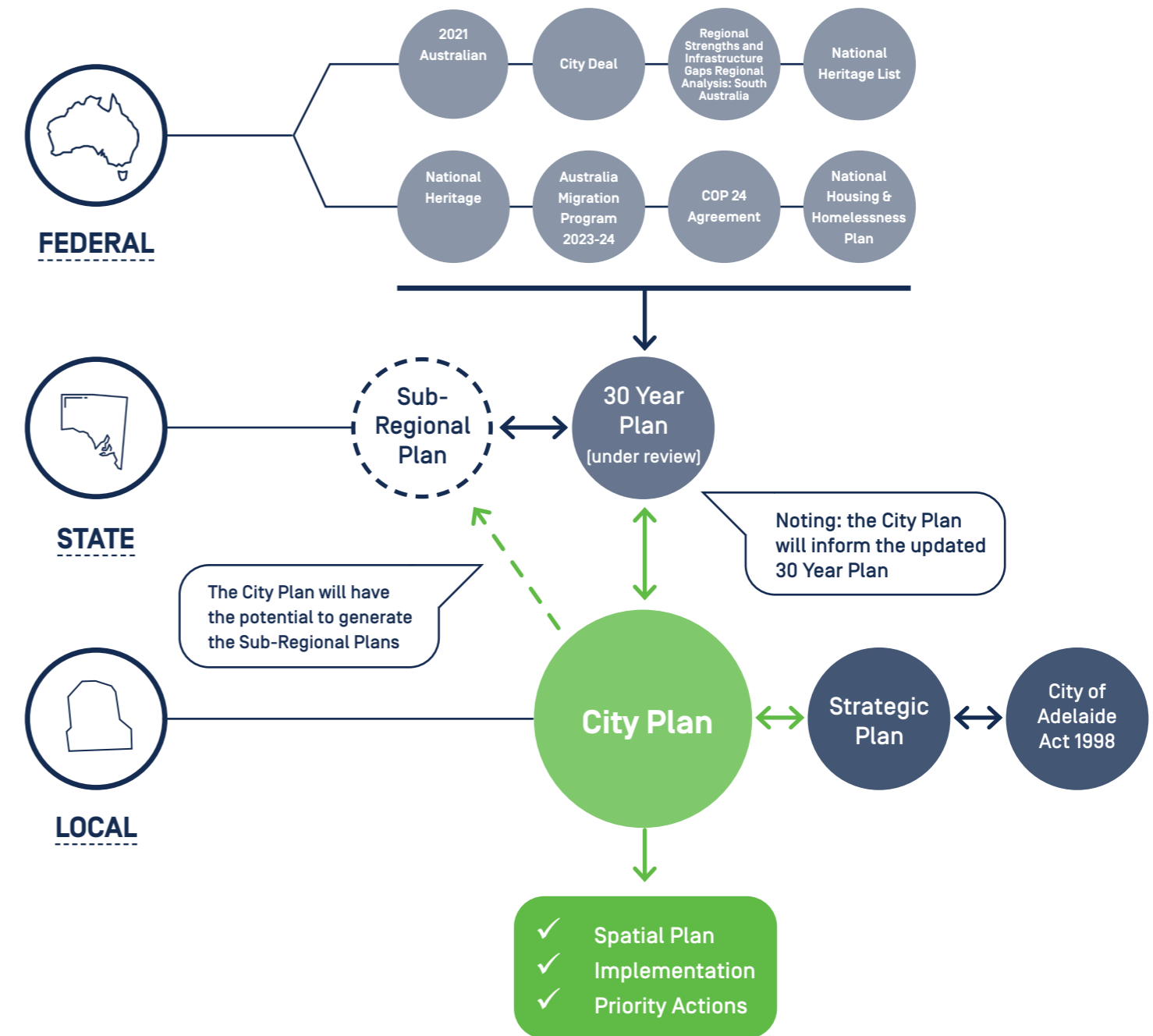
# OUR JOURNEY TO DATE





# WHY A CITY PLAN

- How the City Plan connects
- The differences between a City Plan and a Strategic Plan
- The opportunity to accelerate outcomes



Literature Review

# WHAT WE HAVE READ



**URBAN DESIGN & PLANNING**

- Strategic Plan 2020 – 2024
- City of Adelaide Plan 1991 – 96
- City Growth Story 2018
- The 30-Year Plan for Greater Adelaide [2017 update]
- Land Supply and Population Capacity Analysis (URPS)
- City Plan Context and Issues Paper



**CULTURAL & SOCIAL INFRASTRUCTURE**

- City Social Infrastructure Assessment



**TRANSPORT & INFRASTRUCTURE**

- The 30-Year Plan for Greater Adelaide [2017 update]
- City of Adelaide Smart Move Strategy 2012-2022
- City of Adelaide Smart Move Interim Plan 2016
- City of Adelaide Walking Strategy Discussion Paper – August 2022



**SUSTAINABILITY**

- Strategic Plan 2020 – 2024
- Opportunities for City Plan to Support Net Zero Carbon
- Water Sensitive City Action Plan 2021 – 2025
- Carbon Neutral Strategy 2015 – 2025
- Climate Change Risk Adaptation Action Plan 2021-2026



**CITY ECONOMICS**

- Investigation into the City Economy and Green Growth Opportunities
- City Growth Story 2018
- City User Profile - 2021 Executive Summary
- City of Adelaide - return to the City Program

## Literature Review

## KEY TAKEAWAYS &amp; SUMMARY

**URBAN DESIGN & PLANNING**

- **People** focused
- Place to do **business**
- **Diversity**, community, city culture
- **Livability**
- Environmental **leadership**
- Appropriately located **social infrastructure** is critical
- **Health & wellbeing**
- Current policy is **not a barrier** to growth
- Code amendments could help **stimulate growth** in residential development

**CULTURAL & SOCIAL INFRASTRUCTURE**

- Current shortfalls in **provision of & access to** social infrastructure
- An **increase in population** will exacerbate shortfalls
- The **youth & elderly** are likely to be most impacted
- Access is a key consideration, **supported by service provision, operating hours & staffing**
- **Public open space**, particularly green open space needs more consideration as social infrastructure

**TRANSPORT & INFRASTRUCTURE**

- Prioritise **active & public** transport modes
- **People friendly** streets
- Public transport must be **integrated with other modes** of transport and service key destinations
- Commitment to a **more walkable** Adelaide

**SUSTAINABILITY**

- **Net zero** by 2050
- **Leading by example**
- **Carbon neutrality** by 2025
- **Blue & green** infrastructure key part of solution
- Most **strategies & actions** across city portfolios

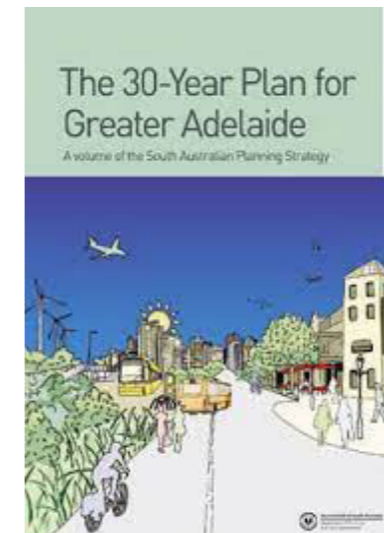
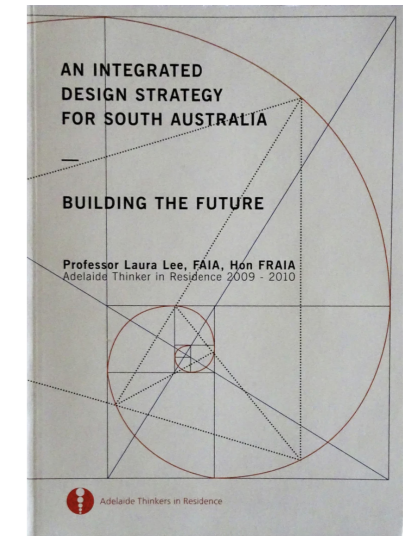
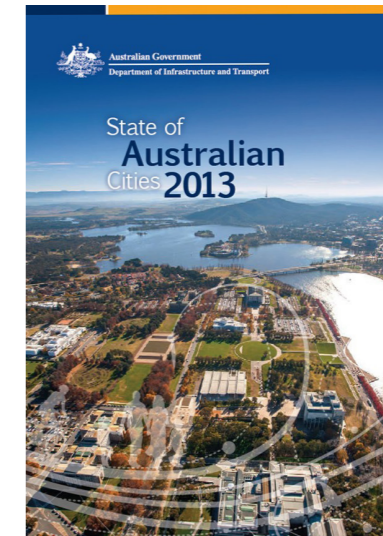
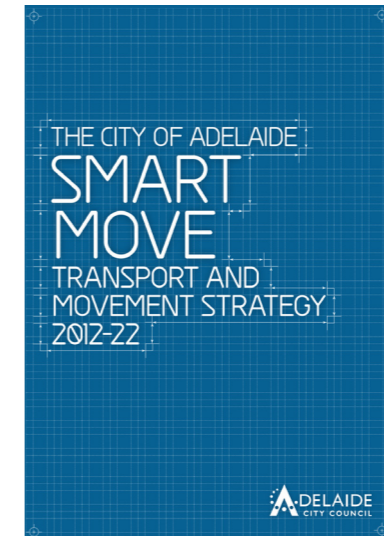
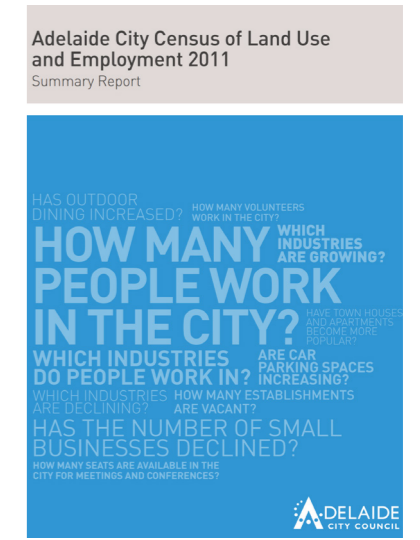
**CITY ECONOMICS**

- Opportunity to **foster economic growth** through green growth
- Only **certain industries** suitable within a city centre environment
- **Top 3 industries** finance & insurance, public admin & safety, health care & social assistance
- **Professional sector & health biomedical** have important role
- Growth towards **knowledge centred industries**, access to high education critical
- **Better streets and public realm** would attract investment

Literature Review

# BUILDING ON 20 YEARS OF THINKING

- One of the key influences started with the thinking of Jan Gehl



Recap of Workshop #01

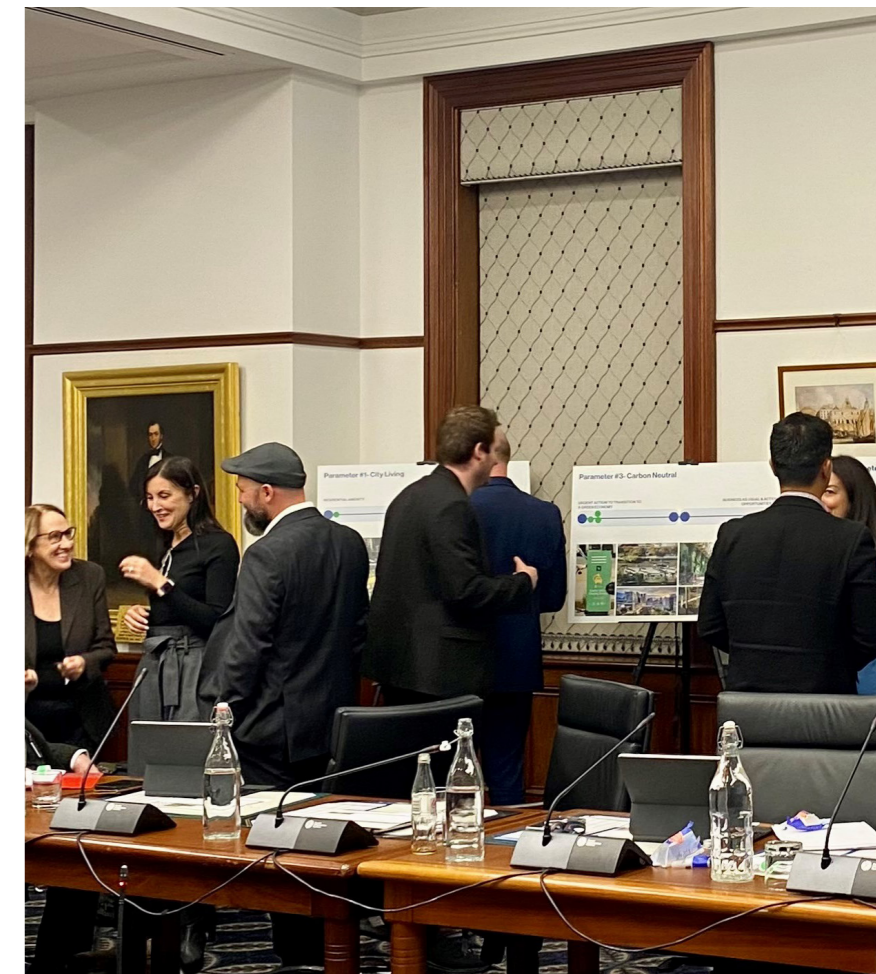
# WHAT WE HEARD

Taking a look back at the activities we undertook in Workshop #01

**Activity #1** – City Values

**Activity #2** – City Parameters

**Activity #3** – What if...



Recap of Workshop #01

# ACTIVITY #1 CITY VALUES RESULTS

What do you want Adelaide to be known for?

Emerging of key themes

**Sustainable**

**Climate Resilient**

**Welcoming**

**Safe**

**Vibrant**



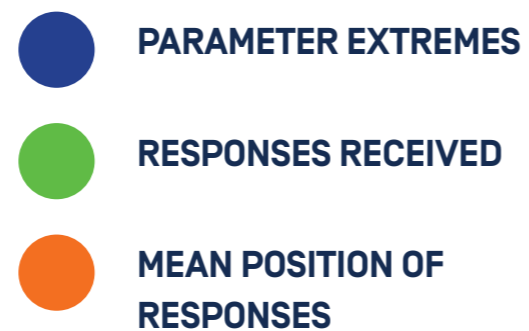
Recap of Workshop #01

# ACTIVITY #2

## CITY PARAMETERS RESULTS

You spent more time focusing on:

Parameter Board Response Summary		
No.	Board Theme	Responses
1	The Street	10
2	Carbon Neutral	9
3	City Living	8
4	Events	8
5	Economy	8
6	Social	8
7	Nature	8
8	Cultural Heritage	7



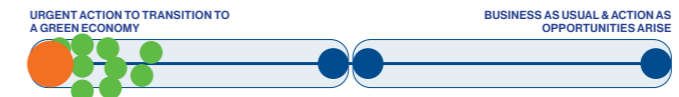
### Parameter #1- City Living



### Parameter #2- The Street



### Parameter #3- Carbon Neutral



### Parameter #4- Events



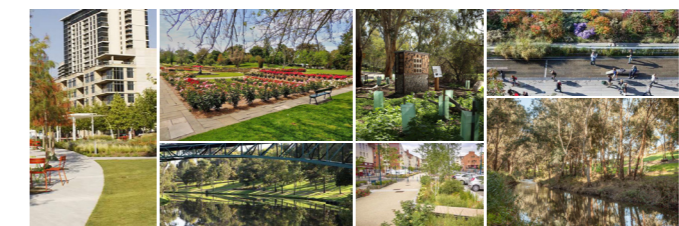
### Parameter #5- Economy



### Parameter #6- Social



### Parameter #7- Nature



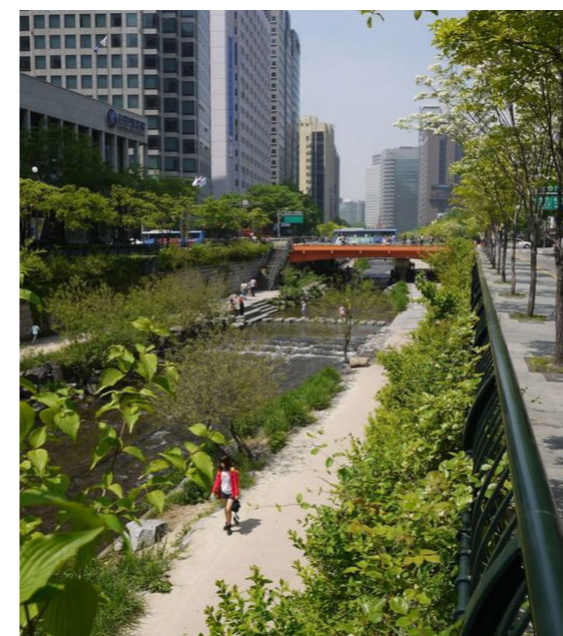
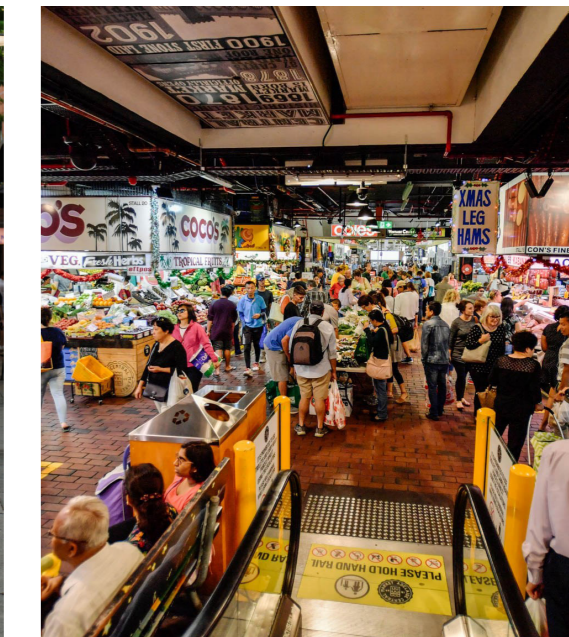
### Parameter #8- Cultural Heritage



Recap of Workshop #01

# ACTIVITY #3 WHAT IF...? DISCUSSION SUMMARY

- Three questions were posed to **stimulate discussions** about ideas that could shape our city
- This activity is being used to develop the **scenarios** which will be tested in the next Council Workshop





Recap of Workshop #01

# WHAT IF... ADELAIDE LEADS IN ITS CLIMATE CHANGE RESPONSE?

## SUMMARY

We protect and value our city's **natural environment**, **parklands** and **built environment**, we understand the **multi-level government decision making** required to deliver a climate change response, and we will **establish targets** for all, and we choose to be **advocates to build resilience for future growth**.



*Needs to be recognised that State and Federal Governments also have a role to play in setting **targets** and policy to enable this and Council is reliant on this support.*



*Sustainability and climate change action should be **across all city parameters** and part of the decision-making process for all aspects of the city. Eg. making events sustainable*

*Consider **innovative and creative ways** to respond to climate change, such as alternative energy and policy levers, how can these be included in other ways*

*Consider the **global economic development opportunities** associated with a **green economy** – capitalise on decarbonisation by 2030 and utilise as an economic driver*

***Universities and Hospitals** biggest employers of the city, how can these be **included in the process***



***Set clear targets** for others to come along for the journey*

Recap of Workshop #01

# WHAT IF... ADELAIDE EMBRACED PEOPLE LIVING IN THE CITY?

## SUMMARY

We welcome **social and cultural diversity**, while we supporting **innovation** and **strategic investment** partnerships to maintain a thriving economy, we are custodians of our city's **places and spaces**, and we are champions to enhance their **equity for all**.



*Interesting in the context of a post-Covid city – it was very quiet during the pandemic and **more people living in the city would assist with bringing vibrancy night and day.***

*Important to consider young people and their needs within a city and how to engage them, popular demographic for city living. Diversity is important and should be celebrated*

*Provide a sense of community will attract more people. Current demographic points to type of services & amenity we need, or do we want to attract a different demographic?*



*City for **Living** / City for **Business**, why not both? Requires planning to make this happen. City living requires amenities & services for living. **The complexities, dualities and contradictions are aspects that make cities appealing***



*The city is already a good **place for families**, need to promote this & demonstrate the benefits. Development is in support of this as the type of development attracts the demographic*



Recap of Workshop #01

# WHAT IF... ADELAIDE FACILITIES AND SERVICES WERE EQUALLY DISTRIBUTED ACROSS THE CITY?

## SUMMARY

**Equitable access** to social infrastructure is critical to supporting **liveability** and **developing communities** in the city



Affordable supermarkets in good proximity required - lucky to have the Central Markets but also need **good access to 'day-to-day' groceries** without driving out of the city, 29.2% of households do not own a motor vehicle



Need **local facilities and services** to help build community. Community centres and libraries are valued

**Good distribution of facilities and services** reduces reliance on car use - people walking more makes for **active streets** and better passive surveillance and **builds social cohesion and community**



Summary

# LITERATURE REVIEW & WORKSHOP #01

For the past 20 years through to today, our city has faced **consistent opportunities and challenges**, now is the time to harness this and distil into a **City Plan Vision.**



# OUR SHARED VISION FOR CITY PLAN

Respecting our past, building resilience for future  
growth, a city that welcomes all people.

# INTERLOCKING PILLARS ESTABLISH A FRAMEWORK

The 3 pillars:

- **Respectful**
- **Resilient**
- **Welcoming**

Culminate in our vision & are defined by the **behavioural traits** shown in this diagram.



# CITY SHAPING PRINCIPLES



## HERITAGE & CULTURE

A city that recognises, respects, and celebrates its traditions heritage and culture (Kaurua, European and multi cultural)



## PEOPLE & NATURE

A city that prioritises spaces and places for people and nature and recognises the interdependencies between the two



## LIVE, WORK, LEARN, PLAY

Quality facilities and suitable public/private open space that enables positive social connections between residents and the wider community.



## REGENERATIVE PRACTICES

Efficient use of resources through design, circularity, behaviour change and technological advancement for nature positive solutions



## CONNECTIONS

Infrastructure for connections, prioritising equitable access using active and shared modes of transport and human connections



## SUPPORT INVESTMENT

A city that can sustainably grow and support residents, businesses and investment



## ACCESSIBILITY & INCLUSIVITY

A city that supports the access and inclusion of all residents, visitors and workers

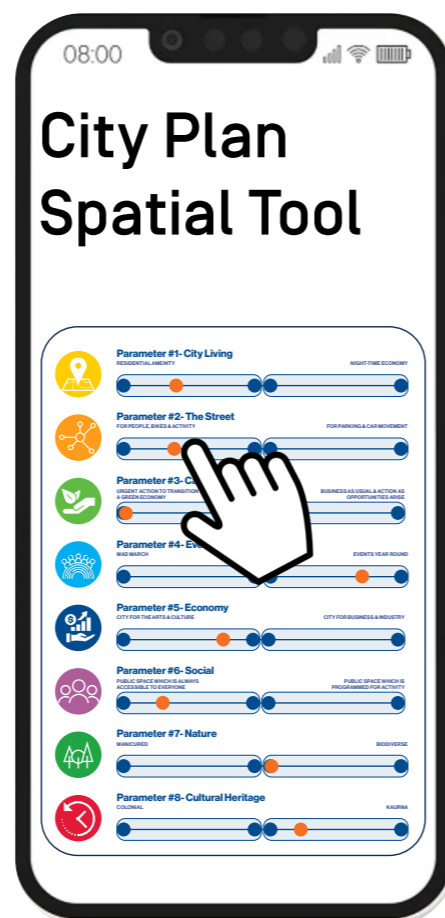


## CELEBRATE DIVERSITY

Growth that enables diversity of people, cultures and ideas amongst residents, visitors and business for a thriving and resilient economy and community

# HOW WE APPLIED THIS TESTING SCENARIOS

Interactive Demonstration of the City Plan Spatial Tool





# NEXT STEPS

- Refinement of **urban design principles** and **spatial analysis frameworks** and future development scenarios
- Present the **final draft scenarios** for comment and discussion at our third engagement on 4<sup>th</sup> July '23
- Completion of **final deliverable** for City Plan (Stage 1)



---

# City Collective

## City Collective

+61 8 8182 1270  
hello@citycollective.com.au

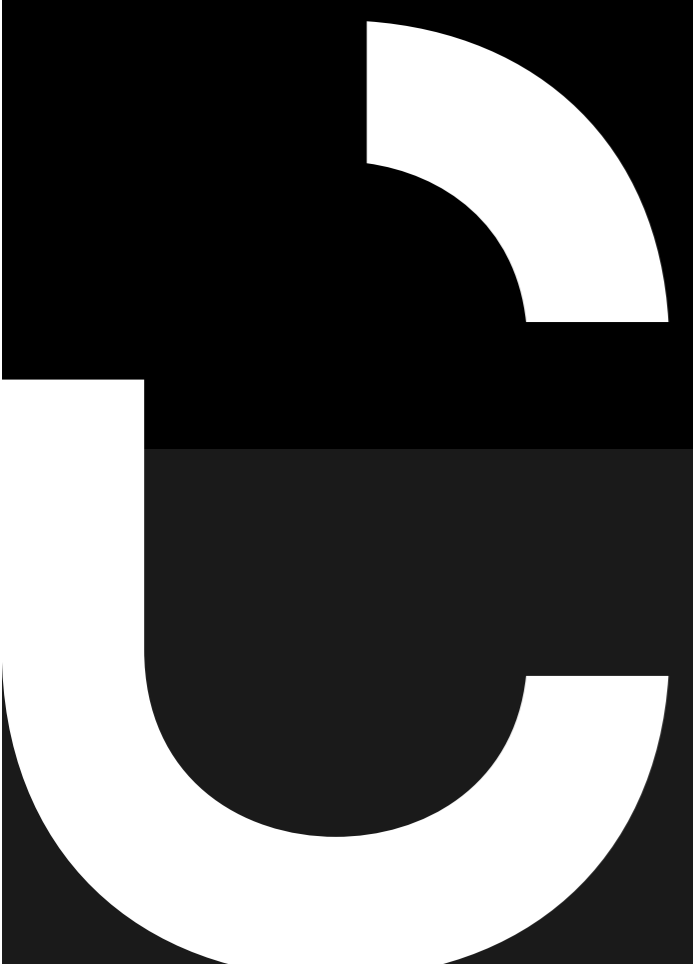
## Adelaide

Suite 115 Epworth Building,  
33 Pirie Street  
Adelaide, SA, 5000

## Melbourne

Ground Level  
23 Kerr Street  
Fitzroy VIC, 3065

[citycollective.com.au](http://citycollective.com.au)



## Resource Recovery (Waste and Recycling) Policy Options

Strategic Alignment - Environmental Leadership

Public

**Tuesday, 6 June 2023**

**City Planning, Development and Business Affairs Committee**

**Program Contact:**

Sarah Gilmour, Associate Director Park Lands, Policy & Sustainability

**Approving Officer:**

Ilia Houridis, Director City Shaping

## PURPOSE OF WORKSHOP

The purpose of the workshop is to seek feedback from the Committee on the review of the waste/resource recovery policy/guidelines.

---

## KEY QUESTIONS

- What are Council Members views on current Resource Recovery Strategy targets?
- What are Council Members views on opportunities to review current kerbside waste services?

---

- END OF REPORT -

# Environmental Leadership

## Resource Recovery (Waste and Recycling) Policy Options

To seek feedback on the review of the waste/resource recovery policy/guidelines.

Park Lands, Policy & Sustainability

Associate Director Park Lands, Policy & Sustainability

Sarah Gilmour

Team Leader Circular Economy

Amandine Johnson



CITY OF  
ADELAIDE

# Resource Recovery & Waste Policy Options

## Key Messages

- Purpose of the workshop is to seek feedback on the review of the waste/resource recovery policy/guidelines
- The review is focussed on kerbside waste and bulk bin collections
- Several documents (policy, guidelines and by-law #5) inform waste and recycling services and are scheduled for review

# Resource Recovery & Waste Policy Options

## Key Questions



### KEY QUESTION 1

What are Council Members views on current Resource Recovery Strategy targets?

### KEY QUESTION 2

What are Council Members views on opportunities to review current kerbside waste services?

# Resource Recovery & Waste Policy Options Implications



Page 31

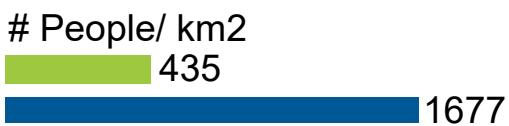
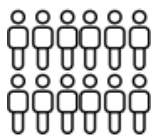
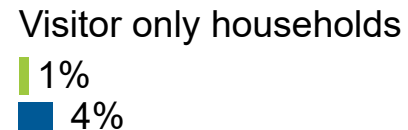
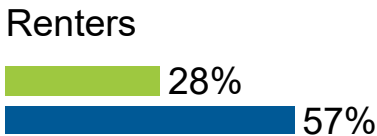
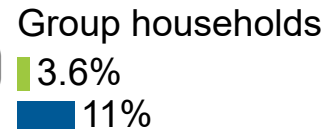
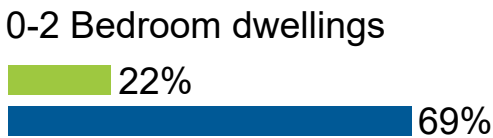
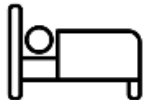
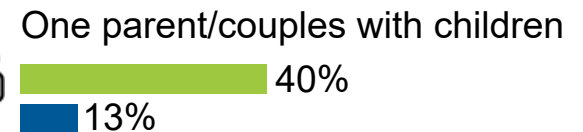
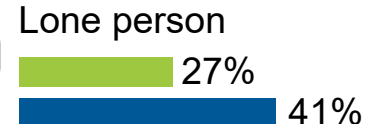
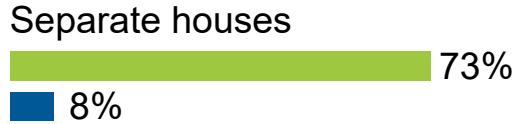
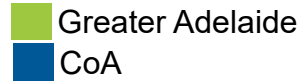
Implication	Comment
Policy	Council's policy, guidelines and bylaws related to waste management and resource recovery are scheduled for review.
Consultation	Community consultation will occur on changes to Council policy and service levels.
Budget Considerations	Changes to service provision for waste management and resource recovery may incur cost changes.
Risk / Legal / Legislative	Waste collection is governed by multiple legislations including <i>Local Government Act 1999</i> , <i>Environment Protection Act 1993</i> , ( <i>Environment Protection (Waste to Resources) Policy 2010</i> ) and the <i>Green Industries SA Act 2004</i> .
Opportunities	To improve Council waste service delivery and address strategic objectives for city amenity, safety and environmental sustainability.

# Resource Recovery & Waste Policy Options

## City and Community Statistics

### Dwellings:

### People:



**CoA has 16km<sup>2</sup> of land with 25K people living in 14.5K dwellings with an average household size of 1.7. There are 11,519 businesses.**

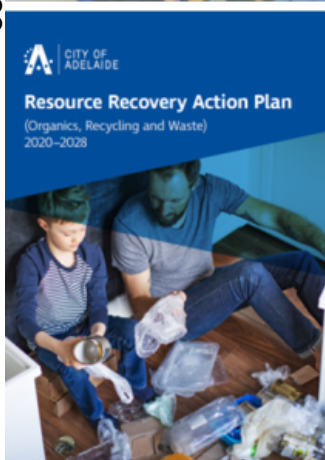
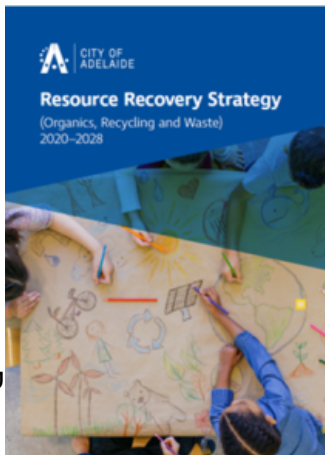
Meaning:

- More people living in smaller areas, with less people in the household
- Big kerbside bins may not be suited to needs
- City environment with less space to present for collection



# Resource Recovery & Waste Policy Options

## CoA Strategic Context



### [Resource Recovery \(Organics, Recycling & Waste\) Strategy 2020-2028](#) [Resource Recovery \(Organics, Recycling and Waste\) Action Plan 2020-2028](#)

#### Priority Items:

1. Eliminate food waste
2. Engage, educate and inspire
3. Foster innovation, new technologies, and data collection
4. Prioritise and centralise resource recovery
5. Advocate and align policies, guidelines and practices to the circular economy

#### Target Areas:

1. Residents and the community.
2. Residents in multi-unit dwellings
3. Businesses
4. Public spaces
5. City of Adelaide own operations

#### KPIs:

1. Divert 75 percent of residential kerbside collected waste from landfill
2. Divert 90 percent of waste from City of Adelaide activities and events from landfill
3. Reduce waste generation by 5 percent per capita
4. Reduce contamination to below 10 percent in kerbside collected yellow co-mingled recycling
5. Reduce food waste in the kerbside collected waste bin by 50 percent
6. Apply the waste management hierarchy in all actions and consider material safety

# Resource Recovery & Waste Policy Options Strategic Alignment

## Global



- Focus:
- ✓ Circular economy

## Federal Government



- Focus:
- ✓ Environment protection
  - ✓ Circular Economy Ministerial Advisory Group
  - ✓ National schemes
  - ✓ On-shore processing

## State Government

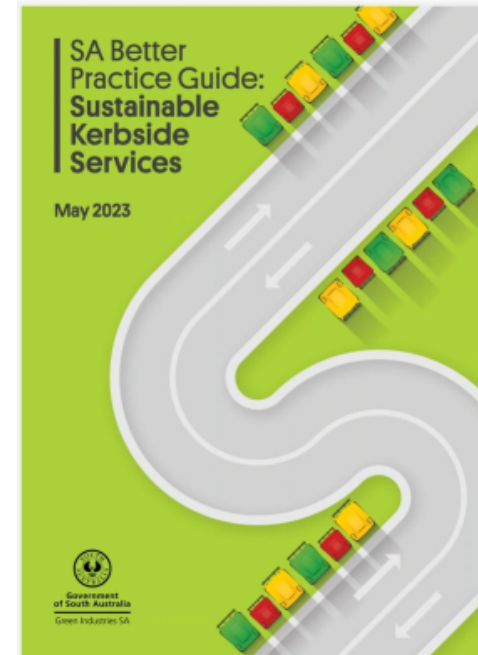


- Focus:
- ✓ Circular economy
  - ✓ Diverting/reducing food organics

# Resource Recovery & Waste Policy Options

## Sustainable Kerbside Service

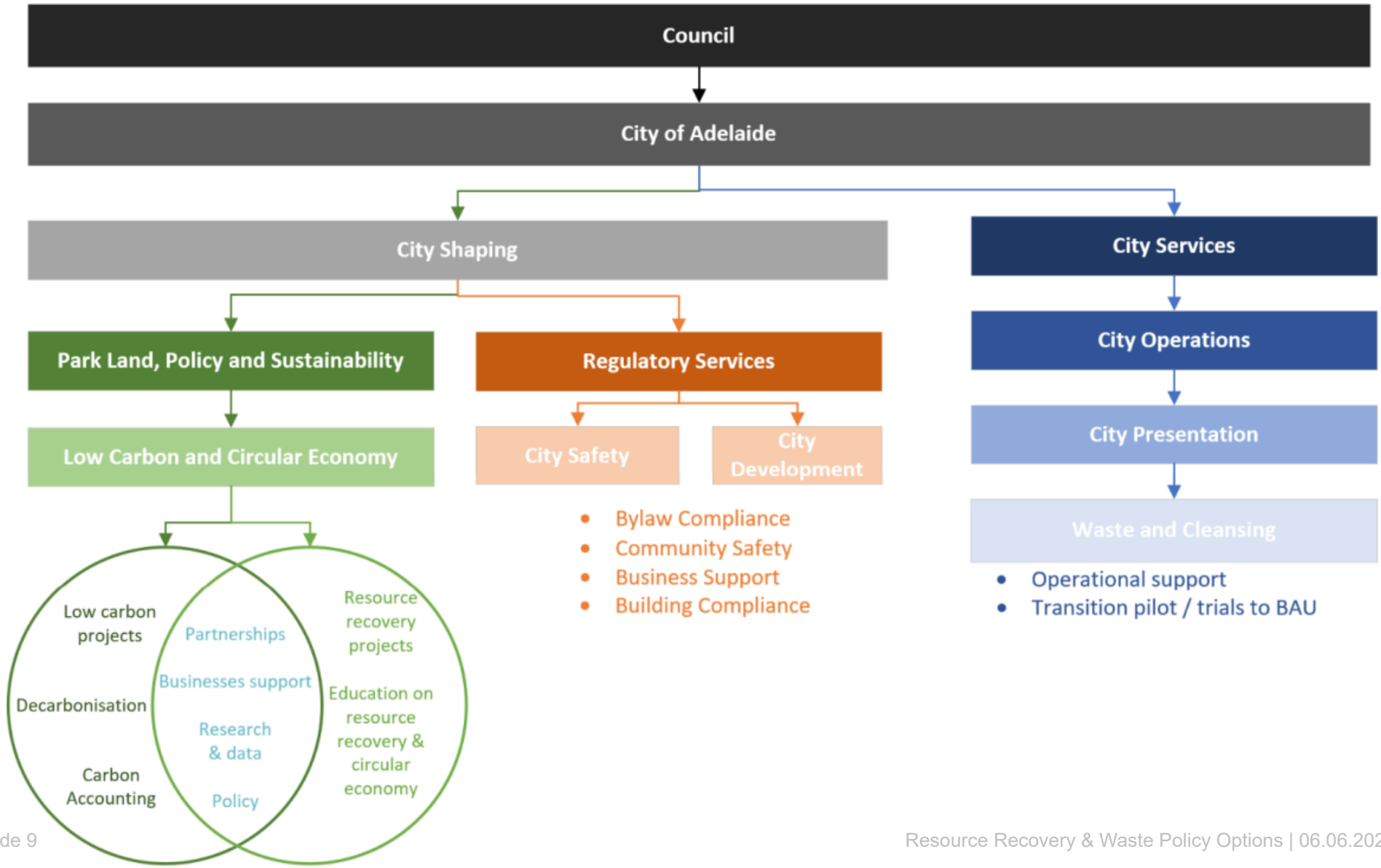
- [SA Better Practice Guide: Sustainable Kerbside Services](#) (May 2023)
  - Partnership between Green Industries SA, Environment Protection Agency and Local Government Association
- Proposes 'sustainable' three bin kerbside service comprises:
  - Fortnightly waste collection
  - Fortnightly recycling collection
  - Weekly food and green organics collection
- Based on successful implementation interstate and in the City of Holdfast Bay



# Resource Recovery & Waste Policy Options

## CoA Roles and Responsibilities

Page 36





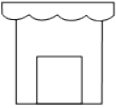

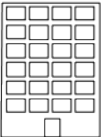
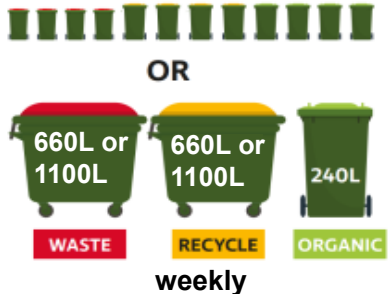
# Resource Recovery & Waste Policy Options

## Policy Context: Related Documents

Page 37

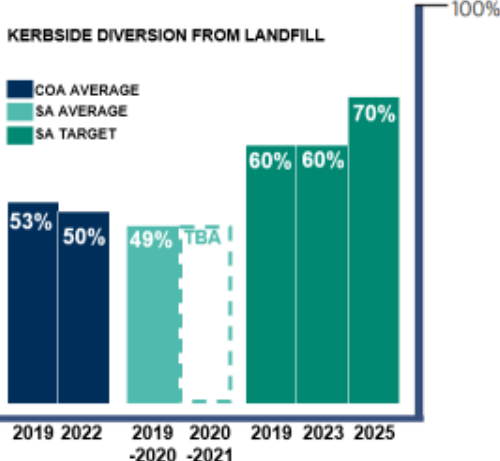
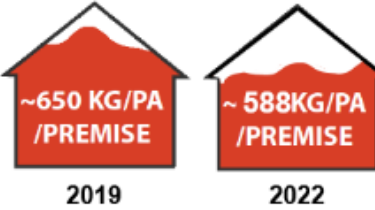
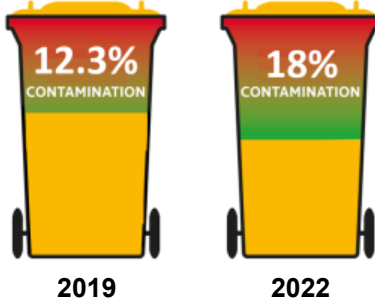
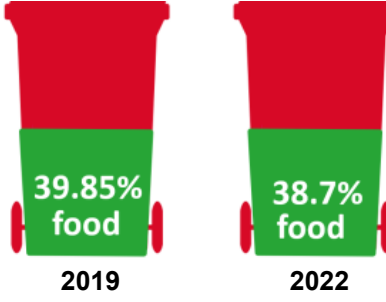
DOCUMENT TYPE	TITLE	APPROVED BY	DATE	REVIEW DATE
Council Policy	<a href="#">Council Policy Waste and Recycling Services</a>	Council	22 July 2014	30 Dec 2019
Operating Guideline	<a href="#">Operating Guideline Waste and Recycling</a>	Executive Leadership Group	30 July 2014	30 July 2019
Guideline	Design Guide for Residential Recycling	N/A	15 May 2013	N/A
By-law	<a href="#">Waste Management By-Law 2018, By-law # 5</a>	Council	14 Aug 2018	New By-laws to be implemented 1 Jan 2025
Service Agreement	Site Service Agreement – Waste Management  (for multi-unit dwellings requesting a CoA service)	N/A	29 Oct 2015	N/A

# Current Kerbside & Bulk Bin Service Levels

Customer	Service offering
 <p><b><u>Residential Kerbside</u></b>                      Outcomes of service:                      7,000-10,000 premises serviced by CoA                      2,000-5,000 premises serviced for green organics.</p>	
 <p><b><u>Business Kerbside</u></b>                      ~4,500 non-residential premises are serviced for waste and recycling by the City of Adelaide.                      In FY21/22, 457.18 tonnes of cardboard was collected. Council pays for collection and receives a rebate to process the material. It is unknown how many businesses utilise the cardboard service.</p>	
 <p><b><u>Multi-Unit Dwelling</u></b>                      ~80 multi-unit dwellings serviced by CoA.                      Approx 302 residential multi-unit (six or more units) dwellings commercially serviced.</p>	


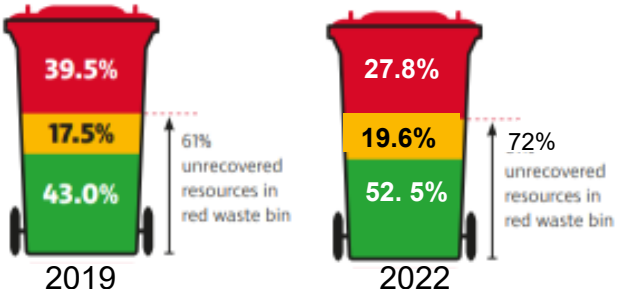
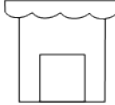
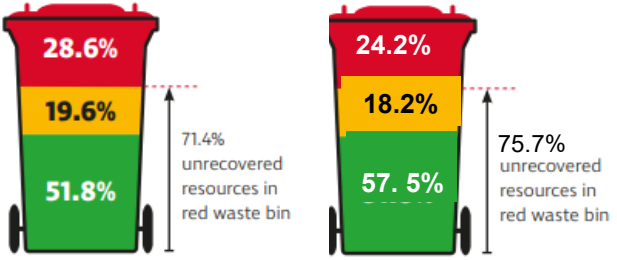
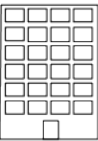
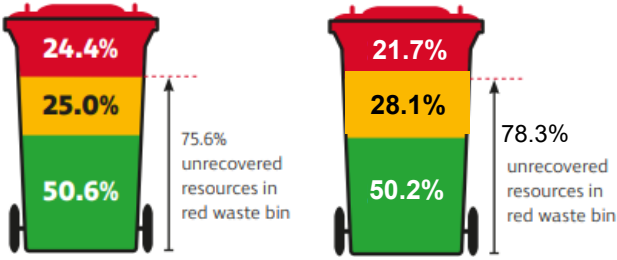
## Current Performance Against Strategy Targets

Page 39

Resource Recovery KPIs	Divert 75% of residential kerbside collected waste from landfill	Reduce waste generation by 5% per capita	Reduce contamination to below 10% in kerbside collected yellow co-mingled recycling	Reduce food waste in the kerbside collected red waste bin by 50%																											
<b>24 Hour Waste Audit Findings 2022 (preliminary)</b>	<span style="color: red; font-size: 2em;">✗</span> Diversion from landfill reduced from 53% in 2019 to 50% in 2022	<span style="color: green; font-size: 2em;">✓</span> 62 KG less waste generated per premise in 2022	<span style="color: red; font-size: 2em;">✗</span> More contamination in yellow recycling in 2022 than in 2019	<span style="color: green; font-size: 2em;">✓</span> Less food waste found in the red waste bin in 2022 than in 2019																											
 <p><b>KERBSIDE DIVERSION FROM LANDFILL</b></p> <table border="1"> <thead> <tr> <th>Year</th> <th>COA AVERAGE</th> <th>SA AVERAGE</th> <th>SA TARGET</th> </tr> </thead> <tbody> <tr> <td>2019</td> <td>53%</td> <td>49%</td> <td>75%</td> </tr> <tr> <td>2020</td> <td>50%</td> <td>-</td> <td>-</td> </tr> <tr> <td>2021</td> <td>-</td> <td>51%</td> <td>-</td> </tr> <tr> <td>2019</td> <td>-</td> <td>60%</td> <td>75%</td> </tr> <tr> <td>2023</td> <td>-</td> <td>60%</td> <td>75%</td> </tr> <tr> <td>2025</td> <td>-</td> <td>70%</td> <td>75%</td> </tr> </tbody> </table>	Year	COA AVERAGE	SA AVERAGE	SA TARGET	2019	53%	49%	75%	2020	50%	-	-	2021	-	51%	-	2019	-	60%	75%	2023	-	60%	75%	2025	-	70%	75%	 <p>2019: ~650 KG/PA /PREMISE 2022: ~588 KG/PA /PREMISE</p>	 <p>2019: 12.3% CONTAMINATION 2022: 18% CONTAMINATION</p>	 <p>2019: 39.85% food 2022: 38.7% food</p>
Year	COA AVERAGE	SA AVERAGE	SA TARGET																												
2019	53%	49%	75%																												
2020	50%	-	-																												
2021	-	51%	-																												
2019	-	60%	75%																												
2023	-	60%	75%																												
2025	-	70%	75%																												

# Resource Recovery & Waste Policy Options

## Research & Data

Customer	Audit Results: Red Waste Bin	Opportunities
 <p><b>Residential Kerbside</b></p>	 <p>2019                      2022</p>	<p>Opportunity to:</p> <ul style="list-style-type: none"> <li>- better understand customers and needs including service types, frequency and bin size requirements</li> <li>- divert more food organics through change of service.</li> </ul>
 <p><b>Business Kerbside</b></p>	 <p>2019                      2022</p>	<p>Opportunity to:</p> <ul style="list-style-type: none"> <li>- divert green organic material from businesses services by CoA.</li> <li>- establish stronger rapport with businesses &amp; understand their needs</li> </ul>
 <p><b>Multi-Unit Dwelling</b></p>	 <p>2019                      2022</p>	<p>Opportunity to:</p> <ul style="list-style-type: none"> <li>- Transition all multi-unit dwellings to at minimum a 3-bin service</li> <li>- Provide additional resource recovery systems</li> </ul>

Page 40



# Resource Recovery & Waste Policy Options

## Opportunities for Policy Framework

1. Strategic Policy Intent – opportunity to increase focus on circular economy
2. Existing Delivery Policy - update existing suite for waste and resource recovery
3. Service Level Changes – opportunity to consider service level changes
4. Pilots/projects – delivery of pilot projects and/or staged implementation of larger scale changes
5. Partnerships - Fight Food Waste CRC, Green Industries SA (Sustainable Kerbside Services)

- 1. August 2023 - Council Committee Report**
  - to present audit findings and discussion about policy
- 2. September 2023 - Council Report**
  - draft policy presented to Council for feedback and seeking approval for community consultation on draft policies
- 3. November 2023 - Council Report**
  - to present community consultation feedback on waste and recycling policies

# Resource Recovery & Waste Policy Options

## Key Questions



### KEY QUESTION 1

What are Council Members views on current Resource Recovery Strategy targets?

### KEY QUESTION 2

What are Council Members views on opportunities to review current kerbside waste services?

## South African (Boer) War Memorial

Strategic Alignment - Dynamic City Culture

Public

Tuesday, 6 June 2023

**City Planning, Development  
and Business Affairs  
Committee**

**Program Contact:**

Jennifer Kalionis, Associate  
Director City Culture

**Approving Officer:**

Ilia Houridis - Director City  
Shaping

## EXECUTIVE SUMMARY

The South African War Memorial (the Memorial), located on North Terrace, Adelaide, was unveiled in 1904 in memory of South Australians who fell during the Second Boer War (11 October 1899 to 31 May 1902). It is listed as a State Heritage Place.

Since the Memorial's initiation, there has been debate about the matter of the addition of names to the Memorial. The proposed addition of Lt Harry 'The Breaker' Harbord Morant's (Lt. Morant) name to the Memorial has been addressed by Council across the twentieth and twenty-first centuries. Requests have been made in relation to the addition of Mr Morant's name in 1993 and by Ms Cathie Morant in 2021, and through Mr Pearce's deputation to Council in at its meeting on 28 March 2023.

At that meeting, Deputy Lord Mayor, Councillor Phillip Martin moved a motion without notice requesting Administration provide a report to Council Committee on the alterations requested in association with the deputation, (given at the same meeting by Mr Adam Pearce), including any issues that may arise from acceding to the proposal. Council resolved on the terms of the Deputy Lord Mayor's motion.

Mr Pearce's deputation, in speaking to the inclusion of Lt. Morant on the Memorial also spoke to some 23 other individuals who served and who might be included on the Memorial. Council has only received a formal request for the inclusion of Lt Morant's name on the Memorial.

The purpose of this report is to provide Council background information and a recommendation on the matter of Mr Pearce's deputation and Ms Cathie Morant's 2021 request to have the Lt. Morant's name included on the Memorial.

In September 2021, Council denied Ms Morant's request to have Lt. Morant's name added to the Memorial. A review of this decision occurred from October to December 2021, following which, Council committed to an independent assessment of the request.

In 2023, MinterEllison Lawyers re-assessed the request, including reviewing all relevant material provided, against the Memorials Operating Guidelines for the purpose of providing independent advice as to Council's decision making and decision-making process.

The assessment found that the Memorials Operating Guidelines are not applicable to this request, as the Memorial is not within the Park Lands (as defined by the *Park Lands Act 2005*). Further, as the Memorial is a State Heritage Place, and the works required to facilitate the request would likely constitute development under the *Planning, Development and Infrastructure Act 2016*. Council's involvement, consideration and any decision-making in relation to the proposal therefore must have regard to the requirements and processes under that Act.

---

The following recommendation will be presented to Council on 13 June 2023 for consideration

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

That Council:

1. Endorses advising Ms Morant (or any other person requesting alterations to the Memorial) to lodge a Development Application under the *Planning, Development and Infrastructure Act 2016 (PDI Act)* for the proposed works to South African (Boer) War Memorial.
  2. Notes that Administration will provide reasonable levels of assistance, guidance, and customer service to the Ms Morant or other applicant, if they decide to lodge a Development Application.
  3. Notes that if the relevant authority (as determined through *PDI Act*) approves works to the Memorial as part of a Development Application, Council would then decide whether to implement the works through a report at a later date.
  4. Notes that the Memorials Operating Guidelines will be reviewed and updated in 2023.
- .....

## IMPLICATIONS AND FINANCIALS

City of Adelaide 2020-2024 Strategic Plan	<b>Strategic Alignment – Dynamic City Culture</b> This report outlines the City of Adelaide's commitment to the ongoing protection, preservation, and promotion of our unique built, natural and cultural heritage.
Policy	The City of Adelaide Memorials Operating Guidelines sets out the administrative processes and responsibilities for the development, delivery, maintenance, management, and de-accessioning of memorials enabled by the City of Adelaide in the Park Lands.
Consultation	Administration has sought independent external legal advice on the Council's decision making and decision-making process in consultation with Heritage SA.
Resource	This report has involved resourcing from Creative City, Governance, and City Development.
Risk / Legal / Legislative	There is risk if a decision is made by Council outside of the recommendations as the Memorials Operating Guidelines are inapplicable to any decision-making regarding this Memorial. Pursuant to the <i>Planning, Development and Infrastructure Act 2016</i> , alterations/additions to a State Heritage Place will constitute development where it could materially affect the heritage value of the place. Therefore, Council's involvement, consideration, and any decision-making in relation to the proposal must have regard to the requirements and processes within <i>Planning, Development and Infrastructure Act 2016</i> to ensure integrity and defensibility.
Opportunities	The Memorials Operating Guidelines will be reviewed and updated in the development of the next Public Art Action Plan, to be in alignment with existing frameworks, best practice, and the feedback from key stakeholders.
22/23 Budget Allocation	Not as a result of this report
Proposed 23/24 Budget Allocation	Not as a result of this report
Life of Project, Service, Initiative or (Expectancy of) Asset	The South African War Memorial is a State Heritage Place under the custodianship of the City of Adelaide since 1904. The City of Adelaide holds a significant collection of donated memorials that are of financial, civic, social, and cultural value to the City. The maintenance and management of these assets is crucial to maintain their financial, and community value.
22/23 Budget Reconsideration (if applicable)	Not as a result of this report
Ongoing Costs (e.g. maintenance cost)	Not as a result of this report
Other Funding Sources	Not as a result of this report

# DISCUSSION

1. The South African War Memorial (the Memorial), located on North Terrace, Adelaide, was unveiled in 1904 in memory of South Australians who fell during the Second Boer War.
  - 1.1. It is located at the intersection between North Terrace and King William Street, in the north-eastern corner of that intersection (forming part of the road reserve) near Government House.
  - 1.2. At its unveiling on 6 June 1904, the Memorial was gifted to the City of Adelaide.
  - 1.3. The Memorial is under the custodianship of Council.
  - 1.4. There are four plaques on the Memorial which document:
    - 1.4.1. The despatch on 7 March 1900 of the 'South Australian Bushmen's Corps', consisting of '100 officers and men' which was the 'third of nine contingents numbering in all 1531 men sent from South Australia'.
    - 1.4.2. The names and rank of 21 men, under the title 'In Memory of Those Who Fell', under a wreath with the words inscribed 'Who dies for his country, dies nobly'.
    - 1.4.3. The names of 39 Troopers, under the title 'In Memory of Those Who Fell', under a wreath with the words inscribed 'Who dies for his country, dies nobly'.
    - 1.4.4. The commemoration of the Memorial by the 'People of South Australia to the Citizen Soldiers of the State who Fought in the South African War (1899-1902)'.
  - 1.5. In total the Memorial lists the names of 60 South Australians that died in the conflict.
  - 1.6. 1531 South Australians served in the Second Boer War.
  - 1.7. In 1987, the Memorial was confirmed as a State Heritage Place (State Heritage ID 13349).
2. The City of Adelaide Memorials Operating Guidelines sets out the administrative processes and responsibilities for the development, delivery, maintenance, management, and decommissioning of memorials enabled by the City of Adelaide in the Park Lands.
  - 2.1. The Memorials Operating Guidelines were endorsed by Council in August 2019.
  - 2.2. The Memorials Operating Guidelines are due for review in 2023 and amendments will be made to reflect the unique requirements of memorials and will be made and confirmed by September 2023.
3. In July 2021, Ms Cathie Morant made a request to the State Government seeking to alter or amend the Memorial to only acknowledge Lt. Harry 'Breaker' Morant.
  - 3.1. The State Government forwarded the applicant's request to Council for consideration, noting that the Memorial is a State Heritage listed asset owned and managed by the City of Adelaide.
  - 3.2. The extent of the request is that Lt. Morant's name 'be added' to a plaque on the Memorial.
  - 3.3. The complexity of this request has required advice from key stakeholders and legal expertise on two occasions.
4. In September 2021, Administration declined Ms Morant's request, citing the City of Adelaide Memorials Operating Guidelines, alongside advice from the Australian War Memorial (and other relevant veterans' associations), and a precedent decision of the Council in 1993.
  - 4.1. In September 2021, Ms Morant sought a review of Council's decision under Section 270 of the *Local Government Act 1999 (SA)*.
  - 4.2. In October 2021, the Council engaged an external legal consultant, Kelledy Jones Lawyers, to undertake an independent, 'arms-length', review of the decision, and to prepare a Report for the consideration of the CEO.
  - 4.3. Following this review, Ms Morant was advised that request and the decision-making would be exercised afresh.
5. In February 2023, external legal consultant MinterEllison was engaged by the Council to consider this matter afresh and provide independent advice as to Council's decision making and decision-making process. MinterEllison advised as follows:
  - 5.1. Council should treat the Memorials Operating Guidelines as inapplicable to any decision-making regarding the Memorial because it is not located in the Park Lands (the Memorials Operating Guidelines is expressed to apply only to memorials in the Park Lands).

- 5.2. Implementation of the Ms Morant's request to alter the Memorial requires compliance with legislative requirements and standards, including the requirement for a Development Application to be lodged under the *Planning, Development, and Infrastructure Act 2016 (PDI Act)*.
  - 5.3. Although Council owns the Memorial, any party may lodge a Development Application over the Memorial.
  - 5.4. Section 101 of the *PDI Act* provides that: 'Subject to this Act, no development may be undertaken unless the development is approved development'.
  - 5.5. Relevantly, 'development' is defined in Section 3(1) of the *PDI Act* as including alterations or additions to a State Heritage Place (or any other work that could materially affect the heritage value of the place).
  6. Regardless of the applicability of the Memorials Operating Guidelines against this request, for Ms Morant's request to be carried out, a development approval under the *PDI Act* will need to be in place authorising the works to the Memorial.
    - 6.1. Administration will provide reasonable levels of assistance, guidance, and customer service to Ms Morant, if she (or any other applicant) decides to lodge a development application under the *PDI Act*. This may include providing the applicant with access to available documentation of the Memorial that the City of Adelaide may have.
    - 6.2. The development assessment process under the *PDI Act* may require referrals to relevant agencies such as Heritage SA.
    - 6.3. The application would be made within established framework of the *PDI Act* and would be assessed independently (including any referrals and public notifications)
  7. The review noted that the delay in processing the request was due in combination to staff changes and vacancies. In response to this, it is noted to ensure that where responsibilities lie across multiple parts of Administration that they are documented and form part of onboarding new staff, this includes existing Council decisions to form part of that process for continuity of delivery.
  8. In assessing a Development Application, the relevant authority would likely seek the Council's input, as the landlord and owner of the Memorial. Council could then consider whether to provide its support for the development.
    - 8.1. To inform a decision on whether to provide support, Council would have the benefit of any documents submitted by Ms Morant in support of the application, which would likely include a planner's report, heritage expert report, and detailed plans/drawings depicting the extent of the proposal.
    - 8.2. Council may review these documents at the appropriate time and consider whether it will provide support for the application, with the benefit of a planning and heritage assessment having been conducted.
    - 8.3. If the relevant authority approves the development application, then Council would decide whether to implement the works through a report.
  9. Additionally, Administration will be reviewing and updating the Memorials Operating Guidelines as part of the development of the next Public Art Action Plan.
    - 9.1. Administration will be consulting with experts, Council Members and key stakeholders in the community to inform and develop the Memorials Operating Guidelines and associated processes governing Memorials.
    - 9.2. Future requests that seek to alter or amend existing memorials or monuments within the City of Adelaide will be processed in accordance with the requirements of *PDI Act* requiring Development Application assessment.
    - 9.3. MinterEllison Lawyers have undertaken an initial review the Memorials Operating Guidelines as part of this request, and their advice can be incorporated into the guidelines under delegation.
    - 9.4. Administration is reviewing internal processes associated with Memorials requests to ensure expeditious assessment and decision making strengthened through clearer alignment with *PDI Act* requirements.
-



## DATA AND SUPPORTING INFORMATION

**Link 1** - [South African Boer War Memorial Additional Information](#)

---

## ATTACHMENTS

Nil

---

- END OF REPORT -

## Exclusion of the Public

Tuesday, 6 June 2023

**City Planning,  
Development and Business  
Affairs Committee**

**Program Contact:**  
Alana Martin, Manager  
Governance 8203 7092

2018/04291  
Public

**Approving Officer:**  
Clare Mockler, Chief  
Executive Officer

## EXECUTIVE SUMMARY

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

It is the recommendation of the Chief Executive Officer that the public be excluded from this City Planning, Development and Business Affairs Committee meeting for the consideration of information and matters contained in the Agenda.

For the following Chief Executive Officer Reports seeking consideration in confidence

### 7.1 Strategic Property Matter [section 90(3) (b) & (d) of the Act]

The Order to Exclude for Item 7.1:

1. Identifies the information and matters (grounds) from section 90(3) of the Act utilised to request consideration in confidence.
2. Identifies the basis – how the information falls within the grounds identified and why it is necessary and appropriate to act in a meeting closed to the public.
3. In addition, identifies for the following grounds – section 90(3) (b), (d) or (j) of the Act - how information open to the public would be contrary to the public interest.

---

## ORDER TO EXCLUDE FOR ITEM 7.1

THAT THE CITY PLANNING, DEVELOPMENT AND BUSINESS AFFAIRS COMMITTEE:

1. Having taken into account the relevant consideration contained in section 90(3) (b) & (d) and section 90(2) & (7) of the *Local Government Act 1999 (SA)*, this meeting of the City Planning, Development and Business Affairs Committee dated 6 June 2023 resolves that it is necessary and appropriate to act in a meeting closed to the public as the consideration of Item 7.1 [Strategic Property Matter] listed on the Agenda in a meeting open to the public would on balance be contrary to the public interest.

### Grounds and Basis

This item contains certain information of a confidential nature (not being a trade secret) the disclosure of which could reasonably expect to confer a commercial advantage on a person with whom the Council is conducting business, prejudice the commercial position of the Council. This Item provides commercially sensitive information concerning possible negotiation positions and financial negotiation ranges.

The disclosure of information in this report could reasonably prejudice the position of Council as it includes specialist information provided to Council on a confidential basis.

### Public Interest

The Committee is satisfied that the principle that the meeting be conducted in a place open to the public has been outweighed in the circumstances because the disclosure of this information may result in release of information prior to the commencement and finalisation of a 'commercial in confidence' negotiation process with the vendor.

2. Pursuant to section 90(2) of the *Local Government Act 1999 (SA)* (the Act), this meeting of the City Planning, Development and Business Affairs Committee dated 6 June 2023 orders that the public (with the exception of members of Corporation staff and any person permitted to remain) be excluded from this meeting to enable this meeting to receive, discuss or consider in confidence Item 7.1 [Strategic Property Matter] listed in the Agenda, on the grounds that such item of business, contains information and matters of a kind referred to in section 90(3) (b) & (d) of the Act.
-

## DISCUSSION

1. Section 90(1) of the *Local Government Act 1999 (SA)* (the Act) directs that a meeting of Council must be conducted in a place open to the public.
2. Section 90(2) of the Act, states that a Council may order that the public be excluded from attendance at a meeting if Council considers it to be necessary and appropriate to act in a meeting closed to the public to receive, discuss or consider in confidence any information or matter listed in section 90(3) of the Act.
3. Section 90(3) of the Act prescribes the information and matters that a Council may order that the public be excluded from.
4. Section 90(4) of the Act, advises that in considering whether an order should be made to exclude the public under section 90(2) of the Act, it is irrelevant that discussion of a matter in public may -
  - (a) *cause embarrassment to the council or council committee concerned, or to members or employees of the council; or*
  - (b) *cause a loss of confidence in the council or council committee; or*
  - (c) *involve discussion of a matter that is controversial within the council area; or*
  - (d) *make the council susceptible to adverse criticism.*
5. Section 90(7) of the Act requires that an order to exclude the public:
  - 5.1 Identify the information and matters (grounds) from section 90(3) of the Act utilised to request consideration in confidence.
  - 5.2 Identify the basis – how the information falls within the grounds identified and why it is necessary and appropriate to act in a meeting closed to the public.
  - 5.3 In addition identify for the following grounds – section 90(3) (b), (d) or (j) of the Act - how information open to the public would be contrary to the public interest.
6. Section 83(5) of the Act has been utilised to identify in the Agenda and on the Report for the meeting, that the following report is submitted seeking consideration in confidence.
  - 6.1 Information contained in Item 7.1 – Strategic Property Matter
    - 6.1.1 Is not subject to an Existing Confidentiality Order.
    - 6.1.2 The grounds utilised to request consideration in confidence is section 90(3) (b) & (d) of the Act
      - (b) information the disclosure of which –
        - (i) could reasonably be expected to confer a commercial advantage on a person with whom the council is conducting, or proposing to conduct, business, or prejudice the commercial position of the council; and
        - (ii) would, on balance, be contrary to the public interest.
      - (d) commercial information of a confidential nature (not being a trade secret) the disclosure of which –
        - (i) could reasonably be expected to prejudice the commercial position of the person who supplied the information, or to confer a commercial advantage on a third party; and
        - (ii) would, on balance, be contrary to the public interest.

---

## ATTACHMENTS

Nil

---

- END OF REPORT -

Document is Restricted

Document is Restricted