



# CITY COMMUNITY SERVICES AND CULTURE COMMITTEE AGENDA & REPORTS

for the meeting

Tuesday, 3 October 2023  
at 5.30 pm

in the Colonel Light Room, Adelaide Town Hall

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

**1. Acknowledgement of Country**

At the opening of the City Community Services and Culture 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**

On Leave -

Councillor Giles

Apology –

Councillor Li

**3. Confirmation of Minutes - 5/9/2023 & 19/9/2023**

That the Minutes of the meeting of the City Community Services and Culture Committee held on 5 September 2023 and the Special meeting of the City Community Services and Culture Committee on 19 September 2023, be taken as read and be confirmed as an accurate record of proceedings.

View public 5 September 2023 Minutes [here](#) and 19 September 2023 [here](#).

**4. Declaration of Conflict of Interest**

**5. Deputations**

**6. Workshops**

Nil

**7. Reports for Recommendation to Council**

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**8. Reports for Noting**

Nil

**9. Closure**

## East End Unleashed 2024 Update

Strategic Alignment - Dynamic City Culture

Public

**Tuesday, 3 October 2023**  
**City Community Services and Culture Committee**

**Program Contact:**  
Jennifer Kalionis, Associate  
Director City Culture

**Approving Officer:**  
Ilia Houridis, Director City  
Shaping

## EXECUTIVE SUMMARY

This report responds to the Council decision of 11 July 2023,

That Council:

1. Requests Administration to present to Council at the next appropriate Committee meeting recommendations and details for efforts to enhance East End Unleashed in order to:
  - a. Involve and support East End retailers;
  - b. Support day-time and weekday retail activity in the precinct.
2. Directs Administration to include on Council and subsidiary websites and other publications relating to East End Unleashed, the promotion of:
  - a. Using Adelaide Metro bus, train and tram services to the city, including links to Adelaide Metro websites and travel planners; and
  - b. Walking, cycling and commercial e-scooter services;

East End Unleashed (EEU) was created in 2018 in response to an identified need to improve pedestrian safety during the Adelaide Fringe period. EEU closes Rundle Street and surrounds each Friday, Saturday and Sunday during the Adelaide Fringe period, enabling extended outdoor dining for traders.

The EEU event format, including its night-time and weekend operating hours, have proven highly successful at supporting hospitality businesses in the East End.

This report provides Council with recommendations for additional support that can be implemented to enhance the EEU opportunity for East End retailers. The report also outlines the Administration's commitment to promotion of active transport options into the city during EEU, and the actions that underpin this undertaking.

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## RECOMMENDATION

The following recommendation will be presented to Council on Tuesday 10 October 2023 for consideration

THAT THE CITY COMMUNITY SERVICES AND CULTURE COMMITTEE RECOMMENDS TO COUNCIL THAT COUNCIL

1. Notes the additional support that Administration will provide retailers during East End Unleashed in 2024 as contained in points 11 to 16 in the East End Unleashed 2024 Update Report, Item 7.1 on the Agenda for the meeting of the City Community Services and Culture committee held on 3 October 2023.
  2. Notes the additional information that will be created and shared through multiple channels to promote the use of public transport to the city, as well as walking, cycling and commercial e-scooter services.
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## IMPLICATIONS AND FINANCIALS

City of Adelaide 2020-2024 Strategic Plan	<b>Strategic Alignment – Dynamic City Culture</b> EEU delivers on Dynamic City Culture and Thriving Communities themes by connecting city users to place through curated city experiences and activating main streets and laneways for economic growth.
Policy	Not as a result of this report
Consultation	In preparation of this report additional consultation has occurred with the East End Coordination Group and retail outlets in the East End.
Resource	Any recommendations approved as part of this report will be delivered within existing resources in line with the 2023/24 Business Plan and Budget.
Risk / Legal / Legislative	Not as a result of this report
Opportunities	The report outlines opportunities for EEU to better support retail businesses and promote active transport into the city.
23/24 Budget Allocation	Not as a result of this report
Proposed 24/25 Budget Allocation	Not as a result of this report
Life of Project, Service, Initiative or (Expectancy of) Asset	EEU is an annual event.
23/24 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

## East End Unleashed overview

1. East End Unleashed (EEU) was established in 2018 in collaboration with SA Police (SAPOL) as a response to emerging safety risks associated with large volumes of pedestrian traffic in the East End on weekends during the Adelaide Fringe Festival (the Fringe). By closing Rundle Street and surrounds, EEU enables safer pedestrian movement to the Fringe venues in the East End.
2. Entertainment within the EEU event site is programmed by Council to enhance the city experience, and the road closure provides an opportunity for businesses to extend their offering on to the streets.
3. In 2023 EEU operated over five weekends every Friday and Saturday night from 5:00pm to 1:00am and every Sunday from 11:00am to 9:00pm. In 2024 the proposed EEU hours will replicate those from 2023.
4. The night-time and weekend operating hours for EEU are better aligned to support hospitality businesses than retail businesses.
5. Based on the need to balance the impacts of road closures on weekdays and Saturday retail trading hours, as well as the additional impacts on residents, there is no current plan to further expand the operating hours for EEU.
6. All traders within the road closure area are invited to extend their offering onto the street directly in front of their business. In 2023, this offer was taken up by 43 hospitality businesses and no retail traders.
7. Hospitality business pay a participation fee that covers their furniture hire and a contribution to operational costs. No fees have previously been applied to retail businesses participating in EEU.
8. Trader consultation and an internal review of the operating model occurs before and after each event to ensure continuous improvement in the event delivery and optimised outcomes for traders.
9. The introduction in 2023/24 of a dedicated Place Coordinator in the East End will better enable ongoing engagement with stakeholders to identify opportunities for retail support. This may include initiatives at other times of the year that can be better optimised for retail support.
10. Rundle Street Up Late is an existing AEDA-led initiative designed specifically to support Rundle Street retail traders as part of ADL Fashion Week. In 2023, Rundle Street Up Late will be held from 4:00pm to 9:00pm on Friday 20 October.

## Recommendations for retail support during EEU

11. The operating hours of EEU and the corresponding road closures will not be changed or extended in 2024, in recognition that the closure of roads and disruption of on-street car parking has impacts to retail businesses.
12. No fees will be applied to retail businesses that wish to participate in EEU in 2024.
13. Adelaide Economic Development Agency (AEDA) will be seeking an extension from State Government to retail trading hours for non-exempt shops in the CBD Tourist Precinct to 6:00pm on Saturdays during the EEU / the Fringe. This will predominantly apply to larger retailers in Rundle Mall. Smaller Rundle Mall and Rundle Street retailers are typically classified as exempt shops that are permitted to trade on any day of the year during hours that suit the needs of the business and its customers.
14. Marketing and promotion for EEU 2024 will emphasise the East End retail offering with:
  - 14.1. Shopping, day spa and salon experiences incorporated into the event messaging, particularly in relation to late night trading in the city on Friday nights.
  - 14.2. Retail-focussed competitions.
  - 14.3. Inclusion of a 'Participating Retailers' website listing on the EEU webpage.
  - 14.4. City of Adelaide social posts to promote the retail offering during EEU.
  - 14.5. Investigation of retail voucher offers and broader awareness campaigns.
15. AEDA will assist in promoting EEU and any retail offerings or promotions through Experience Adelaide channels.
16. In addition to the existing UPark Fringe Parking Offer, UPark will investigate specific parking products to assist retailers during weekend road closures.

## Research and engagement

17. Business engagement occurs in the lead up to, during and after each event annually.
18. The most recent commissioned trader survey of both hospitality and retail businesses in the East End was undertaken by Hudson Howell in 2022 [Link 1 view [here](#)], with key results outlined below.
  - 18.1. Additional revenue generated during EEU for all business types was estimated to be \$1.5m across 50 surveyed businesses.
  - 18.2. Retail traders reported a change in sales revenue during EEU as follows:
    - 18.2.1. 33% reported an increase in sales revenue.
    - 18.2.2. 50% reported sales revenue stayed the same.
    - 18.2.3. 17% not sure.
  - 18.3. 44% of traders in retail businesses indicated that EEU was a positive influence on their business, with 56% indicating neither a negative nor positive influence.
19. Council will commission another independent trader survey at the conclusion of the 2024 EEU event.
20. In 2023 the Kepler East End sensors recorded higher average weekend footfall in the East End during EEU than both the weekend prior and the weekend after EEU.

## Trader consultation

21. In response to the decision from Council on 11 July 2023, further consultation has been undertaken with the President of the East End Coordination Group and four locally owned retailers and service providers.
22. The key themes that emerged from retail trader feedback in relation to retail impacts were:
  - 22.1. Access and parking are perceived as the biggest issue by all retailers and service providers, with a perception that a lack of parking drives retail and service customers away.
  - 22.2. The additional foot traffic generated by EEU does not guarantee additional turnover for retail business, with visitors predisposed to dining and entertainment rather than retail shopping.
  - 22.3. The cost of staff wages is a deterrent to retail business operators to extending opening hours to better coincide with EEU operating hours.
23. For the reasons outlined above, retailers who have trialled on-street trading at previous EEU events have not experienced a strong return on investment.

## Promotion of Transport options

24. Pre-event road closure coordination and planning with the Department of Infrastructure and Transport will include exploration of collaborative promotion of active transport to the East End.
25. Pre-event planning will include staff from the Low Carbon and Circular Economy and Traffic and Transport teams to ensure organisational alignment on activity and promotional opportunities.
26. In 2024, the 'Getting into the City' section on Councils EEU website will be expanded to feature additional information on public transport to the city including links to Adelaide Metro websites and travel planners, as well as information on cycling and walking, temporary taxi ranks, accessible parking and e-scooter options.
27. A webpage dedicated to East End road closure information will be created annually for the public that will include the promotion of detour options for roads, bike lanes, bike parking options and pedestrian routes, which will also be promoted across CoA social media platforms.
28. EEU road closure map illustrations will be created for website and social media use.
29. The 'Getting into the City' and road closure information will be shared with stakeholder organisations for dissemination to their networks. These organisations include Bike SA, Bike Adelaide, Walking SA, Australian Parents for Climate Change, People for Public Transport and JFA Purple Orange.
30. The road closure map illustrations and links to the road closure webpage will be provided to the Fringe hubs, The Garden of Unearthly Delights and Gluttony for use on their websites and apps.

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## DATA AND SUPPORTING INFORMATION

**Link 1** – East End Unleashed Traders' Survey Summary Report – May 2022

City Community Services and Culture Committee – Agenda – Tuesday, 3 October 2023

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## ATTACHMENTS

Nil

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- END OF REPORT -



## South Australian Motor Sport Board VAILO Adelaide 500 Event Consultation - Declared Area and Period Amendment

Strategic Alignment - Dynamic City Culture

Public

Tuesday, 3 October 2023

City Community Services and  
Culture Committee

**Program Contact:**

Jennifer Kalionis, Associate  
Director City Culture

**Approving Officer:**

Iliia Houridis, Director City  
Shaping

## EXECUTIVE SUMMARY

The 2023 VAILO Adelaide 500 (Adelaide 500) will be held 23-26 November 2023. The event is managed by the South Australian Motor Sport Board (SAMSB).

On 7 September 2023 the Lord Mayor, in their capacity as Lord Mayor of the City of Adelaide (CoA) and as the Presiding Member of Kadaltilla / Adelaide Park Land Authority (Kadaltilla), received a letter requesting consultation on a change to the Declared Area and Declared Period for the 2023 Adelaide 500 event.

Under the *South Australian Motor Sport Act 1984*, the Premier of South Australia (the Premier), through the SAMSB must consult with Kadaltilla and the CoA on the proposed area used for the Adelaide 500 event and the proposed period of time that works for the event will occur.

The advice of Kadaltilla and the CoA will be considered by the Premier in the declaration of the Declared Area, Declared Period and Prescribed Works Period for the Adelaide 500.

An initial declaration was considered by Council at the meeting on 11 April 2023, and the feedback provided by the Council was supplied to the SAMSB. That declaration was finalised in the South Australian Government Gazette number 57, dated 20 July 2023.

Feedback is now being sought on:

- The additional Park Lands area to be declared within Rymill Park / Murlawirrapurka (Park 14), being an increase of approximately 16,000 sqm, and
- The amended Declared Period to include times along with the dates, which changes the Declared Period to be later by seven hours than originally declared.

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## RECOMMENDATION

The following recommendation will be presented to Council on Tuesday 10 October 2023 for consideration

THAT THE CITY COMMUNITY SERVICES AND CULTURE COMMITTEE RECOMMENDS TO COUNCIL THAT COUNCIL

1. Notes the Declaration of the amended Declared Area within Rymill Park / Murlawirrapurka (Park 14) and the change of the Declared Period to include start and finish times for the purpose of conducting the 2023 VAILO Adelaide 500 event.
2. Authorises the Lord Mayor to write to the Chief Executive Officer of the South Australian Motor Sport Board on behalf of Council noting the consultation on the changes to the Declared Area and the Declared Period for the 2023 VAILO Adelaide 500 event, noting that we do not support the use of the Quentin Kenihan Inclusive Playspace.
3. Notes the advice of Kadaltilla at its meeting of 28 September 2023 and that Kadaltilla will be providing a submission to the consultation.

## IMPLICATIONS AND FINANCIALS

City of Adelaide 2020-2024 Strategic Plan	<b>Strategic Alignment – Dynamic City Culture</b> The City of Adelaide 2020-2024 Strategic Plan supports expanding Adelaide’s global reputation as a ‘magnet city’ through world class events, festivals and activation (Strategy 3.11).
Policy	The Community Land Management Plan (CLMP) for Victoria Park / Pakapakanthi (Park 16) recognises the Adelaide 500 event and the powers provided to SAMSB under the <i>South Australian Motor Sports Act, 1984</i> . It also recognises the restrictions on public use and movement imposed by this Act and associated event.
Consultation	There is a legislative obligation for the Premier, through the SAMSB to consult with Kadaltilla and Council regarding the Declared Area, Declared Period and Prescribed Works Period for the Adelaide 500 event. SAMSB consulted with Kadaltilla on 28 September 2023 and advice is provided in item 18 of this report. The SAMSB consultation period concludes Friday 13 October 2023.
Resource	This activity will be facilitated within existing resources.
Risk / Legal / Legislative	Pursuant to powers provided under the <i>South Australian Motor Sports Act, 1984</i> , section 20 (1), the Premier may declare a Declared Area, Declared Period and Prescribed Works Period for the purpose of conducting the Adelaide 500 event each year.
Opportunities	Administration will continue to work with the SAMSB to identify opportunities for greater public access within the Declared Area for the benefit of all users.
23/24 Budget Allocation	Not as a result of this report
Proposed 24/25 Budget Allocation	Not as a result of this report
Life of Project, Service, Initiative or (Expectancy of) Asset	The Declarations referred to in this report are in reference to the Adelaide 500 2023 event only, with the end of the Prescribed works Period proposed to be 28 January 2024.
23/24 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

## Background

1. The VAILO Adelaide 500 (Adelaide 500) event is staged by the South Australian Motor Sport Board (SAMSB) each year pursuant to powers provided under the *South Australian Motor Sport Act 1984 (the Act)*. Detailed in section 20 (1) of *the Act*, the Premier of South Australia (the Premier) may declare:
  - a) A specified area (whether in or outside of Adelaide, and whether or not consisting of or including public roads or parkland or both), to be a declared area under the Act for the purposes of the event, and
  - b) A specified period (not exceeding five days) to be a declared period under this Act for the purposes of the event; and
  - c) A specified period or periods (prescribed works periods) under this Act during which the Board may have access to land within a declared area for the purposes of carrying out works in the manner contemplated by section 22 (and different periods may be specified in respect of different categories of work).
2. A declaration for the 2023 event was finalised in the South Australian Government Gazette number 57, dated 20 July 2023 on the Declared Area after consultation with Kadaltilla at the meeting on 30 March 2023.
3. On behalf of the Minister responsible for the *South Australian Motor Sport Act 1984*, the Chief Executive, South Australian Motor Sport Board subsequently wrote to the Lord Mayor on 7 September 2023.
  - 3.1. The letter [Link 1 view [here](#)] outlines some amendments to the Declarations for the 2023 Adelaide 500 event and was addressed to the Lord Mayor in their capacity as Lord Mayor of the CoA and as the Presiding Member of Kadaltilla.
4. The amended Declared Area [Link 2 view [here](#)] includes an extended event area within Rymill Park / Murlawirrapurka (Park 14), with the remainder of the Declared Area remaining the same as the initial declaration.
5. The Declared Period covers the event days as well as the day immediately prior to the event.
  - 5.1. The Adelaide 500 event dates are 23-26 November 2023, therefore the proposed Declared Period is 22-26 November 2023. The amendment is changing the declaration by including times within the Declared Period to declare the maximum 120 hours (five days) permitted under *the Act*.
6. Feedback is being sought on the amendments to the Declared Area and Declared Period.

## Updated Declared Area

7. The amended Declared Area is shown in [Link 2 view [here](#)].
8. The amendment to the Declared Area for the Adelaide 500 event in 2023 takes in a larger area within Rymill Park / Murlawirrapurka (Park 14) than originally proposed. A map showing the changes within Park 14 are attached as [Link 3 view [here](#)]. The reasons provided by the SAMSB for these changes include:
  - 8.1. Impacts of the Rymill Lake Renewal Works project on the Adelaide 500 event site requiring the movement of some infrastructure away from the impacted areas. SAMSB have been involved in consultation with CoA regarding the Lake project and the changes made by SAMSB are in response to this consultation.
  - 8.2. The inclusion of the Quentin Kenihan Inclusive Playspace within the event boundary to service the event patrons using the nearby accessible viewing areas, which includes families.
  - 8.3. The creation of an additional gate specifically for patrons' egress after the evening concerts. A large number of patrons stay for the post-race concerts, and the creation of an additional gate will spread patron dispersal and provide safer egress from the site.
  - 8.4. The SAMSB advise that the enlarged size and scale of the Declared Area is required to enable the safe and successful delivery of the Adelaide 500 event.
9. The declared area has increased in the Northeast section of Rymill Park / Murlawirrapurka (Park 14) by approximately 19,000sqm and concurrently has decreased by 3,000m<sup>2</sup> to the south. This reflects a total increase of approximately 16,000sqm compared to the original 2023 event declaration.
10. As a result of Kadaltilla / Park Lands Authority previous feedback during the initial consultation period in March 2023, the SAMSB reduced their proposed declared area by approximately 18,000m<sup>2</sup> in Victoria Park/Pakapakanthi (Park 16), in the area adjacent to the Wetlands.

11. SAMSB advise that the Quentin Kenihan Inclusive Playspace will be inaccessible to the greater public during the five event days, from 23-26 November 2023. It will remain open to the public up until the Declared Period (the event days) and will re-open immediately after the Declared Period.
12. This amended Declared Area may impact access to the Rymill Lake Renewal project area and this access will be further discussed with SAMSB, Council and the appointed works contractor.
13. Public access to the Declared Area, in particular the main pathways, will be provided for as long as possible during the Prescribed Works Period, with restrictions to specific areas being managed in a staged approach.

#### **Updated Declared Period**

14. The change to the Declared Period for the 2023 event is to maximise the available 120 hours (five days) that is available to the event.
15. This amendment will change the Declared Period from Wednesday 22 November – Sunday 26 November 2023 to now be 7:00am Wednesday 22 November – 7:00am Monday 27 November 2023.
16. SAMSB have advised that the change to the Declared Period is to align the timings with the confirmed schedule of events and there is no expectation that there will be extended use of the event site for event proceedings after 11:59pm on 26 November.

#### **Impact on other Park Land Users**

17. It is expected that the amendment to the Declared Area will impact other Park Lands users seeking access to the Quentin Kenihan Inclusive Playspace. Whilst projected usage of this space during the event dates would be considerably less than normal due to increased traffic and lack of available parking within the area as a result of the event and associated road closures, closure of the Playspace removes public access entirely for the event days.
18. The Adelaide Bowling Club, including the adjacent Council car park, remains outside of the Declared Area to enable business operations to continue as normal. The Adelaide Bowling Club has been notified regarding the proposed change to the Declared Area.

#### **Kadaltilla / Adelaide Park Lands Authority**

19. Kadaltilla met on 28 September 2023 to consider the declarations as part of the consultation, and resolved to advise the following to Council and State Government:
  - 19.1. Notes the Declaration of the amended Declared Area within Rymill Park / Murlawirrapurka (Park 14) and the change of the Declared Period to include start and finish times for the purpose of conducting the 2023 VAILO Adelaide 500 event.
  - 19.2. Authorises the Presiding Member to write to the Chief Executive Officer of the South Australian Motor Sport Board on behalf of Kadaltilla noting the consultation on the changes to the Declared Area and the Declared Period for the 2023 VAILO Adelaide 500 event, and strongly objecting to the removal of public access to the Quentin Kenihan Inclusive Playspace.
  - 19.3. Notes that no reasonable justification has been provided to the Board for the declaration change and 16,000sqm increase to the Declared Area.

#### **Next Steps**

20. Administration continues to work with SAMSB on:
    - 20.1. Continuing to consider greening and tree canopy increase as part of the legacy of the event.
    - 20.2. Meeting the standards sought for improvements within the Park 16.
    - 20.3. Encouraging further exploration to increase access to the bikeways during the Prescribed Works Period, and
    - 20.4. Continuing to focus on the post event 'make good' and rehabilitation of the Park Lands.
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## DATA AND SUPPORTING INFORMATION

**Link 1** - Letter from Chief Executive, SA Motor Sport, Department of the Premier and Cabinet to the Lord Mayor

**Link 2** - Map of the Proposed Declared Area

**Link 3** - Comparison map of previously Declared Area and proposed changes to Declared Area

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## ATTACHMENTS

Nil

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- END OF REPORT -

## Park Lands Lease and Licence Policy

Strategic Alignment - Thriving Communities

Public

**Tuesday, 3 October 2023**  
**City Community Services and Culture Committee**

**Program Contact:**  
Jennifer Kalionis, Associate  
Director City Culture

**Approving Officer:**  
Ilia Houridis, Director City  
Shaping

## EXECUTIVE SUMMARY

The purpose of this report is for the City Community Services and Culture Committee to consider adoption of the Draft Park Lands Lease and Licence Policy ('draft policy').

The draft policy incorporates local government best practice recommendations including the introduction of an incentivised community lease and licence fee structure.

In May 2022, the draft policy was supported by Council for the purpose of undertaking community consultation. Community consultation occurred between 24 May and 14 June 2022.

A number of amendments are proposed to the policy following community consultation, a subsequent Motion on Notice endorsed by Council, workshops with Council Members on community buildings and further review of the document by Council Administration.

The draft policy was considered and supported by the Kadaltilla / Adelaide Park Lands Authority on 27 April 2023.

If adopted, this draft policy will supersede the Adelaide Park Lands Lease and Licence Policy adopted by Council in January 2016.

This draft policy will have an immediate effect on the negotiation of new lease agreements going forward, including the assessment of eight EOIs that have just concluded, and inform the management of existing lease agreements, excluding agreed lengths of tenure, lease fees and any conditions unique to a particular agreement.

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## RECOMMENDATION

The following recommendation will be presented to Council on 10 October 2023 for consideration

THAT THE CITY COMMUNITY SERVICES AND CULTURE COMMITTEE RECOMMENDS TO COUNCIL THAT COUNCIL

1. Adopts the Park Lands Lease and Licence Policy as per Attachment A to Item 7.3 on the Agenda for the meeting of the City Community Services and Culture Committee held on 3 October 2023.
  2. Authorises the Chief Executive Officer to make editorial amendments or formatting changes of a minor nature to the Park Lands Lease and Licence Policy if required.
-

## IMPLICATIONS AND FINANCIALS

City of Adelaide 2020-2024 Strategic Plan	<b>Strategic Alignment – Thriving Communities</b> This policy supports the strategic intent to increase use of and access to the Park Lands.
Policy	If adopted, this Draft Park Lands Lease and Licence Policy will supersede the Adelaide Park Lands Lease and Licence Policy adopted by Council in January 2016.
Consultation	Community consultation on the draft policy occurred between 24 May and 14 June 2022. If approved, an information session will be held with lessees and licensees to advise of the policy along with written communications.
Resource	Implementation of the policy, including the development of supporting documents and guidelines, will be undertaken with existing resources.
Risk / Legal / Legislative	In relation to leasing and licensing (alienation) of community land and the Adelaide Park Lands, this draft policy is consistent with the <i>Adelaide Park Lands Act (2005)</i> and <i>Local Government Act (1999)</i> . An internal audit undertaken in 2020 identified a need to improve visibility in relation to sub-leasing arrangements in the Park Lands. The draft policy requires lessees to report annually on sub-letting agreements and to submit all requests for sub-letting on-line for Administration approval.
Opportunities	This policy presents the opportunity to implement improved practices for managing community land.
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 next review of this policy will be due in five years (2028).
22/23 Budget Reconsideration (if applicable)	Not as a result of this report
Ongoing Costs (eg maintenance cost)	The policy retains responsibility for the maintenance of leased and licenced facilities with the lessee and licensee.
Other Funding Sources	Not as a result of this report

## DISCUSSION

1. In January 2016, Council adopted an Adelaide Park Lands Lease and Licence Policy and Operating Guidelines (Policy and Guidelines). The Policy and Guidelines were developed to guide lease and licence negotiations consistent with the Adelaide Park Lands Management Strategy (2015-2025).
2. The Kadaltilla / Adelaide Park Lands Authority (Kadaltilla) identified the review of leasing and licensing policies as a priority in its Strategic Plan (2020-2025).
3. On 25 November 2021, Administration presented to Kadaltilla the findings of a review of the current Adelaide Park Lands Lease and Licence Policy and Operating Guidelines, along with information on the current status of Park Lands leases and licences and an overview of local government leasing and licensing practises across Australia. Key findings included:
  - 3.1. It is common practice for local government managing community land to:
    - 3.1.1. use an Expression of Interest (EOI) process to select lessees and licensees
    - 3.1.2. provide five-year agreements with a maximum typically of 21 years
    - 3.1.3. apply the same due diligence in assessing a sub-lessee as would occur for a head lessee
    - 3.1.4. undertake facility inspections at least annually
    - 3.1.5. benchmark community fees and provide financial incentives to achieve desired behaviours or outcomes
    - 3.1.6. set commercial lease fees through independent market assessments
  - 3.2. With respect to the existing Lease and Licence Policy and Guidelines:
    - 3.2.1. the policy position of longer tenure by exception is resulting in most organisations seeking longer tenure (ie greater than five years)
    - 3.2.2. the policy position of setting sub-leasing fees at no greater than 50% of all lessee and licensee costs associated with maintaining their leased and licensed areas, is too broad
    - 3.2.3. community lessees are automatically granted a fee discount on their lease fee (ie building rent) while there is no discount on their licence fees (ie fees for playing fields, sports courts, etc)
    - 3.2.4. while it incorporates a need to undertake an EOI, it is unclear how the exception can be applied
4. A copy of the presentation to Kadaltilla on 25 November 2021 is provided (Link 1 view [here](#)).
5. Kadaltilla agreed with the findings of the review and was particularly supportive of the recommendation to introduce an incentivised lease and licence fee model for community organisations to encourage broader community use, good governance and social inclusion.
6. On 10 May 2022, Council approved a draft policy for the purpose of undertaking community consultation.

### Community Consultation

7. Community consultation on the draft policy occurred between 24 May and 14 June 2022. A summary of the changes from the existing policy to the draft policy was provided as part of the community consultation documentation. A copy of this document is provided (Link 2 view [here](#)).
8. In addition to placing information in all city community centres and libraries and posting information on Your Say Adelaide, direct emails were sent to the following organisations:
  - 8.1. Adelaide Park Lands Association
  - 8.2. Adelaide Park Lands lessees and licensees
  - 8.3. Business SA
  - 8.4. City South Association
  - 8.5. North Adelaide Society
  - 8.6. Parks and Leisure Australia (SA)
  - 8.7. South East Community Residents Association
  - 8.8. South West City Community Association
  - 8.9. Sport SA



- 8.10. West End Village Association
9. A copy of the verbatim responses to the community consultation are provided (Link 3 view [here](#)).
10. In response to community consultation findings, the following amendments to the draft policy were made:
- 10.1. Community lease fees to be calculated on building floor area as opposed to building footprint.
  - 10.2. A reference added to the Liquor Licence section, stating that Council Administration will consider the proximity of leased and licensed facilities to residents in granting approval to a lessee to submit a request for a liquor licence from the State Government. It should be noted that the Adelaide Park Lands are a designated dry area between 8:00pm and 11:00am the next day.
  - 10.3. Volunteers have been added as a category considered for requests for a vehicle permit from holders of an Australian Disability Parking permit.
  - 10.4. To increase transparency, Council Administration delegations now include presenting a 'status of Park Lands leases and licences' report to Kadaltilla annually.
  - 10.5. Definitions for mowing service, significant capital contribution, and standard tenure have been added.
  - 10.6. Commercial and community lease and licence fees have been separated in the policy as it was evident that these are being confused.
  - 10.7. Sub-letting and casual hire sections of the discounted fee structure have been combined, acknowledging that these practices result in broader community use.

### **Motion on Notice**

11. On 14 June 2022, in response to a Motion on Notice, Council resolved the following:
- “That Council:*
- Asks the Administration to include in its current review of Park Lands Leasing and Licencing:*
1. *The competition posed, in the wake of Covid, to existing CBD and North Adelaide hospitality venues from sporting clubs leasing Park Lands and advertising meeting/event rooms for hire, licenced dining and entertainment and*
  2. *Whether restrictions should or could be imposed on existing leased premises and future leased premises to protect privately owned hospitality businesses not on the Park Lands.”*
12. Common areas/social spaces are essential to the successful and sustainable operation of not-for-profit community clubs and associations. Apart from the significant social capital benefits derived from activities that occur off the field, the ability to generate additional income enables reinvestment into community facilities, leading to improved services and reduced participation costs.
13. Research on emerging issues for sport participation undertaken by the Australian Sports Commission in 2021, found that:
- 13.1. not-for-profit sporting organisations and clubs are very dependent on membership income as a primary source of income
  - 13.2. a significant drop in paid membership due to household affordability pressures will have a devastating impact on community sport in Australia
  - 13.3. the flow-on effect of this will likely see a reduction in the sport and physical activity opportunities available to all Australians
14. A desktop analysis of the proximity of Park Lands community leased facilities in relation to hospitality establishments catering for larger group gatherings (ie city hotels), indicated that current sports buildings in the Park Lands were an average of 473m away, as shown (Link 4 view [here](#)).
15. The closest community sports building to a city-based hospitality venue is the Prince Alfred College Rowing Shed, which is 188m from the UniBar Adelaide.
16. Economic activity generated by community buildings in the Park Lands is hard to measure without specific and detailed analysis. It is plausible that nearby hotels would generate income from pre and post attendances at sport. Equally, it is plausible that patrons may prefer to connect and socialise within their clubroom and generate income for the clubs which is reinvested into community development and the Park Lands.
17. In response to Council’s resolution, the draft policy incorporates increased detail around consideration of proposed commercial activities within community lease and licence settings, describing permitted activities and the frequency of these activities within the ‘glossary’ section.

18. The draft policy requires all proposed commercially run activities by casual hirers or sub-tenants within community lease settings to be approved by Administration. To be approved, Administration must be sure that the commercial activities are subservient to the activities of the community lessee and consistent with the intent of the lease agreement.
19. These changes will apply to all new lease agreements and existing agreements where permitted (ie the lease is not inconsistent with these changes).
20. Secondary activities of community lessees that are for purpose rather than profit and are of a modest nature, continue to be supported in the draft policy for the following reasons:
  - 20.1. Fundraising by not-for-profit organisations (ie sports clubs and associations) is imperative for financial sustainability and to ensure participation is affordable to everyone. This is particularly pertinent for Park Lands lessees and licensees, who are responsible for all costs associated with their leased and licensed facilities.
  - 20.2. An analysis of income and expenditure of 29 Park Lands community lessees, relating directly to the management of their leased facilities in the Park Lands, revealed that for the last three financial years, the average annual income was \$154,939 and average annual expenditure was \$164,919. The analysis showed that revenue generated by lessees, including fundraising income, is reinvested back into the Park Lands through expenditure on maintenance and improvements to their leased and licensed facilities.
  - 20.3. Off-field activities bring community members together, providing opportunities for social interaction, networking and building social capital.
21. The Adelaide Park Lands Management Strategy notes that commercial operations associated with community sport, supports community use and participation in sport and recreation.

#### Administration Review

22. Additional amendments to the draft policy are proposed after further review by Administration:

Policy Area	Amendment
Break Clause	The term 'break clause' has been removed with the more appropriate term 'right of renewal' retained.
Selection of Lessee/Licensee	The Expression of Interest (EOI) exemption has been refined to remove potential ambiguity.
Delegations	To improve the turnaround time of commencing an EOI through to executing a lease or licence agreement, delegation is proposed to be granted to Administration for selecting the preferred proponent following an EOI process. Any subsequent request for a lease or licence longer than five years will be presented to Kadaltilla and Council. Flowcharts showing the existing and revised lease approval process is shown (Link 5 view <a href="#">here</a> ).  As part of presenting annually to Kadaltilla on Park Lands leases, details pertaining to EOIs will be included.
Signage	A statement about scoreboards under signage has been included as requests for these, particularly for electronic scoreboards, are increasing.
Car Parking	Noting the ongoing tension between the need to get reasonable access to leased and licensed facilities and minimising vehicles on the Park Lands, a reference has been added in the policy to prioritise adjacent designated parking spaces for lessees and licensees wherever possible.
Individual Lease and Licence Holders	The scope of the policy has been expanded to incorporate the existing practice of granting licence agreements to individuals for up to 12 months for activities such as personal training and horse depasturing.
Community Lease and Licence Fees	A reference has been added that periodical benchmarking will be undertaken to inform community lease and licence fees (in addition to sub-letting fees).
Administration Delegation	A previously proposed Administration delegation has been removed to ensure compliance with Council's Communication Policy.
Permitted Activity	A definition of permitted activities has been added to the policy glossary to provide greater guidance on core and secondary activities.

23. These proposed combined amendments are marked in the revised Draft Park Lands Lease and Licence Policy shown in **Attachment A**.

**Kadaltilla / Adelaide Park Lands Authority**

24. The revised Draft Park Lands Lease and Licence Policy was considered and supported by Kadaltilla on 27 April 2023.

**Next Steps**

25. Subject to adoption, Administration will undertake the following actions:

Action	Timing
Distribute the policy to Park Lands lease and licence holders	November 2023
Update lease and licence templates and sub-letting forms	November to February 2024
Develop documents and guidelines to inform implementation of the policy including: <ul style="list-style-type: none"> <li>• lease, licence, sub-letting, and casual hire fee guide</li> <li>• assessment guideline of the incentivised fee discounts</li> <li>• requirements of the annual lessee/licensee report</li> <li>• fact sheets (eg signage)</li> </ul>	November to February 2024
Hold a Park Lands lease and licence forum to explain policy changes and implications of existing and future agreements	February 2024
Implement new incentivised lease and licence fees as part of Council's 2024/25 fees and charges	July 2024

26. This policy will have an immediate effect on the negotiation of new lease agreements going forward, including the assessment of eight EOs that have just concluded. The policy will inform the management of existing lease agreements, excluding agreed lengths of tenure, lease fees and any conditions unique to a particular agreement.

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## DATA AND SUPPORTING INFORMATION

**Link 1** - Workshop – Lease and Licence Policy Review

**Link 2** - Summary of Changes from Existing Policy to Draft Policy

**Link 3** - Community Consultation Responses

**Link 4** – Proximity of Park Lands Community Lessees to City Hotels

**Link 5** - Lease Approval Process – Existing and Revised

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## ATTACHMENTS

**Attachment A** – Draft Park Lands Lease and Licence Policy

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- END OF REPORT -

# PARK LANDS LEASE AND LICENCE POLICY

*Date this document was adopted*

*non-legislative*

## PURPOSE

This policy outlines the City of Adelaide’s approach to managing its leasing and licensing arrangements on Community Land under its care and control within the Adelaide Park Lands for the benefit of the community.

## STATEMENT

### 1. Eligibility

Only incorporated businesses, educational institutions and community organisations will be granted a lease or licence over the Park Lands for a period of greater than 12 months. Individuals will not be granted a lease or licence for a period not exceeding 12 months.

### 2. Permitted Activities

Council will consider granting a lease or licence to an organisation where the proposed activity:

- is consistent with the objectives of the Adelaide Park Lands Management Strategy and/or Adelaide Park Lands Community Land Management Plan
- provides community benefit
- supports the outdoor recreational use of the Park Lands

Core activities of community leases and licences will relate to outdoor recreational use and enjoyment of the Park Lands. Secondary activities may relate to services that provide general community benefit and where appropriate, include limited commercial activities, enabling wider community participation of leased and licensed facilities and supporting the financial sustainability of lessees and licensees.

Commercial activities occurring within community lease and licence settings must be appropriate align with the core and/or permitted activity of the head lessee/licensee, be subservient to the activities of the head lessee/licensee and nondetrimental to community use and adjacent commercial operations.

Core activities of commercial leases and licences will contribute to the experience and enjoyment of visiting the Park Lands.

The occupation of a leased building by a paid staff member or volunteer for administrative purposes will not be supported, except where it is integral to the daily operations of the business or activity as prescribed in the lease agreement, and/or will result in increased community use of the facility (eg tennis coaching).

Caretakers are not permitted to occupy any part of a leased or licensed area.

### 3. Tenure

A standard lease or licence agreement will be granted to organisations for a tenure period of five years, and for a maximum period of 12 months to individuals.

Where a significant capital contribution is proposed, a lease or licence may be granted for a period up to 21 years, including any right of renewal.

Leases or licences with State or Federal Ministers (or their agencies) may be granted for a period up to 42 years, including any right of renewal.

[Options for a right of renewal](#) Break-clauses will be incorporated into leases and licences that are ten years or longer ([eg 5 years + 5 years](#)).

#### 4. Community Engagement

As per the *Local Government Act (SA) 1999* and [Council's Community Consultation Policy](#), community engagement will be undertaken for a minimum of three weeks (21 days) on a draft lease or licence, where:

- it proposes a tenure period of greater than five years, including any right of renewal
- or
- it is not consistent with the Adelaide Park Lands Community Land Management Plan, irrespective of the proposed tenure period

#### 5. Parliamentary Process

As per the *Adelaide Park Lands Act (SA) 2005*, before Council Administration can execute a lease or licence with a proposed tenure period of ten years or greater, including any right of renewal, the lease or licence must be laid before both Houses of Parliament and follow a prescribed legislated process.

This process will only occur after the lease or licence has been considered by Kadaltilla / [Adelaide](#) Park Lands Authority and Council, and at the completion of community engagement.

#### 6. Selection of Lessee/Licensee

The selection of a lessee or licensee will be through an Expression of Interest (EOI) process.

Council Administration may deal directly with an organisation without calling an EOI when:

- the lease or licence being granted is for a tenure period of two years or less
- or
- the lease or licence will be with a State or Federal Minister (or their agencies)
- or
- the existing lessee or licensee has previously been granted a [five year](#) lease or licence ([including any rights of renewal](#)) through an EOI process and [the new lease or licence is for the same area](#) ~~has occupied the same leased or licensed area for a period of less than 15 years~~
- or
- the facility to be leased or licensed has been [planned or](#) designed to support a specific use and [in the case of an existing facility](#), there is likely to be an absence of competition to lease or licence the facility

and

- the preferred organisation can demonstrate satisfactory past performance of managing a leased or licensed facility, where tenure is proposed to be greater than two years

An EOI will be promoted to the public and will be open for a minimum of three ~~three~~ **four** weeks (28+ days).

EOI submissions will be assessed by a panel against a pre-determined selection criteria that will be publicly available.

~~In the case of a competitive EOI, the findings will be presented to Kadaitilla/Park Lands Authority and then Council for a formal Council Decision.~~

### **Lease and Licence Fees**

#### **7. Commercial Leases and Licences – Fees**

Commercial lease and licence fees will be informed by an independent market assessment (or the equivalent of) and reviewed periodically (where applicable), where the lease term is greater than two years (including a right of renewal).

#### **8. Community Leases and Licences – Fees**

Community lease and licence fees will be adopted annually as part of Council's fees and charges and will be calculated on area (ie building **floor area** footprint and extent of outdoor facilities). The calculation of fees will also take into account the level of accessibility to the outdoor facilities when not in use by the lessee or licensee (eg fenced v unfenced).

Community lease and licence fees will be informed by benchmarking undertaken every two years with other councils, related facilities and services.

Following the calculation of lease and licence fees, Council Administration will consider granting discounts to community lessees and licensees on the following basis:

<b>Objective</b>	<b>Measure</b>	<b>Maximum Discount</b>
Sound Governance	<del>Complete and maintain accreditation</del> <u>Participation</u> in a recognised club development program <u>or similar</u>	5%
	Compliance with conditions of the lease or licence agreement	10%
	Hold an Annual General Meeting <del>with audited financial statements</del> and report to Council Administration on annual income and expenditure directly relating to the operation of the leased or licensed area	5%
Environmental Sustainability	Develop and action an environmental management plan to improve energy, waste and water management (eg electricity contract with an all-renewable electricity retailer, toilets flushed with recycled water (GAP) or rainwater)	10%

Social Inclusion	<p>Programs, activities and initiatives implemented at the leased or licensed facility that specifically target and cater for:</p> <ul style="list-style-type: none"> <li>• Aboriginal and Torres Strait Islander Peoples</li> <li>• Female participation</li> <li>• LGBTQIA+ community</li> <li>• People living with disability</li> <li>• People from Culturally and Linguistically Diverse backgrounds</li> <li>• Socially disadvantaged people</li> </ul>	15%
Optimal Utilisation	<u>Extent of approved sub-letting agreements and casual hires by sporting and non-sporting community organisations</u>	<u>30%</u>
Total Maximum Discount		75%

Guidelines will be developed to inform how these measures are assessed. To be considered for any of these discounts, lessees and licensees will need to annually submit evidence to Council Administration demonstrating how they have achieved the objectives. Where objectives have been satisfactorily met, a discount will be applied to the following year’s fees.

**9. Hardship**

Council may consider a request from lessees or licensees for a reduction or deferment of its fees if lessees or licensees are experiencing financial hardship. A reduction in fees because of hardship will require a formal Council Decision.

**10. Sub-letting and Casual Hire**

Sub-letting and casual hire of leased and licensed facilities is encouraged. Fees will be determined by Council Administration and based on benchmarking undertaken every two years with other councils, related facilities and services.

Community lessees and licensees must use reasonable endeavours to make their facilities available to community groups and organisations when not in use by the lessee or licensee. The lessee or licensee must provide a contact person for managing enquiries for use of their facilities and not charge or impose more onerous obligations on the use of their facilities than Council would charge or impose.

If Council Administration is of the view that the lessee or licensee has not made their facilities sufficiently available, Council Administration will require the lessee or licensee to submit a plan to increase the level of community access.

Where a commercial or community lessee/licensee is considering a commercial organisation to utilise its facilities, the relationship must be captured within a sub-letting agreement and submitted to Council Administration for approval. Approval of such arrangements will consider the appropriateness of the proposed activity to ensure it aligns with the core and/or permitted activity of the head lessee/licensee, is subservient to the activities of the head lessee/licensee and nondetrimental to community use and adjacent commercial operations.

All sub-letting agreements must be approved by Council Administration ~~annually~~ and comply with the conditions of the (head) lease or licence agreement.

The tenure period for a sub-letting agreement will not exceed five years, or the remaining tenure period of the (head) lease or licence if less than five years.

A sub-letting agreement with a proposed tenure period of more than five years will require a formal Council Decision.

## 11. Maintenance, Inspections and Insurance

Commercial lessees and licensees will:

- be responsible for the maintenance and upkeep of its facilities including buildings and associated outdoor infrastructure
- be liable for all costs associated with operating and maintaining their facilities including appropriate levels of insurance
- report any safety or risk concerns to Council Administration immediately
- retain records of their maintenance for the duration of their lease or licence
- submit sub-letting agreements ~~at least annually~~ to Council Administration for approval via an on-line portal (**where appropriate**)
- submit an annual report to Council Administration detailing:
  - customer/participant numbers
  - sub-letting and casual hires and **related** income received

Community lessees and licensees will:

- be responsible for the maintenance and upkeep of its facilities including buildings, associated outdoor infrastructure and playing surfaces (where applicable)
- be liable for all costs associated with operating and maintaining their facilities including appropriate levels of insurance
- ensure all playing surfaces are safe and fit for purpose including conducting match day inspections (where applicable)
- retain records of their maintenance and inspections for up to five years
- report any safety or risk concerns to Council Administration immediately
- submit sub-letting agreements ~~at least annually~~ to Council Administration for approval via an on-line portal
- submit an annual report to Council Administration detailing:
  - evidence of performance against the fee discount objectives
  - membership and participation numbers
  - sub-letting and causal hires and **related** income received

Council Administration will:

- provide a mowing service to ~~all~~ community lessees/licensees (**where applicable**)
- conduct an annual inspection of leased and licensed facilities **to ensure facilities are maintained to an acceptable standard**
- conduct an annual Park Lands lease and licence forum including sub-lessees



## 12. Ownership of Improvements

All fixed improvements proposed upon a leased or licensed area will require the approval of Council and be vested in Council at the expiry of the lease or licence agreement, if not agreed otherwise.

The removal of any fixed improvements by a lessee or licensee at the expiry or sooner determination of the lease or licence will require the approval of Council.

## 13. Compensation

Any new lessee or licensee will not be required to compensate the previous lessee or licensee, nor will Council compensate a lessee or licensee at the end of its tenure term despite an agreement not being renewed, or where an agreement is terminated early by the lessee, licensee or lessor.

## 14. Liquor Licence

A lessee or licensee (including sub-lessees and casual use hirers) must not sell, serve or supply to persons, or allow persons to consume alcohol on or from their facilities without first obtaining the consent of Council and all required consents from any relevant Statutory Authorities as per the *Liquor Licensing Act (SA) 1997*.

Council Administration will consider the proximity of the leased and licensed facility to residents in reviewing these requests.

## 15. Signage

Permanent signage upon lease and licence areas will be consistent with Council's Wayfinding Signage Strategy.

Permanent manual and electronic scoreboards will be permitted, providing they do not display third party advertising and in the case of electronic scoreboards, are only activated during scheduled competitions.

Temporary signage will be supported where it is promoting specific events, activities or initiatives to be delivered by the lessee or licensee (including sub-lessees and casual use hirers) within their leased or licensed area and as per the Planning and Design Code (SA) 2022:

- not exceed 2m<sup>2</sup>
- not be displayed more than one month prior to the event and one week after the event concludes
- not move or flash, reflect light, use internal lighting or principally advertise brands or products

## 16. Car Parking **Vehicle Access**

A lessee or licensee will be granted ~~one~~ a maximum of two annual vehicle permits per leased or licensed area for the purpose of undertaking general maintenance of their facilities. Vehicles dropping off and/or picking up supplies, materials, equipment, etc are not permitted to park outside of designated parking areas when unattended.

Where possible, Council Administration will prioritise adjacent designated parking spaces for lessees and licensees to reduce vehicle movements on the Park Lands.

Requests for a vehicle permit from holders of an Australian Disability Parking permit will be considered where they are a volunteer or committee/board member of a lessee or licensee and there is no viable alternative.

### **17. Naming Rights**

All proposals to name a leased/licensed facility that are contrary to the naming of the related park require a formal Council Decision.

### **18. Gaming Machines**

Gaming machines will not be permitted in leased or licenced facilities.

### **19. Park Lands Events**

Council Administration and event organisers will foster cooperative business opportunities and minimise disruption to commercial and community lessees and licensees in the Park Lands.

### **20. Delegations**

Kadaltilla / Adelaide Park Lands Authority will provide advice on, and Council will formally consider:

- ~~the appointment of a lessee or licensee following a competitive EOI process (ie more than one eligible submission)~~
- a lease or licence that is for a tenure period of more than five years, including any rights of renewal
- a lease or licence that is not consistent with the Park Lands Community Land Management Plan
- a sub-letting agreement that is for a period of more than five years
- a lease or licence ~~where significant negative issues are raised through~~ following community engagement
- a proposal to name a leased or licensed facility that is contrary to the naming of the related park

In addition to the above, Council will formally consider:

- a request from a lessee or licensee for a reduction of its fees if it is experiencing financial hardship

Council Administration will:

- identify a preferred lease or licence proponent following an EOI process
- ~~appoint a lessee or licensee following a non-competitive an EOI process (ie only one eligible submission)~~
- ~~negotiate~~ finalise a lease and licence in accordance with this policy where it is consistent with the Park Lands Community Land Management Plan and is for a period of five years or less
- ~~finalise a lease or licence agreement where it is for a period of greater than five years and/or is not consistent with the Community Land Management and~~

has been subject to community engagement, providing no significant negative issues have been raised through the community engagement process

- approve a sub-letting agreement that is consistent with this policy
- enter into a surrender, variation or assignment of an existing lease or licence where the agreement is consistent with this policy (and does not have a Common Seal affixed)
- [present a 'status of Park Lands leases and licences' report to Kadaltilla / Adelaide Park Lands Authority annually including information on all EOI processes undertaken and the outcomes](#)

### 21. Limitations of this Policy

This Policy does not apply to:

- Activities or works on public roads through the Park Lands (pursuant to sections 221 and 222 of the *Local Government Act 1999*)
- City Works permits,
- Community gardens
- Depasturing licences granted to individuals to allow horses on Lefevre Park/Nantu Wama (Park 6)
- Leases or licences outside of the Adelaide Park Lands or Park Lands areas not under the care and control of the City of Adelaide
- Park Lands Event licences
- Park Lands hire agreements and permits
- Temporary works and compounds
- Tenants within the Adelaide Aquatic Centre and North Adelaide Golf Course as part of business operations
- The lease and licence granted to the Minister for Transport and Infrastructure for Adelaide Oval – these are provided for in the *Adelaide Oval Redevelopment and Management Act 2011*

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### OTHER USEFUL DOCUMENTS

#### Related documents

- Active City Strategy
- Adelaide Events Guidelines 2022
- Adelaide Park Lands Management Strategy
- Adelaide Park Lands Community Land Management Plan
- Planning and Design Code 2022

#### Relevant legislation

- *Adelaide Park Lands Act (SA) 2005*
- *Crown Land Management Act (SA) 2009*
- *Liquor Licensing Act (SA) 1997*
- *Local Government Act (SA) 1999*
- *Planning, Development and Infrastructure Act (SA) 2016*
- NOTE: The *Retail and Commercial Leases Act 1995* does not apply to the Adelaide Park Lands pursuant to an Order granted by the Minister for Business Services and Consumers on 28 December 2011.

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### GLOSSARY

Throughout this document, the below terms have been used and are defined as:

**Adelaide Park Lands:** Those areas of the Park Lands defined by the *Adelaide Park*

*Lands Act 2005*, which have been Gazetted by Parliament and defined to be under care and control of the City of Adelaide.

**Adelaide Park Lands Community Land Management Plan:** A document required under the *Local Government Act (SA) 1999*, that informs how community land under the care and control of the City of Adelaide will be managed in accordance with the Adelaide Park Lands Management Strategy, including the identification of leased and licensed areas.

**Adelaide Park Lands Management Strategy:** A document required under the *Adelaide Park Lands Act (SA) 2005*, that sets the strategic framework for the overall planning and management of the Adelaide Park Lands.

**Break Clause:** ~~A clause in a lease or licence giving rights to the lessee or licensee to terminate their agreement at a particular point in time.~~

**Building Floor Area:** The combined total of indoor building floor space measured to the inside wall lines.

**Building Footprint:** The ground level area of a building measured to the outside wall line, not including open hardstand areas.

**Casual Hire:** Relates to one off or irregular use of leased or licensed facilities ~~by an organisation.~~

**Commercial Lease/Licence:** Where the lessee or licensee's core activity involves the selling of goods or services for profit.

**Community Lease/Licence:** Where the lessee or licensee provides services to the community and does not operate to make a profit for its members. Not for profit clubs and associations, peak sport and recreation bodies and educational institutions are considered community lessees and licensees. Any commercial activity undertaken by a community lessee/licensee is done so for the purpose of reinvesting back into the service for the benefit of its members and the community.

**Community Engagement:** A formal process where Council seeks community feedback.

**Core Activity:** The primary purpose for which a lease or licence is granted to an organisation.

**Expression of Interest:** A formal process where any eligible organisation is invited to submit an interest in leasing or licensing an identified area of the Park Lands.

**Expression of Interest (Competitive/Non-Competitive):** Where more than one eligible submission is received following an expression of interest process, it will be deemed to be a competitive expression of interest. Where only one eligible submission is received and it satisfies the selection criteria, it will be deemed to be a non-competitive expression of interest.

**Fees:** Charges applied annually by Council to a lessee or licensee. Commercial lease/licence fees to be informed by an independent market assessment. Community lease/licence fees to be approved annually by Council. Sub-letting fees to be set by Council Administration and informed through benchmarking.

**Improvements:** Any fixture, fitting or structure constructed or installed on the leased or licensed area by the lessee/licensee or lessor.

**Independent Market Assessment:** Where Council seeks the services of an independent valuer to ascertain the appropriate fees to be charged to a commercial lessee or licensee based on similar market circumstances.

**Lease:** A lease confers an exclusive contractual right to a lessee to use the land,

whereby the lessee facilitates access via an appropriate means (eg membership, sub-lease, casual booking, and entry ticket). A lease is generally provided for buildings that require a level of security of tenure. It may also apply to an outdoor sports facility or field that is fully fenced.

**Lessee/Licensee:** An organisation that has a direct legal relationship with Council via a lease or licence.

**Licence:** A licence confers a non-exclusive contractual right to first right of use of the licensed area, but allows public access when not in use by the licensee (and any sub-licensees). A licence is generally provided for open areas such as playing fields.

**Maintenance and Upkeep:** This relates to all direct and indirect costs and tasks associated with maintaining leased and licensed facilities to ensure they remain fit for purpose for the intended activity.

**Mowing Service:** [The mowing of turfed sports fields by Council Administration in accordance with Council’s Levels of Service.](#)

**Parliamentary Process:** A formal process contained within the *Adelaide Park Lands Act (SA) 2005*, that requires Council to submit a draft lease or licence agreement, with a tenure period of ten years or more, to the South Australian Parliament.

**Permitted Activity:**

<b>Commercial – Organisations and Individuals</b>		
<b>Activity</b>	<b>Example</b>	<b>Frequency</b>
Core Activity – Selling of goods and services for profit that contributes to the experience and enjoyment of visiting the Park Lands	Food and beverage/hospitality service, water craft hire, high ropes, guided tours, exercise classes, personal training, coaching clinics	Unlimited (within prescribed hours)
Secondary Activity – Other	Pop up event, entertainment	Considered on case by case basis
<b>Community - Organisations</b>		
<b>Activity</b>	<b>Example</b>	<b>Frequency</b>
Core Activity – Services provided to the community relating to outdoor recreational use and enjoyment of the Park Lands	Community sport training and competition, outdoor recreation, physical education, community gardening	Unlimited (within prescribed hours)
Secondary Activity – Club Development	Committee meeting, team meeting, presentations, pre/post training / competition gathering, fund raising activities (involving club participants)	Unlimited (within prescribed hours)
Secondary Activity – Community Development	Resident group meeting, art and craft session, parent group gathering, exercise class	Unlimited (within prescribed hours)
Secondary Activity – Private Functions or	Birthday party, reception,	Maximum of one per month (where

Events	business workshop	appropriate)
Secondary Activity – Commercial Services	Personal training, kiosk operation, coaching clinic	Considered on case by case basis
<b>Other - Individuals</b>		
Core Activity – Depasturing of horses in Lefevre Park/Nantu Wama (Park 6)		

**Right of Renewal:** Where a lease or licence contains a clause to continue occupancy at the end of a prescribed renewal tenure, but does not confer rights that exceed the agreed maximum tenure of the lease or licence.

**Significant Capital Contribution:** Where a lessee or licensee commits or agrees to commit its own funds towards a substantial improvement of Park Lands for community benefit, and the level of commitment is significant, proportionate to the financial capacity of the lessee or licensee.

**Significant Negative Issues:** Where feedback is received through community engagement, that if adopted, would materially change the intent of the proposed lease or licence.

**Standard Tenure – Incorporated Businesses, Educational Institutions and Community Organisations:** A maximum tenure period of five years, which includes any right of renewal.

**Standard Tenure – Individuals:** A maximum tenure period of 12 months, which includes any right of renewal.

**Sub-letting:** Where a lessee or licensee enters into an agreement with another organisation to utilise the leased or licensed facilities.

## ADMINISTRATIVE

As part of Council's commitment to deliver the City of Adelaide Strategic Plan, services to the community and the provision of transparent information, all policy documents are reviewed as per legislative requirements or when there is no such provision a risk assessment approach is taken to guide the review timeframe.

This Policy document will be reviewed every **five** years unless legislative or operational change occurs beforehand. The next review is required in **2028**.

### Review history:

Trim Reference	Authorising Body	Date/ Decision ID	Description of Edits

### Contact:

For further information contact the City Culture Program

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## Community Buildings in the Park Lands

Strategic Alignment - Thriving Communities

Public

**Tuesday, 3 October 2023**  
**City Community Services and Culture Committee**

**Program Contact:**  
Jennifer Kalionis, Associate  
Director City Culture

**Approving Officer:**  
Ilia Houridis, Director City  
Shaping

### EXECUTIVE SUMMARY

The purpose of this report is to seek Council's approval to undertake community consultation on a Draft Park Lands Community Buildings (Sport and Recreation) Policy. The objective of the draft policy is to facilitate the regeneration of a targeted pipeline of community sports infrastructure on the Adelaide Park Lands.

The draft policy is underpinned by five guiding principles and related performance criteria, derived from a series of Council workshops and reports between May and August 2023, and relate to City of Adelaide owned community sports buildings that are (or proposed to be) leased to external community organisations.

As the Adelaide Park Lands Management Strategy (APLMS) states, the Park Lands are for all South Australians, including city users who utilise the Park Lands as Adelaide's hub for sport and recreation. Community sports accounts for 20% of visitation amongst the diverse uses of the Park Lands. This usage is predicted to increase in alignment with population projections across the Greater Adelaide region, community expectations for accessible and inclusive community sport infrastructure, and pressures on inner ring Councils to seek access to open space.

Administration has identified seven Park Lands priority locations where 15 existing buildings could be replaced with seven new fit-for-purpose community sports buildings. In identifying this opportunity, Administration has defined 'fit-for-purpose' to mean 'fit-for-Park Lands-purpose'. The targeted regeneration of a selection of community sports orientated built form on the Park Lands should predominantly complement its Park Land setting and objectives, whilst also creating a functional space that meets the needs and expectations of users.

This policy proposes that the CoA co-design the project design briefs for the seven fit-for-purpose community sports buildings that have been identified as priority projects. These co-designed project briefs would be presented to Kadaltilla / Adelaide Park Lands Authority (Kadaltilla) and Council for approval before progression to a proposed co-investment agreement with co-contributions sought from State and Federal Governments, and lessees where appropriate.

The management of leasing and licensing arrangements of community land within the Park Lands for the benefit of the community is outlined in the Draft Park Lands Lease and Licence Policy.

Subject to Council's approval, community and stakeholder consultation on the draft policy will be undertaken for a five week period. As part of the stakeholder consultation process, feedback will be sought from Kadaltilla at its meeting on 23 November 2023. A revised policy will be presented to Kadaltilla in February 2024 and Council in March 2024 for adoption.

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### RECOMMENDATION

The following recommendation will be presented to Council on 10 October 2023 for consideration

THAT THE CITY COMMUNITY SERVICES AND CULTURE COMMITTEE RECOMMENDS TO COUNCIL THAT COUNCIL

1. Approves the Draft Park Lands Community Buildings (Sport and Recreation) Policy, Attachment A to Item 7.4 on the Agenda for the City Community Services and Culture Committee held on 3 October 2023, for public consultation, commencing 9:00am 20 October to 5:00pm 27 November 2023.

## IMPLICATIONS AND FINANCIALS

City of Adelaide 2020-2024 Strategic Plan	<b>Strategic Alignment – Thriving Communities</b> The development of this policy will contribute to the Council objective of leveraging the Adelaide Park Lands to promote health, wellbeing and lifestyle experiences.
Policy	This policy is to be read in conjunction with the Adelaide Park Lands Management Strategy and Adelaide Park Lands Community Land Management Plan, the (Draft) Park Lands Lease and Licence Policy, Buildings Asset Management Plan and the Adelaide Park Lands Building Design Guidelines.
Consultation	Consultation on the draft policy will be open from 20 October to 27 November 2023, including stakeholder engagement with Kadaltilla / Adelaide Park Lands Authority. The results of the consultation feedback and analysis will be reported to Kadaltilla in February 2024 and Council in March 2024.
Resource	Consultation will be conducted using existing resources. There are no additional resources required as a result of this report.
Risk / Legal / Legislative	There are no additional risks identified as a result of this report.
Opportunities	This policy will enable the City of Adelaide to have a transparent decision-making process in co-funding the regeneration of leased and licensed facilities in the Park Lands and capitalise on external funding opportunities to enhance Council community assets.
23/24 Budget Allocation	Not as a result of this report
Proposed 24/25 Budget Allocation	As part of considering the draft policy for adoption in March 2024, following community consultation, Administration will seek Council's support for a budget allocation in the 2024/25 Business Plan and Budget to commence implementation of the policy over seven financial years.
Life of Project, Service, Initiative or (Expectancy of) Asset	Not as a result of this report
23/24 Budget Reconsideration (if applicable)	A budget reconsideration as part of QF3 will be requested for detailed design to enable delivery of the highest priority project in 2024/25.
Ongoing Costs (eg maintenance cost)	Not as a result of this report
Other Funding Sources	The draft policy proposes a co-funding approach to the upgrade of community assets through financial contributions from the City of Adelaide, State and Federal Governments, and community organisations (Lessees).



## DISCUSSION

1. Within the 685 hectares of Park Lands under the care and control of the City of Adelaide (CoA), there are 118 buildings. 55 of these structures are owned by CoA and appear on the Asset Register. A number of these assets are community sports buildings that require upgrades to meet evolving community needs (particularly in relation to increasing female and junior participation in sport) and ensure facilities are functional, safe and sustainable.
2. The current Adelaide Park Lands Management Strategy references that 2 million people from community, sporting groups and schools use the Adelaide Park Lands annually. It notes the critical role that the Park Lands, and the community sports facilities that they contain, play in supporting sport at regional, metropolitan, national, and international levels.
3. In the latter half of 2022, Administration developed an 'Investing in Community Sports Infrastructure: Discussion Paper' following identification of the opportunity to strengthen the Park Lands community use asset base to meet functional, accessibility, safety, amenity and environmental objectives, standards and expectations set by the City of Adelaide (CoA). A summary report of the discussion paper is provided at Link 1 view [here](#).
4. The paper recommended a robust approach to improving community sports infrastructure on the Park Lands through a co-investment funding policy.

### Council and Kadaltilla Feedback

5. On 2 May 2023, a workshop was held with Council Members to obtain feedback on a proposed co-investment strategy to improve Park Lands sites, which included budget estimates for multiple Park Lands enhancement projects.
6. The development of this policy is a result of a Council Decision on 27 June 2023, where Council requested a report from Administration by September 2023 providing policy options for Park Lands buildings for the provision of fit-for-purpose facilities including toilets, changerooms and storage.
7. Feedback from workshops held with Council Members on 15 August 2023 and Kadaltilla / Adelaide Park Lands Authority Board Members on 24 August 2023 has informed the draft policy. A summary of the feedback received and how Administration has responded is at Link 2 view [here](#).
8. On 2 May 2023, a workshop was held with Council Members to obtain feedback on a proposed co-investment strategy to improve Park Lands sites containing community recreation and sport infrastructure. The workshop provided Council Members with several key messages including:
  - 8.1. half of all city residents were aged between 20-39 (49.8%) compared to only a quarter of South Australians 26%
  - 8.2. population growth in the city and surrounding residential areas along with urban infill is placing increased demand on the Park Lands
  - 8.3. of the approximately nine million annual Park Lands visits, organised sport made up 20% of these visits
  - 8.4. the extent of formal sporting areas in the Park Lands has reduced by approximately 28 hectares or 19% over the last 30 to 40 years
  - 8.5. spatially, organised sports facilities represent around 14% of the Park Lands, with only 2.5% of these facilities currently restricting access outside their usage times
  - 8.6. Park Lands community lessees are responsible for all maintenance and operational costs
  - 8.7. relative to local government in Australia, CoA charges relatively high community lease and licence fees and provides low levels of financial support
  - 8.8. CoA does not presently budget for the renewal of community leased and licensed infrastructure in the Park Lands
  - 8.9. the current leased asset renewal process is triggered, led and funded by lessees, resulting in Park Lands sport facilities and buildings that:
    - 8.9.1. are unsightly, dated and not fit-for-purpose
    - 8.9.2. service a single user group and/or purpose
    - 8.9.3. are disconnected with other Park Lands facilities and landscapes
    - 8.9.4. do not meet community facility standards.

9. On 27 June 2023, Council resolved:

*That Council:*

1. *Seeks a report from the Administration by September 2023 providing policy options for Park Lands buildings for the provision of fit for purpose facilities including toilets, changerooms and storage.*
  2. *Requests Administration works with ACSARA to submit a revised proposal.*
  3. *Notes that there are no existing approvals by Council to fund or build the ACSARA project proposal to redevelop an existing change room facility on Golden Wattle / Mirnu Wirra (Park 21W).'*
10. In July 2023, Administration commissioned research to inform the development of policy options associated with Park Lands sports buildings. This research has been used to inform the development of draft policy principles detailed in this report. The commissioned reports are provided at Link 3 view [here](#) and Link 4 view [here](#)).

### **Demand for Sport and Recreation Facilities**

11. Greater Adelaide's population is projected to increase by 46% over the next 30 years and the Adelaide Park Lands will play a significant role in servicing demand for open space (current and future) within this region.
12. The South Australian legislative requirement of 12.5% of land for open space relates to around four hectares per 1,000 people in lower density developments.
13. The table below shows a comparison of open space provision for hectares of open space per 1,000 population for the City of Adelaide and the seven adjoining council areas. The majority of adjoining councils are below this standard, while population growth is anticipated across all adjoining councils.

<b>Council</b>	<b>Open Space (Hectares)</b>	<b>Hectares of Open Space per 1,000 Population</b>	<b>Projected Population Growth by 2031</b>
City of Unley	30	0.76	3%
City of Charles Sturt	403	3.39	11%
City of Prospect	23	1.15	9%
City of West Torrens	173	2.84	11%
City of Burnside	190	4.18	4%
City of Norwood, Payneham & St Peters	180	4.85	8%
Town of Walkerville	33	4.32	8%
City of Adelaide	760	29.1	43%

14. Demand for public open space will remain high as population increases occur across metropolitan Adelaide. With increased in-fill development, inner rim councils are more likely to further develop pocket parks and functional open spaces rather than open playing fields. This will place more emphasis on the balanced use of the Park Lands, including for organised sport.

### **Policy Purpose and Strategic Context**

15. The Draft Park Lands Community Buildings (Sport and Recreation) Policy (**Attachment A**) has been developed to support:
  - 15.1. use of and access to the Park Lands through participation in community sport and recreation
  - 15.2. protecting and promoting the Park Lands
  - 15.3. mitigating the effects of climate change and ensuring integrated and sustainable development

16. In applying this policy, Council will need to consider the following strategic documents:

Document	Context
Adelaide Park Lands Management Strategy and Adelaide Park Lands Community Land Management Plan	<ul style="list-style-type: none"> <li>Identifies the locations of sport and recreation landscapes in the Park Lands</li> </ul>
Park Lands Lease and Licence Policy	<ul style="list-style-type: none"> <li>Prescribes the process for selection of lessees</li> <li>Sets out leasing conditions and permitted activities</li> <li>Details management of lessees and sub-lessees</li> </ul>
Buildings Asset Management Plan	<ul style="list-style-type: none"> <li>Prescribes the process for the acquisition, maintenance, renewal and disposal of Council's building assets</li> </ul>
Adelaide Park Lands Building Design Guidelines	<ul style="list-style-type: none"> <li>Contains detailed design considerations</li> </ul>

17. The hierarchical relationship of these documents is shown at Link 5 view [here](#).

### Policy Principles and Performance Criteria

18. The draft policy contains a series of principles and related performance criteria to inform decision making with regards to the regeneration of leased community buildings and associated infrastructure in the Park Lands.
19. The draft policy focuses on five guiding principles:
- 19.1. Balance a minimal infrastructure footprint and scale with fit for purpose facilities required to support local community sports.
  - 19.2. Deliver community buildings that perform their purpose while prioritising no net loss of Park Lands.
  - 19.3. Maximise sustainable development and environmental performance of community sports facilities.
  - 19.4. Create high quality welcoming and accessible facilities to maximise community use.
  - 19.5. Support diverse participation through equitable co-funding.
20. For a project to be considered compliant with the policy, it will need address each performance criteria.
21. The draft policy identifies core elements of a local community sports building. These have been identified through reviewing community sports facility guidelines developed for local community sport in South Australia and/or interstate.
22. The draft policy proposes that the CoA co-design the project design briefs for each proposed fit-for-purpose community sports building. These co-designed project briefs would be presented to Kadaltilla and Council for approval before progression to a proposed co-investment agreement with co-contributions sought from State and Federal Governments, and lessees where appropriate.

### Funding Approach

23. The draft policy proposes a co-funding approach to the upgrading of community sports facilities, with an expectation that significant co-funding will come from the State Government in acknowledgement of the critical role the Park Lands play in servicing demand for community sports and recreation facilities in Greater Adelaide.
24. The draft policy scope extends to associated community sporting infrastructure including playing fields and sports lighting. Upgrading these elements will support climate adaptation initiatives and improve the carrying capacity of existing sporting areas to service increased demand, without expanding the footprint of sporting areas in the Park Lands.
25. Administration has identified seven Park Lands priority sports locations where 15 existing buildings could be replaced with seven new fit-for-purpose community buildings. Aligning with co-funding levels proposed in the draft policy, it is estimated that Council would contribute \$13.3M over seven financial years. This is summarised below with details provided at Link 6 view [here](#).

Timing of City of Adelaide Co-Investment								
Total Estimated Investment	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31
\$34.1M	\$250,000	\$2.55M	\$2.0M	\$2.5M	\$1.25M	\$1.25M	\$1.25M	\$2.5M
Total Estimated CoA Co-Investment	To commence detailed design	One site \$2.55M already committed	One site \$2.0M already committed	One site	One site	One site	One site	One site
\$13.3M								

Park No.	Lessee (current)	Lessee Category	CoA Co-funding Ratio	Proposed Renewal Funding Allocation (Asset Mgt Plan)	Proposed Upgrade Funding Allocation
21W	Adelaide Community Sport and Recreation Association	Community Club or Association	Up to 50%	\$1,300,000	\$1,250,000
27B	West Adelaide FC	Community Club or Association	Up to 50%	\$500,000	\$1,500,000
21	Football SA	State Sporting Association	Up to 50%	\$450,000	\$2,050,000
20	Pulteney Grammar School	Educational Institution	Up to 25%	\$1,650,000	(\$400,000)
	Adelaide Harriers Athletics Club	Community Club or Association			
6	Wilderness School	Educational Institution	Up to 25%	\$700,000	\$550,000
17	Pembroke School	Educational Institution	Up to 25%	\$1,200,000	\$50,000
22	SA United Church Netball Association	Community Club or Association	Up to 50%	\$700,000	\$1,800,000
<b>Totals</b>				<b>\$6,500,000</b>	<b>\$6,800,000</b>

26. The current operating model for the City of Adelaide is that Community Park Lands Lessees are responsible for all costs associated with leasing/licensing their facilities, including all facility and grounds maintenance (minus turf mowing where applicable) and all outgoings.
27. This model means that most Community Park Lands Lessees rely almost solely on government grants to enable any upgrades to their facilities. Existing income sources and income generating activity in alignment with the Park Lands Lease and Licence Policy including fund raising and canteen sales narrowly cover their annual operating costs, noting that these facilities are managed predominantly by volunteers.
28. Administration has examined a cross section of community clubs and sports associations, and has found that in the 2021/22 financial year:
  - 28.1. The average annual income was \$259,835. Membership fees made up 58% of this income.
  - 28.2. The average annual expenditure of \$259,593. The average utilities expenditure was \$24,577 (9.5%).
  - 28.3. This equates to an average annual operating surplus of \$243.

#### Next Steps

29. Subject to Council approval, Administration will undertake public consultation on the Draft Park Lands Community Buildings (Sport and Recreation) Policy, commencing 9.00am 20 October to 5.00pm 27 November 2023.
30. As part of the consultation process, feedback on the draft policy will be directly sought from:
  - 30.1. City resident groups
  - 30.2. Park Lands users

- 30.3. Park Lands lessees and licensees
  - 30.4. Adelaide Park Lands Association
  - 30.5. Adjoining councils
  - 30.6. Office for Recreation, Sport and Racing
  - 30.7. Department for Environment and Water
  - 30.8. Green Adelaide
  - 30.9. State Sporting Associations
  - 30.10. Sport SA
  - 30.11. Australian Institute of Architects
  - 30.12. Australian Institute of Landscape Architects
  - 30.13. Kadaltilla at its meeting on 23 November 2023
31. Consultation findings along with a revised policy will be presented to Kadaltilla in February 2024 and Council in March 2024 for adoption. As part of considering the policy for adoption, Administration will seek Council support for a budget allocation in the 2024/25 Business Plan and Budget to commence implementation of the policy over seven financial years (2024/25 to 2030/31).
  32. A budget reconsideration as part of QF3 will be requested for detailed design to enable delivery of the highest priority project in 2024/25.
  33. As per the Council Decision from 27 June 2023, Administration will work with the Adelaide Community Sport and Recreation Association to develop a revised building design for Golden Wattle Park / Mirnu Wirra (Park 21W) that aligns with the draft policy, for consideration by Kadaltilla and Council in February and March 2024 respectively.
  34. Administration will review the Adelaide Park Lands Building Design Guidelines in 2023/24 Financial Year to ensure alignment with the Draft Park Lands Community Buildings (Sport and Recreation) Policy.

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## DATA AND SUPPORTING INFORMATION

**Link 1** – Investing in Community Sports Infrastructure: Summary Report of Discussion Paper

**Link 2** – Summary - Council and Kadaltilla Workshops - Community Buildings in the Park Lands

**Link 3** – Park Lands Building Design Principles – July 2023

**Link 4** – Community Sports Infrastructure Research – July 2023

**Link 5** – Hierarchy of Strategic Documents

**Link 6** – Co-funding timing of community buildings as at September 2023

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## ATTACHMENTS

**Attachment A** – Draft Park Lands Community Buildings (Sport and Recreation) Policy

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- END OF REPORT -

# Draft Park Lands Community Buildings (Sport and Recreation) Policy

*Date this document was adopted*

*non-legislative*

## PURPOSE

This policy guides the regeneration of community buildings and associated infrastructure in the Adelaide Park Lands to support:

- use of and access to the Park Lands through participation in community sport and recreation
- protecting and promoting the Park Lands
- mitigating the effects of climate change and ensuring integrated and sustainable development

The application of this policy must be consistent with the Adelaide Park Lands Management Strategy and Adelaide Park Lands Community Land Management Plans with regards to the location of community sports and active recreation landscapes.

This policy also informs Council's approach to investing in City of Adelaide owned community buildings and associated infrastructure that are (or proposed to be) leased and licensed to external community organisations.

This policy should be read in conjunction with the Park Lands Lease and Licence Policy, Adelaide Park Lands Building Design Guidelines and Buildings Asset Management Plan.

## STATEMENT

**Principle 1 – Balance a minimal infrastructure footprint and scale with fit for purpose facilities required to support local community sport.**

*Performance Criteria 1.1 – Community buildings will service outdoor community sport and recreation.*

Community buildings will only be considered in the Park Lands where they are required to support outdoor sport and recreation.

*Performance Criteria 1.2 – Must be for community sport participation, excluding elite competition. Non-sporting activities may be a secondary use.*

Community sporting spectator facilities secondary to day-to-day use must be temporary.

Minimise hard surface surrounds, utilising permeable surfaces.

Enhance irrigated turf surfaces to increase carry capacity.

*Performance Criteria 1.3 – New community buildings will not exceed the 'core' elements of local level provision.*

Council will plan for and support the provision of community infrastructure in the Park Lands that is fit for purpose at a local level within a sports facility hierarchy.

The City of Adelaide acknowledges the Kaurna people as the Traditional Owners of the Country where the city of Adelaide is situated, and pays its respect to Elders past, present and emerging.

**Principle 2 – Deliver community buildings that perform their purpose while prioritising no net loss of Park Lands.**

*Performance Criteria 2.1 – Planning of new community buildings will include City of Adelaide identifying the removal of one or more existing buildings and/or equivalent hard stand areas.*

A new community building will be considered where the City of Adelaide can demonstrate that the footprint will not exceed the fit for purpose requirements of the local level provision and minimise the loss of Park Lands.

*Performance Criteria 2.2 – Community buildings will service multiple users and uses.*

The planning of new community buildings will involve engagement with multiple stakeholders to facilitate use by more than one community organisation.

*Performance Criteria 2.3 – Community buildings will incorporate design features to reduce scale and visual impact through compact layouts, multi-functional spaces, efficient circulation, shared facilities and low scale integrated design.*

**Compact Layout** – Create a compact building layout that maximises usable floor space while minimising overall footprint. Avoid unnecessary elements that increase the building's size without adding significant functionality. Link internal common areas to covered outdoor areas to maximise 'sheltered' community spaces for community gatherings.

**Multi-Functional Spaces** – Design spaces that serve multiple purposes to reduce the need for separate rooms or areas. Incorporate movable partitions, modular furniture, and adaptable layouts to accommodate different needs and group sizes.

**Efficient Circulation** – Plan for efficient circulation patterns within buildings to minimise corridor areas and wasted space.

**Shared Facilities** – Provide shared facilities and common areas for multiple users.

**Low Scale Integrated Design** – Ensure new buildings are fit for their Park Lands setting and are visually discrete. Design buildings minimal scale to complement the Park Lands context, using materials and colours that blend with the natural surroundings.

**Principle 3 – Maximise sustainable development and environmental performance of community buildings.**

*Performance Criteria 3.1 – Site community buildings to maximise efficiency and environmental performance.*

Site selection will be informed by a comprehensive site analysis with no loss of existing trees.

The topography of the selected site will be utilised for sustainable water management.

Consider modular buildings to minimise site disturbance.

*Performance Criteria 3.2 – Achieve a 5 Star Green Star (or equivalent) certification for all new community buildings.*

Key design features of community buildings in the Park Lands may include:

- green roofs to reduce building heat absorption and promote biodiversity

- locally indigenous plantings within the buildings' surroundings to support biodiversity and wildlife habitat
- maximising the use of natural light and ventilation to reduce the need for artificial lighting and heating, ventilation air conditioning (HVAC) systems
- use of sustainable materials and renewable energy sources to reduce environmental impact

**Principle 4 – Create high quality welcoming and accessible facilities to maximise community use.**

*Performance Criteria 4.1 – Community buildings will be designed to be accessible for all.*

Prioritise single level buildings for optimal accessibility and use, incorporating universal design principles to create a welcoming environment for everyone.

Provide generous shelter and shade and amenities including seating, handwashing facilities, drinking fountains, kiosks, and toilets.

*Performance Criteria 4.2 – Community buildings will be accessible via path networks and on-street parking.*

Link community buildings and associated sports facilities to public transport and cycling and walking networks to encourage sustainable transport options.

Car parking will not be permitted on the Park Lands, with the exception of loading and unloading, drop off and pick up, and disability parking.

Implement indented parking measures to optimise visitor safety along roadways.

Avoid the addition of access roadways. If unavoidable, use permeable surfaces.

**Principle 5 – Support diverse participation through equitable co-funding.**

*Performance Criteria 5.1 – Provide transparent and equitable co-funding of community buildings and associated facilities.* Council will co-fund projects that meet the following eligibility criteria:

<b>Project Co-funding Criteria</b>
• Project brief co-designed with Council
• Consistent with the Adelaide Park Lands Management Strategy
• Delivers core elements of local level provision and focuses on community participation in outdoor sport and recreation
• Results in increased accessibility, inclusion and/or utilisation of community facilities within and outside training and competition times
• Results in upgrading or creating an asset that is owned and managed (through a lease or licence) by Council
• Benefits more than one user group or organisation
• Complies with the principles contained in this policy
• Incorporated in Council’s Long Term Financial Plan



Council will consider co-funding the design and construction costs on the following basis:

<b>Primary Lessee (existing or proposed)</b>	<b>Maximum Council co-funding contribution</b>	<b>Minimum Lessee co-funding contribution</b>
Not for profit Community Club or Association	Up to 50%	No minimum
State Sporting Association	Up to 50%	At least 25%
Educational Institution	Up to 25%	At least 50%

**Application of this document**

Compliance with this policy requires each performance criteria to be addressed.

Council will undertake to apply this policy in accordance with:

- City of Adelaide Park Lands Lease and Licence Policy and the:
  - process for selection of lessees/licensees
  - setting of lease and licence conditions
  - management of lessees/licensees and sub-lessees/licensees
- City of Adelaide Buildings Asset Management Plan and the:
  - maintenance, renewal and disposal of building assets

**OTHER USEFUL DOCUMENTS**

**Related documents**

- Adelaide Park Lands Building Design Guidelines
- Adelaide Park Lands Community Land Management Plan
- Adelaide Park Lands Management Strategy
- Buildings Asset Management Plan
- Park Lands Lease and Licence Policy

**Relevant legislation**

- *Adelaide Park Lands Act (SA) 2005*
- *Local Government Act (SA) 1999*

**GLOSSARY**

Throughout this document, the below terms have been used and are defined as:

**Adelaide Park Lands:** Those areas of the Park Lands defined by the *Adelaide Park Lands Act 2005*, which have been Gazetted by Parliament and defined to be under care and control of the City of Adelaide.

**Adelaide Park Lands Community Land Management Plan:** A document required under the *Local Government Act (SA) 1999*, that informs how community land under the care and control of the City of Adelaide will be managed in accordance with the Adelaide Park Lands Management Strategy, including the identification of leased and licensed areas.

**Adelaide Park Lands Management Strategy:** A document required under the

*Adelaide Park Lands Act (SA) 2005*, that sets the strategic framework for the overall planning and management of the Adelaide Park Lands.

**Building Floor Area:** The floor space measured to the inside wall lines.

**Building Footprint:** The ground level area of a building measured to the outside wall line, not including open hardstand areas.

**Community Building:** A community building that is provided for the primary purpose of supporting organised use of adjacent outdoor sports and recreation facilities at a local level in the Park Lands.

**Core Elements:** The table below details core elements of local level provision.

<b>Core Elements - Buildings</b>	<b>Notes</b>
Participant Change Room	Minimum of two and maximum of four (full size) change rooms
Participant Amenity	Up to three showers / toilets per amenity Minimum of two and maximum of four change room amenities
Match Officials / Umpires Change Room	Minimum of two and maximum of four change rooms incorporating one shower / toilet per room
First Aid Room	Maximum of two rooms
Public / Spectator Toilets	One accessible and two ambulant
Storage	May be larger where storage of specialist sports equipment is required and/or multiple user groups
<b>Core Elements - Buildings</b>	<b>Notes</b>
Cleaning Closet	
Kitchen / Kiosk	Includes storage space
Common Area	Includes meeting space
Covered Outdoor Area	Cannot be enclosed

<b>Core Elements – Associated Infrastructure</b>	<b>Notes</b>
Lighting	To support sports training and competition
Playing Fields / Greens	Irrigated natural or hybrid turf
Sports Courts	Sports specific surfaces, but cannot be fully fenced
Netting / Fencing	Where required for safety, but cannot exclude community access outside of training and competition times

**Lessee/Licensee:** An organisation that has a direct legal relationship with Council via a lease or licence.

**Local Level Provision:** Facilities built and maintained to a local community sport standard as per sports facility guidelines to support senior and junior sports training and competition.

**Sports Facility Hierarchy:** The level of competition proposed to be played at a facility will inform the extent and standard of sports infrastructure provision. Typical hierarchy categories are State, Regional, District and Local.

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**ADMINISTRATIVE**

As part of Council’s commitment to deliver the City of Adelaide Strategic Plan, services to the community and the provision of transparent information, all policy documents are reviewed as per legislative requirements or when there is no such provision a risk assessment approach is taken to guide the review timeframe.

This Policy document will be reviewed every **five** years unless legislative or operational change occurs beforehand. The next review is required in **2028**.

**Review history:**

Trim Reference	Authorising Body	Date/ Decision ID	Description of Edits

**Contact:**

For further information contact the City Culture Program:

City of Adelaide

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## Draft Housing Strategy

Strategic Alignment - Thriving Communities

Public

**Tuesday, 3 October 2023**

**City Community Services and  
Culture Committee**

**Program Contact:**

Sarah Gilmour, Associate  
Director Park Lands, Policy &  
Sustainability

**Approving Officer:**

Ilia Houridis, Director City  
Shaping

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## EXECUTIVE SUMMARY

The purpose of this report is to present a draft Housing Strategy for the purposes of public consultation. The draft Housing Strategy has been prepared in response to recent Council directions, as follows:

- At a CEO Briefing held on 28 February 2023, Council identified the need to review its Homelessness, Social Housing and Housing Affordability Policy 2022-2025, adopted in May 2022, and create a separate housing policy.
- At the City Community Services and Culture Committee meeting held on [2 May 2023](#), a workshop sought Council Member views on the housing policy parameters and the City of Adelaide's role in housing policy.

This report contains the information requested by the Council and seeks approval of the draft Housing Strategy as the basis for public consultation.

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## RECOMMENDATION

The following recommendation will be presented to Council on 10 October 2023 for consideration

THAT THE CITY COMMUNITY SERVICES AND CULTURE COMMITTEE RECOMMENDS TO COUNCIL:

THAT COUNCIL:

1. Endorses the Housing Strategy contained in Attachment A to Item 7.5 on the Agenda for the meeting of the City Community Services and Culture Committee held on 3 October 2023, for the purpose of public consultation.
  2. Endorses the Engagement Plan contained in Attachment B to Item 7.5 on the Agenda for the meeting of the City Community Services and Culture Committee held on 3 October 2023, for the purpose of public consultation.
  3. Authorises the Chief Executive Officer to make minor and technical amendments to the documents contained in Attachment A and Attachment B to Item 7.5 on the Agenda for the meeting of the City Community Services and Culture Committee held on 3 October 2023.
-

## IMPLICATIONS AND FINANCIALS

City of Adelaide 2020-2024 Strategic Plan	<b>Strategic Alignment – Thriving Communities</b> 1.5 Support health and housing for vulnerable people and young people.
Policy	This report presents a draft Housing Strategy for the purposes of engagement. The Strategy will be presented to Council for final endorsement in December 2023. The Housing Strategy, together with a Homelessness Policy, will replace Council's Homelessness, Social Housing and Housing Affordability Policy 2022-2025.
Consultation	If the draft Housing Strategy is endorsed for the purpose of consultation, targeted stakeholder and broad community consultation will be undertaken in accordance with Council's Community Consultation Policy. Internal consultation to develop this Strategy has occurred with Strategic Property and Commercial, Regulatory Services, Finance teams and Adelaide Economic Development Agency (AEDA). Targeted external consultation has occurred with housing specialists.
Resource	Not as a result of this report
Risk / Legal / Legislative	Not as a result of this report
Opportunities	The development of a Housing Strategy will clarify Council's role across the housing spectrum and its strategic directions for housing for implementation.
23/24 Budget Allocation	The 2023/24 budget includes 1.0 FTE for a Social Planner: Housing and Homelessness to support the development and implementation of Council's housing and homelessness programs. A two-year adaptive reuse project will commence in 2023/24 and received \$500,000 in external funding through the Capital City Committee.
Proposed 24/25 Budget Allocation	Not as a result of this report
Life of Project, Service, Initiative or (Expectancy of) Asset	The Housing Strategy is proposed to be a 10-year strategy.
23/24 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

## Background

1. The purpose of this report is to present a draft Housing Strategy for the purposes of stakeholder and community engagement, in response to Council's decision to separate the existing Homelessness, Social Housing and Housing Affordability Policy, adopted in May 2022, into a separate housing policy and homelessness policy.
2. The draft Housing Strategy has been prepared in consultation with key internal and external stakeholders.
3. The following housing research projects have informed the preparation of the draft Housing Strategy:
  - 3.1. Housing Data Project by .id Consulting
  - 3.2. Housing Audit and Needs Analysis by SGS Economics & Planning, supported by URPS – this included targeted external consultation with 10 housing specialists across government, private and not-for-profit.
  - 3.3. Housing Policy Interventions Options Paper prepared by Social Policy Solutions, with Viable Consulting.
4. Several forums and workshops with key stakeholders informed the development of this Strategy:
  - 4.1. Capital City Committee Adaptive Reuse Forum 5 May 2023 – 90 attendees
  - 4.2. Homelessness Roundtable 10 August 2023 – 55 attendees
  - 4.3. City Plan Studio: Magnet City 5 September 2023 – 42 attendees
  - 4.4. City Plan Studio: New Urban Form 7 September 2023 – 33 attendees
  - 4.5. City Plan Studio: Urban Forest and Climate 12 September 2023 – 46 attendees
  - 4.6. City Plan Studio: Park Land Legacy and Futures 13 September 2023 – 34 attendees
  - 4.7. City Plan Studio: Connecting People and Places 14 September 2023 – 48 attendees.
5. Feedback from Council Members via the workshop on 2 May 2023 has assisted in shaping the Strategy.
6. The Strategy has also been informed by Council's submission on the National Housing and Homelessness Plan Issues Paper endorsed by Council on 26 September 2023.

## Strategy Scope and Approach

7. The proposed approach is the development of a consolidated Housing Policy and Strategy document (Housing Strategy). The Housing Strategy will address Council's approach across the housing spectrum from homelessness to home ownership. **(Attachment A)**.
8. Whilst homelessness is referenced in the continuum, separate work on the current direction for a dedicated homelessness policy is also proceeding.
9. The draft Housing Strategy identifies the roles of the tiers of government and the private and community sectors in the housing sector, acknowledging the increased role that the City of Adelaide is proposing to take particularly in the areas of affordable rental and adaptive reuse.
10. The draft Housing Strategy identifies three goals, each with measurable targets:
  - 10.1. Goal 1: Delivery of affordable sale and rental properties is mandated in new developments.
    - 10.1.1. Target: 15% of new dwellings are available as affordable purchase or rental to people earning low to middle income (defined in the Strategy).
    - 10.1.2. Target: To reduce the number of households experiencing rental stress from 33% (2004 households) to 25% by 2036. Based on 2021 household data this would mean a reduction in those experiencing rental stress by 500 households.
    - 10.1.3. Target: To increase the share of family households from 12.5% to 15% by 2028.
  - 10.2. Goal 2: Drive innovations in housing product, environmental sustainability and delivery models to grow diverse affordable housing stock.
    - 10.2.1. Target: Deliver one small scale adaptive reuse project per year from 2025.
    - 10.2.2. Target: All new dwellings built from 2025 are fully electric (no internal gas supply).

10.3. Goal 3: Attract institutional and not-for-profit investment into the City of Adelaide as a targeted economic opportunity to increase housing supply with priority on affordable rental.

10.3.1. Target: Attract investment to deliver 450 affordable rental properties by 2028.

10.3.2. Target: New projects in the city use City of Adelaide incentive schemes or State Government schemes to achieve improved infrastructure, sustainability, public realm or affordability outcomes.

11. Targets for population and household diversity in the draft Strategic Plan will be supported through the Housing Strategy.
12. The key levers of change that Council can use to achieve the identified targets include partnerships, advocacy and Council programs and projects. Principles for investment are identified in the draft Housing Strategy.
13. With the approval of the Housing Australia Future Fund by the Australian Government on 14 September 2023, confirming Council's policy and strategic position in relation to housing strengthens opportunities to advocate for funding and investment in affordable housing in the City.

#### **Next Steps**

14. If the draft Housing Strategy is approved by Council, targeted stakeholder and broader community engagement will commence from the middle of October through to the middle of November (**Attachment B**).
15. The updated Housing Strategy for approval will be presented directly to the Council in December 2023 to meet the timeframe for the CEO KPI.

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## ATTACHMENTS

**Attachment A** – Draft Housing Strategy

**Attachment B** – Housing Strategy Engagement Outline

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- END OF REPORT -

# CITY OF ADELAIDE DRAFT HOUSING STRATEGY

OCTOBER 2023





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## KAURNA ACKNOWLEDGEMENT

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

*Parnako yailtya, parnuko tappa purruna, parnuko yerta ngadlu tampendi. Yellaka Kurna  
meyunna itto yailtya, tappa purruna, yerta kuma burro martendi, burro warriappendi, burro  
tangka martulyaiendi.*

*Kumarta yaitya miyurna iyangka yalaka ngadlu tampinhi.*

City of Adelaide acknowledges the traditional Country of the Kurna people of the Adelaide Plains and pays respect to Elders past and present.

We recognise and respect their cultural heritage, beliefs and relationship with the land. We acknowledge that they are of continuing importance to the Kurna people living today.

And we also extend that respect to other Aboriginal Language Groups and other First Nations.

## LORD MAYOR FOREWORD

*Vibrant and resilient cities rely on a diversity of housing. That means catering for young professionals, families, students, and retirees.*

*If Adelaide wants to be one of the world's most liveable cities, its housing stock should come in all shapes and sizes and cater for people at different stages of their lives.*

*A significant demographic shift over the past few years has meant about 40 per cent of homes in the city have only one resident, stymying our ability to increase our population or support diverse neighbourhoods.*

*More accommodation will alleviate the housing crisis, allow city workers to reduce travel time, sustain a thriving retail and property sector, and above all produce greater vibrancy.*

*Doing nothing is not an option for a city with ambition.*

*This Housing Strategy outlines the City of Adelaide's 10-year plan for housing in the CBD, setting ambitious outputs and targets across the short, medium, and long term.*

*Adelaide should be a city where people from all walks of life can live, work, and play – and getting a good mix of housing will ensure we can achieve this.*

**Dr Jane Lomax-Smith**

**Lord Mayor, City of Adelaide**

## INTRODUCTION

Australia is in a housing crisis that is unprecedented. House prices and rental rates are high and vacancy rates are extremely low. All levels of government are considering what can be done and what policy changes are required to address this crisis.

Local governments around the country are looking at ways they can contribute to increased supply and housing affordability.

The City of Adelaide has had varied roles in housing policy and delivery in the past. With an ambition to grow the economy and population of the City, access to secure housing that people of all ages can afford is key.

This Strategy acknowledges that there is an affordability issue but seeks to influence supply more broadly as a way of shifting affordability.

Over half of the City of Adelaide's residents rent from private landlords or live in social housing.<sup>1</sup> We know that there are not enough houses that people can afford to rent across Australia and the housing market is yet to respond. Given our high renter population changing this is a priority of the City of Adelaide to ensure that there are enough affordable and quality rentals in the city.

We have a history of making affordable housing happen in our City. Our focus now is on a new type of affordable housing that key workers and residents can afford to rent.

Targeted interventions are proposed to increase the availability of affordable housing to meet the diverse needs of our community. We will do this through partnerships and facilitating opportunities for the private sector and specialist housing organisations.

The City of Adelaide is a small Council with big ambitions. We will ensure diverse, quality housing is built using best practice and existing buildings are adapted, where practical, for housing in more creative and sustainable ways.

An emphasis on innovation in housing design, adaptive reuse of existing buildings, sustainability and financial models also seeks to improve affordability through cost of living and life cycle costs which have dual benefits to the community and environment.

We want the State Government to focus on social housing. It must ensure homes that people can afford to rent or purchase are part of all new developments.

We want the Federal Government to focus on taxation and economic investment to support increased housing supply opportunities.

Failure to act and rely on other levels of Government is a risk the Capital City will not take.

Our Housing Strategy will help key workers find housing. It will help grow the number of people calling our City home.

Leadership on housing is needed. As a Capital City we will lead and work with others on our Housing Strategy.

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<sup>1</sup> [Housing Demand | City of Adelaide | housing monitor](#)

# 1. UNDERSTANDING HOUSING

## 1.1 The Housing Spectrum

People and communities need access to secure, affordable and appropriate housing to thrive. It improves quality of life and leads to better economic outcomes.

Homelessness can affect anyone across the whole housing spectrum at any time. The provision of affordable housing across the entire housing spectrum helps to improve liveability, create diverse and inclusive communities, while also contributing to population growth.

The housing spectrum is made up of different parts (see Figure 1). People may need to access different types of housing at different times in their life.



Figure 1 National Housing and Homelessness Discussion Paper

### Homelessness

Homelessness can be experienced in different ways, from sleeping rough on our streets, couch surfing with friends and family, staying in overcrowded conditions or living in accommodation with no secure tenure.

### Crisis and Transitional Housing

Crisis and transitional housing may be emergency housing provided to someone experiencing homelessness, escaping domestic violence or in need of other crisis support services to support their mental and/or physical health.

### Social Housing

Social housing is rental housing that is provided and/or managed by government or non-government organisations, including public and community housing. Social housing rent is capped at 25-30% of the tenant's income. Commonwealth welfare recipients represent up to 90 per cent of social housing tenants. Social housing tenants may include people on very low incomes or people living with a disability.

### Affordable Housing

Affordable housing is accommodation where a low or moderate-income household pays no more than 30% of their annual income to rent or buy.

This ensures that affordable housing is appropriate for the needs of a range of household income levels, including key workers, and priced so that these households are able to meet other basic living costs such as food, clothing, transport, medical care and education.<sup>2</sup>

<sup>2</sup> [Affordable Housing | SA Housing Authority](#)

In the City of Adelaide, we define key workers as low to moderate income households (30-80% Area Median Income) who work in:

- Health and social care
- Education and childcare
- Emergency services
- Essential public sector services (including utilities)
- Food and other necessary goods/retails (including agriculture)
- Essential transport/delivery services (include petrol stations etc)

## Private Rental

A private rental is a house which the tenant rents from a private landlord. This might be directly or through an agent. Landlords could be individuals 'mum and dad' landlords or institutional landlords through build-to-rent or purpose built student accommodation projects.

## Home Ownership

Home ownership is often seen as the great Australian dream. It is no longer attainable for many of Australians and nor is it everyone's dream. While Capital Cities typically have a higher proportion of renters than metropolitan areas, there are still home owners in the City of Adelaide. Home owners may own their property outright (no loan) or may be paying off a mortgage.

## 1.2 Roles and Responsibilities

The housing and homelessness sector in Australia is complex. A coordinated effort by all levels of Government and non-Government sectors is needed.

### Government

For more than twenty years the role of Governments has been clear and unchanged.

The housing crisis is changing the policy landscape for all levels of Government.

Federal Government	State Government	Local Government
Tax settings, financial rules and income support policy funding and support for housing - includes social housing and rental assistance	Social housing and homelessness services. sets policy and process for housing - includes land use planning, building codes and major housing projects.	Local planning policy and development assessment. support affordable housing through rate setting and rebates to not-for-profit housing providers. Provision and management of the public realm and elements of social infrastructure Support the homelessness sector through advocacy, partnerships and facilitation of services.

### Private and community sectors

Not-for-profit, community housing providers and private industry play a role in housing and homelessness through delivery of housing and support services.

Community Housing Providers	Private Sector
Build and manage affordable rental properties Often targeting specific groups such as people with a disability, older people, etc	Provision of affordable housing is not mandatory Incentives and inclusionary zoning policies assists with delivery of limited affordable housing by the private sector



## 2. UNDERSTANDING THE HOUSING PROBLEM

The City of Adelaide is facing a housing crisis. High land costs and lack of housing choice has led to few affordable housing options and this impacts housing security and affordability. A tight rental market is adding to housing concerns.

The pandemic shed light on and then fast tracked the housing crisis. Lockdowns, health measures and changes in travel followed. As borders closed overseas student numbers fell. Population growth slowed but demand for housing stayed high.

Cost of living pressures for people includes increasing housing costs. Our data shows 18% of households are in housing stress<sup>3</sup>.

There is a mismatch between demand and supply for affordable housing. Between 2021 and 2041, the need for social and affordable housing will rise by nearly 2000 households.

Housing challenges impact people on low incomes more with housing becoming out of reach for many people. This includes young and older Australians. The barriers are greater for people facing domestic violence, older women, people living with disability or mental health issues and in Aboriginal and Torres Strait Islander communities.

We need more secure housing that is affordable, sustainable and diverse in the City of Adelaide.

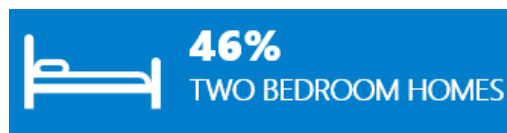
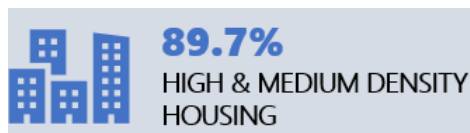
### 2.1 Housing Need

Housing need is complex and changing. What is clear is that the City of Adelaide needs housing solutions now. We also need to fast-track housing for those most in need.

#### *Housing Types*

Household formation and resident demographics in the city context includes a much greater proportion of lone person households, 44% in 2021 compared to 28% in Greater Adelaide<sup>4</sup>.

Within the CoA, 22.2% of housing has 1 bedroom, which is significantly higher than for Greater Adelaide at 3.6%. Conversely 3 bedroom dwellings are only 20.3% of the dwelling stock in the CoA compared with 49.9% of housing stock for Greater Adelaide.



With almost 50% of housing in the CoA providing 2 bedrooms, adaptability of floorplates in medium and high density developments (in particular) are needed to provide a wider range of dwelling sizes in response to changing demands and variable needs across the community.

#### *Housing vulnerable groups*

CoA acknowledges the specific housing needs of cohorts such as First Nations people, older women, people living with a disability, people living with mental health issues, and people experiencing or at risk of homelessness that need to be addressed through housing policy at all levels of government.

<sup>3</sup> [Housing Stress & Need | City of Adelaide | housing monitor](#)

<sup>4</sup> [Household size | City of Adelaide | Community profile](#)

### Median house price



### Average weekly rent



### Renter Household Stress:

33% of all renters in housing stress in 2021 (2004 households)

60% of 60-80% AMI in rental housing stress 2021

+5.7% of renters in housing stress each year between 2011 and 2021

Many factors play a role in housing choices. The two biggest drivers of housing demand are employment and demographics.

## 2.2 Employment

Employment in the City of Adelaide is in industries that service the population such as retail and health care, as well as professional services such as finance. Its role as the centre of South Australia's government supports significant employment in public administration. There is a link between job growth and need for more houses. More service sector jobs will grow demand for affordable housing and renting. Growth in high-paying jobs is matched with increased demand for homes for purchase.

Currently our residents make up 5.3% of the city's workforce. This is low for a capital city. As a City we have the ambition for more of the City's workforce to have the option to live in the City, and for this workforce to grow overall. We therefore need to actively increase the housing availability, affordability and diversity to allow for this.

### Infographic

#### Workers:

13,700 workers in 2022

+2000 workers between 2010 and 2022

1.7% of Greater Adelaide's labour force

#### Jobs:

157,498 jobs in 2021

+30,000 jobs between 2011 and 2021

3.2% average annual jobs growth rate 2011 to 2021

#### Top three Industries:

Health care and social assistance

Professional, scientific and technical services

Education and training

## 2.3 Communities

The City of Adelaide has grown over the last fifteen years. There has been more growth in the suburb of Adelaide than North Adelaide. The biggest increases are younger people in their 20s and 30s and this is linked to increases in international students and young professionals. This trend will likely continue.

Over 60% of people living in the City of Adelaide are renting. New migrants from overseas will drive more demand for rental housing.

There will be more older people living in City of Adelaide. This trend is most evident in North Adelaide. There will be demand for City-based retirement living, both in formal retirement living environments and affordable housing (for rent or sale). There are already examples of mixed-use city developments with retirement living.

Small households are growing. Most growth is in one and two person households. This is different to Greater Adelaide where most growth is lone-person households.

In the future there will be a greater proportion of households of couples with children, multi-family households and single-parent families, however single and two person households will account for more than 70% of all households in 2031.

### *Infographic*

#### Demographics

*26,120 city residents (2023)*

*Largest age group – 20-24 year olds*

*15-19 year olds +2587 by 2031*

#### Households:

*+30% households between 2021 and 2031*

*4.01% per annum growth between 2021 and 2031*

*44.3 % lone person households 2021 – forecast to 45.5% by 2031*

*+60% of households renting*

*+8,500 houses to 2036*

*+16,100 people to 2036*

#### Vulnerable people:

*More demand for accessible and disability support housing*

*Need for more diverse housing stock*

#### Student housing:

*Purpose built accommodation & Halls of Residence: 1,805 students in 2021*

*18.6% of lone person households (private dwellings) in tertiary education (2021)*

## 2.4 Supply of Housing

The primary form of housing supply in the City over the past 10+ years has been development over 4 storeys. In North Adelaide the highest increases are in semi-detached houses. There has been large turnover in housing in North Adelaide, but only a 5% increase in dwelling numbers from 2011-2021. For Adelaide housing supply increased by 50% in this same time period.

More student accommodation is provided in the City than across the Greater Adelaide area. Student accommodation facilities have increased by 11 to a total of 17 in 2021.

The CoA's recent rental vacancy rates are extremely low at 1.3% for postcode 5000<sup>5</sup> (Adelaide) and 1% for postcode 5006<sup>6</sup> (North Adelaide). In June 2023 the rate sat at 0.6 percent. While low rental vacancy rates and higher house prices demonstrate demand, it is crucial that future growth is not restricted because of limited places to live and lack of housing choice. A healthy vacancy rate to promote growth and opportunity is considered to be approximately 3%.

House prices are growing in the City of Adelaide. The average sale price for houses and strata units is beyond the affordable house price.

Increasing rental and purchase prices impact on the supply of affordable housing in the city. It is clear that increased supply, specifically of affordable housing, (particularly rental) is needed.

### *Infographic*

#### *Housing Supply:*

*+3905 dwellings between 2011 and 2021*

#### *Type of Housing Supply:*

*50% units over 4 storeys*

*+3360 units between 2011 and 2021*

*30% semi-detached*

#### *Student residential colleges:*

*+904 people between 2011 and 2021*

*+ 11 Residential Colleges between 2011 and 2021*

#### *Infograph stats*

*1315 peak dwelling approvals in 2014/15*

*681 dwelling approvals in 2021/22*

---

<sup>5</sup> [https://sqmresearch.com.au/graph\\_vacancy.php?postcode=5000&t=1](https://sqmresearch.com.au/graph_vacancy.php?postcode=5000&t=1)

<sup>6</sup> [https://sqmresearch.com.au/graph\\_vacancy.php?postcode=5006&t=1](https://sqmresearch.com.au/graph_vacancy.php?postcode=5006&t=1)

## 2.5 Housing Affordability

Housing affordability relates to the capacity of the occupants to pay for housing, regardless of their income.

All new housing developments should consider embodied carbon, sustainability and sufficiency principles.

Available housing must be affordable beyond rent or mortgage repayments, therefore, climate change must be considered to ensure long-term housing costs do not increase for those who can least afford it. With rising power costs and rising temperatures, the costs of keeping housing cool and liveable in Australia is increasing. There are opportunities for addressing the impacts of climate change on liveability of housing such as urban greening, electrification and renewable energy.

Renters are disproportionately impacted by long-term housing costs in this way as they have limited ability to improve efficiencies in their home. For example, private or social housing tenants cannot choose to have solar panels installed which may be an upfront cost but decrease energy costs over the long-term. This is something that owner occupiers can choose to do and can sometimes access incentives to do so.

The housing crisis is broad, but we are up to the task. This Strategy assists with finding new ways for people to call the City home. The City of Adelaide is committed to acting where we can have impact.

**U-City Case Study** (to be inserted into designed version)

### **3. HOW THE STRATEGY WAS DEVELOPED**

To inform our Housing Strategy we took time to understand the data and possibilities for growth. We looked at the roles Council can play and where we can act. We talked to people in the housing industry, community sector, economic sector, government, and our workers and residents. We completed the following studies and reports that inform our next steps.

#### **Housing Data**

Our approach is based on data and research.

#### **Land Supply and Population Capacity**

We have identified more than 830 parcels of land that can be developed in the City. This includes 500 sites in the centre of our Capital City.

#### **Development at our Boundaries**

Land at our boundaries is zoned for growth. We talked to our neighbouring Councils about when and where housing on our edges will increase.

#### **Housing Audit and Needs Analysis**

We consulted with State, local, economic development, student and community housing groups on barriers, opportunities and gaps in housing.

#### **Housing Policy Discussion Paper**

We looked at existing housing policy in Australia. We found a gap in affordable rental in the City. This has informed our policy direction.

#### **Policy Review**

Our existing policy and plans informed this Strategy. We learnt from what works and included it in this Strategy. The Strategy is clear about the outcomes we want and the roles we will play.

#### **Community and Market Research**

We listened to businesses and residents through our regular surveys. We are focused on affordable housing for key workers, students, younger professionals and residents.

#### **Adaptive Reuse Roundtable 5 May 2023 & Working Group**

Information received through the forum, and ongoing discussions of the Working Group have informed the development of this Strategy.

#### **Homelessness Roundtable 10 August 2023**

Information received through this forum has informed the development of this Strategy

#### **City Plan Stakeholder engagement September 2023**

Forums Series & Drop In Sessions

#### **Investing in Adelaide**

Our work to grow the local economy must be supported by housing. We need new housing projects and models for people to work, study and live in the City.

### **Engagement on the draft Strategy**

The City of Adelaide works with the building, development and social services sector, and other levels of Government.

To see if we are on the right track we will consult on the draft Strategy. We will target our conversations with.

- Owners of large land holdings in the City
- Development and Investment sector
- Community Housing Providers
- Other levels of Government
- Finance and Professional Services sector
- Community.

## 4. STRATEGIC ALIGNMENT

Federal Government	State Government	City of Adelaide
National Housing Accord	State Planning Policies – Housing Supply and Diversity	City of Adelaide Strategic Plan 2024-2028 - Our Places
Interim National Housing Supply and Affordability Council	Living Locally – Greater Adelaide Regional Plan	City Plan
National Housing and Homelessness Plan	Better Housing Future	Economic Development Strategy
Closing the Gap	Future Directions for Homelessness Strategy	Property Strategy
Aboriginal Housing Strategy 2021-2025		

DRAFT



## 5. OUR POLICY

As a Capital City Council, the City of Adelaide’s role in housing must be ambitious to ensure positive housing outcomes in the city across the housing spectrum. Our roles along the housing spectrum are varied to respond to the various needs and opportunities.

We will increase housing supply to make it easier for key workers to find housing and help grow the number of people calling our City home.

We will also take steps to ensure increases to housing supply provide housing that is affordable for key workers to rent.

We will continue to advocate to the State Government for planning policy reform as needed and for increased investment in public and social housing.

We will continue to advocate to the Federal Government to reform taxation policies which impact housing and for investment and incentives which assist in the development of more affordable housing.

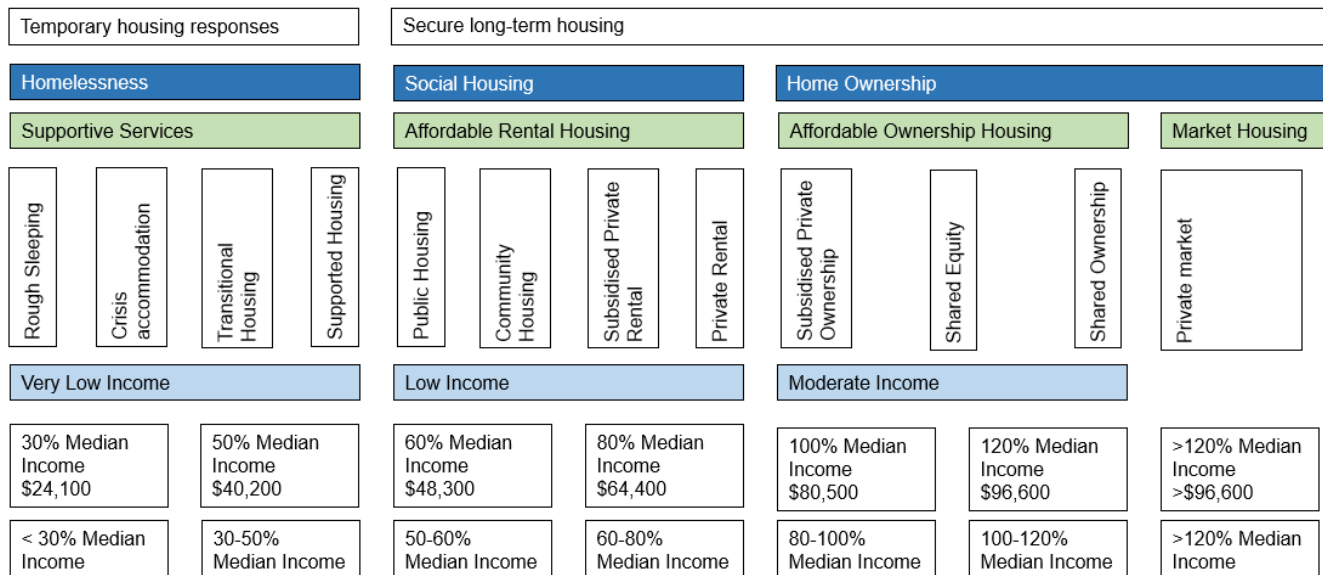


Figure 2 CoA Version to go here.

## 6. CITY OF ADELAIDE'S APPROACH

Housing policy touches on a wide range of planning, finance and governance structures. We need to consider land use, zoning, building codes, infrastructure development, public finance, taxation, fee structures and legal, administrative and regulatory frameworks.

In Australia roles are split between levels of government. We need to partner and influence to achieve the following:

1. More affordable housing choices for people renting in the City.
2. Identify key redevelopment sites, both public and private, that could provide opportunities for affordable housing and adaptive reuse.
3. Drive innovation in housing product, environmental sustainability and delivery models to grow diverse housing stock including affordable housing.
4. Attract institutional and not-for-profit investment into the City of Adelaide as a targeted economic opportunity for key worker housing.
5. Leverage the delivery of affordable housing through government land holdings.
6. Integrate across levels of government for a more coordinated approach.

The City of Adelaide has played an active role in housing such as:

- Affordable housing initiatives
- Buying land and assembling sites
- Selling sites to housing providers at a subsidised price
- Changing land use to enable affordable housing development
- Sharing in the costs of development such as land charges, road widening and service infrastructure
- Playing the role of developer
- Partnering with the State Government.

A key question for all levels of Government is how to invest in housing. The City of Adelaide will use principles to help it decide when to invest.

- A want for lasting affordable rental housing
- A need to not distort the housing market
- Act where the market has failed
- A focus on action in the short-term
- A policy area that does not repeat the effort of other levels of government
- Strategic use of resources
- A targeted approach to partners to address specific needs
- Projects for impact not for profit.

We are clear about the link between the City's economy and housing. We will continue our focus on housing for key workers. We also want to work on affordable housing. This will assist the more vulnerable members of our community. We want to show innovation. We will lead on projects to create shop-top housing. This will bring vibrancy to our main streets and support provision of a diversity of housing.

City of Adelaide Case Studies in Appendix 2

# GOAL 1 - DELIVERY OF AFFORDABLE SALE AND RENTAL PROPERTIES IS MANDATED IN NEW DEVELOPMENTS

## The Problem and the Opportunity

Nationally we are facing a housing affordability crisis. Recent pressures on the economy and a limited focus on housing by all levels of government have combined to create a very unaffordable housing market, with limited supply and very low vacancy rates.

The current planning system encourages but does not incentivise affordable home ownership opportunities through new developments. A stronger and consistently applied approach is required. Much of the focus to increasing housing supply by the State Government has occurred in metropolitan Adelaide, outside the City of Adelaide. A targeted City approach is therefore needed to improve housing affordability in the City.

The City of Adelaide also wants to improve housing affordability for renters. By improving affordability and availability of private rentals in the City, we reduce the financial burden high rents currently have on City residents and we will be able to attract more people to call the city home.

## Our Ambition

The CoA has identified a need for interventions in the housing market to foster and grow a new affordable rental asset class for key workers and residents. Currently we have an undersupply of affordable housing, with data showing that we have 2004 households in rental stress (in 2021). This means that 2004 households (very low, low and moderate income households) are spending more than 30% of their income on their rent or mortgage.

With the current focus by all levels of government on the housing crisis, investigations undertaken to date have identified that it is imperative that these efforts are co-ordinated, to minimise duplication or gaps in delivery of outcomes.

**Our Target:** 15% of new dwellings are available as affordable purchase or rental to low and moderate income earners.

Between 2011 and 2021, the number of households in rental stress, where their rents exceeded 30% of household income, increased by 5.7%. Acknowledging much to do with housing prices are outside of the City's control, we will work to reduce the total number of households in housing stress and have set a target, to ensure the proportion of households experiencing rental stress does not increase. This will primarily be achieved through the increase of housing affordable for key workers.

**Our Target:** To reduce the number of households experiencing rental stress from 33% (2004 households) to 25% by 2036. (Based on 2021 household data this would mean a reduction in those experiencing rental stress by 500 households).

We want to make it an option for families to live in the City. Currently most households are forced to leave their city living lifestyle as their family grows. We want to increase the availability of housing suitable for families by increasing the diversity and affordability of our housing.

**Our Target:** To increase the share of family households from 12.5% to 15% by 2028.

## Levers of Change

### Advocacy

The CoA will continue to advocate to the State and Federal Governments for financial incentives and initiatives which result in more affordable housing in the private rental market, including through opportunities available through the Housing Australia Future Fund.

The CoA will advocate to the State Government to establish a new partnership entity between agencies of government, council, community housing providers, industry and development groups that can oversee and/or be vested with responsibility to deliver significant affordable, social and specialised housing in the City and activating and/or expanding existing joint project arrangements for the same.

To ensure long term housing choice the CoA will advocate for the inclusion of universal design principles into the Planning and Design Code.

### **Partner**

The CoA will actively seek partnership opportunities with private, public and community developers to increase and fast track supply of affordable rental housing. Partnership roles for Council can be varied and may include:

**Land lease** - Use of Council land for a Community Housing Provider to build affordable rental houses.

**Council as Land Owner** - Develop Council land for a mix of uses and affordable rental housing.

**Co-investment** - Invest in developments that achieve stated targets. Council investment might be for housing or public infrastructure.

**Pre-sale** - Pre-purchase houses in new developments for affordable rental.

**Seed funding** - Fund Community Housing Provider/s to build affordable rental houses.

## **Delivery Mechanism**

### **Strategic Property Action Plan**

This Action Plan recognises the role that Council's property portfolio plays as one of the most powerful levers to shape and accelerate city liveability, growth and investment. The Action Plan aims to optimise the performance of the city's property portfolio ensuring the effective use of its assets with improved alignment to Council's strategic, community and financial objectives. Under-performing assets identified via the Action Plan are proposed for redevelopment, enhancement or disposal with returns from asset sales to be reinvested into income generating opportunities via Council's Future Fund. The Action Plan identifies key city outcomes to be derived via property holdings together with acquisition and partnership opportunities to drive Council's strategic objectives.

### **Future Fund**

The Future Fund ensures that proceeds from the sale of Council assets will be transferred and quarantined to a reserve fund (Future Fund) for the purpose of funding the future purchase(s) of new income generating assets or to fund new capital projects of a strategic nature (not to fund operational expenditure or the renewal of assets). This will enhance Council's capacity to respond to emerging opportunities in the future and facilitates the opportunity to grow community wealth without adding to public debt.

## **GOAL 2 - DRIVE INNOVATION IN HOUSING PRODUCTS, ENVIRONMENTAL SUSTAINABILITY AND DELIVERY MODELS TO GROW DIVERSE AND AFFORDABLE HOUSING STOCK**

### **The Problem and the Opportunity**

The CoA and more broadly South Australia are experiencing significant housing availability and affordability challenges.

All new housing developments should consider embodied carbon, sustainability and sufficiency principles and housing must be affordable beyond rent or mortgage repayments.

CoA supports opportunities to deliver affordable living and greater security of tenure for residents through alternative housing design, tenure and finance models. Innovation in housing design, such as shared services/facilities and must be supported by financial models that will deliver these outcomes.

#### **Adaptive Reuse**

The current Council is considering new policies around adaptive reuse of existing commercial office buildings and how these policies interface with existing heritage and sustainability policies and funds, and new calls for “sufficiency” measures and metrics.

Opportunities for adaptive reuse are a way to use suitable, latent building stock to increase housing supply. This can include the reuse of vacant or underutilised office buildings, redevelopment of heritage buildings and conversion of underutilised commercial space above retail buildings (e.g., shop top housing).

Adaptive reuse can reduce the total embodied carbon produced in the construction of new buildings. Combined with retrofits for energy efficiency, the building can reduce carbon emissions in operation and be more comfortable for occupants. Government and developers where possible should consider the emerging evidence based circular economy principles specific to housing developments.<sup>7</sup>

#### **Affordable Living**

Better quality homes use less energy, have lower bills and are more comfortable to live in. Requiring all new dwellings to be electric-only would improve energy efficiencies, with measurable benefits to the resident. All electric homes allow residents to use renewable energy supply and can save homes up to \$1,020 per year in energy bills and remove the negative health implication of gas in homes.<sup>8</sup>

For renters, housing stock quality affects occupants’ health and wellbeing with limited ability or very high costs to keep cool in summer and warm in winter. Retrofits to improve thermal efficiency (insulation, sealing leaks, window coverings) and choosing efficient, electric appliances at their end of life would address equity and climate justice for those on lower incomes.

### **Our Ambition**

The South Australian Government’s Capital City Committee has provided the City of Adelaide \$500,000 funding to explore opportunities to convert vacant above-shop premises into apartments in Adelaide’s CBD. This includes funding towards a Project Lead, Adaptive Reuse Housing Initiative to undertake a two-year project.

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<sup>7</sup> [Inquiry into housing in a circular economy | AHURI](#)

<sup>8</sup> [Getting off gas: why, how, and who should pay? \(grattan.edu.au\)](#)

The City of Adelaide is committed to ensuring this project results in housing outcomes and therefore has the ambition based on the investigations to deliver directly or through partnerships, one small scale adaptive reuse project per year from 2025.

**Our Target:** Deliver one small scale adaptive reuse project per year from 2025.

The City of Adelaide will incentivise and encourage no new gas connections, while advocating to the State Government to amend the Planning and Design Code to phase out all new connections from 2025. With 49.9% of the City's residents renting in the private market, it is important to government to encourage change, where renters are unable to initiate changes in some areas of housing themselves.

**Our Target:** All new dwellings built from 2025 are fully electric (no internal gas supply).

## Levers of Change

### Advocacy

Advocate for:

Changes to the Planning and Design Code to restrict gas connections to new homes.

Mandatory disclosure of the energy rating of homes to give prospective occupants an understanding of how much a house will cost to run.

Improvements to conditions for renters. Such as minimum standards for rental properties to include ceiling insulation.

Changes to the National Construction Code for continual improvement of thermal efficiency rating, to reach higher than minimum 7 Star NatHERS rating.

### Enable

The City of Adelaide will continue to provide support and incentives to city residents to transition from gas to all electric in their homes.

The City of Adelaide will focus on programs that support strata-managed apartment buildings to overcome barriers to electrification.

## Delivery Mechanism

### Adaptive Reuse Housing Initiative & Working Group

In collaboration with the State Government, Council will identify ways to remove or address barriers to the repurposing of older and vacant buildings within the City of Adelaide with the potential to deliver an "adaptive reuse trial".

Investigations for alternative housing models in the City to provide a range of housing options that deliver affordable living opportunities.

### **Sustainability Incentives Scheme**

The Sustainability Incentives Scheme assists homes to install technologies that reduce utility cost and environmental impact by providing rebates on new technology or appliances. It provided funding to over 700 projects between 2015 and 2022. Since 2023, the scheme has included replacement of gas appliances with electricity, providing up to \$1,000 towards individual appliance costs, and up to \$25,000 for a whole building approach taken by residential strata apartment body corporates.

### **Privately Owned Property**

Council will research the development of a program to target long-term (2-5+ years) vacant properties and land without current development applications with higher rates. Council will investigate options to facilitate development opportunities to turn the land or property in question into productive land to help the landlord avoid any increases in rates. This should begin with any site which could leverage opportunities for affordable housing and adaptive reuse.

## **GOAL 3 - ATTRACT INSTITUTIONAL AND NOT-FOR-PROFIT INVESTMENT INTO THE CITY OF ADELAIDE AS A TARGETED ECONOMIC OPPORTUNITY TO INCREASE HOUSING SUPPLY WITH PRIORITY ON AFFORDABLE RENTAL**

### **The Problem and the Opportunity**

Most Local Governments around Australia have a stated policy intention to increase the supply of private rental accommodation as part of their economic and community development objectives, however in reality there are often limited levers for Local Government to outperform broader market conditions.

The City of Adelaide recognises that the availability of affordable and secure housing for residential of all ages is key to reaching our, and the State's, economic development and population ambitions.

To support investment attraction we need to ensure amenity is enhanced through high quality public realm and provision of social infrastructure to support and attract new residential development and residents.

### **Our Ambition**

The City of Adelaide is committed to making appropriate interventions to foster and grow a new affordable rental asset class to provide appropriate rental housing including for key workers.

As a capital city council, we acknowledge that leadership is required to engage with stakeholders to achieve this ambition.

**Our Target:** Attract investment to deliver 450 affordable rental properties by 2028.

**Our Target:** New projects in the city use City of Adelaide incentive schemes or State Government schemes to achieve improved infrastructure, sustainability, public realm or affordability outcomes.

### **Levers of Change**

#### **Advocacy**

Advocate for the mechanisms to support delivery of improved public realm and delivery of critical infrastructure (including social infrastructure), needed for increased housing and population in the city.

Advocate to the State Government to reform government fees and charges applied to residential development in the city to ensure it is not placed at a financial disadvantage to development elsewhere in metropolitan Adelaide.

Advocate to State Government to work with all stakeholders to reactivate the market for existing purpose-built student accommodation and support the enablers of growth including: policy settings to enable easier entry into SA for overseas students, promoting new source markets improving access and affordability for student housing in the city.

#### **Enable**



The City of Adelaide will enable public realm and social infrastructure improvements through funding mechanisms to facilitate and align with broader master plans, amenity upgrades and programmed infrastructure improvements.

## **Delivery Mechanism**

### **AEDA**

Working closely with businesses, industry groups, state government agencies and other relevant organisations, AEDA delivers a range of programs designed to stimulate the city's economic growth including a focus on investment attraction and residential growth.

### **Strategic Property Plan**

The Action Plan recognises the role that Council's property portfolio plays as one of the most powerful levers to shape and accelerate city liveability, growth and investment. The Action Plan aims to optimise the performance of the city's property portfolio ensuring the effective use of its assets with improved alignment to Council's strategic, community and financial objectives. Under-performing assets identified via the Action Plan are proposed for redevelopment, enhancement or disposal with returns from asset sales to be reinvested into income generating opportunities via Council's Future Fund. The Action Plan identifies key city outcomes to be derived via property holdings together with acquisition and partnership opportunities to drive Council's strategic objectives.

## APPENDIX – GLOSSARY

**Affordable Housing** is typically defined as housing where households on low to moderate incomes are paying no more than 30% of their gross household income on housing costs (purchase or rent).

**Build-to-Rent** is a fast-growing international asset class which is generally targeted to higher-income earners and offers high-amenity stable rental accommodation where the entire building is owned by an institutional investor.

**Community Housing** is social housing delivered by community housing providers. Community housing is for low to moderate income or special needs households, providing safe secure and affordable rental housing.

**Housing stress** is nationally-defined as a household “that pays more than 30 per cent of its gross income in housing costs and its income is amongst the lowest 40 per cent of all households”.

**Key Workers** are generally defined as service workers most likely to be priced out during real estate booms or gentrification, such as police officers, firefighters and teachers. This has extended to more of the workers that support a city such as cleaners and building support staff during Covid.

For the purposes of this Strategy CoA defines key workers as low to moderate income households (30-80% Area Median Income) who work in:

- Health and social care
- Education and childcare
- Emergency services
- Essential public sector services (including utilities)
- Food and other necessary goods/retails (including agriculture)
- Essential transport/delivery services (include petrol stations etc)

**Public Housing** Public housing is social housing delivered by the State Government.

**Social housing** is public and community housing rented to tenants at 25 to 30 per cent of their income, Commonwealth welfare recipients representing up to 90 per cent of tenants.

**Subsidised rental housing** is market housing offered at either 80 per cent or 75 per cent (NFP) of market rent; funded by Federal, State or Local Government level.

**Area Median Income (AMI):** the term AMI is used as shorthand for household income levels relative to the median household income of a subject geography. AMI can be used to identify distributions and income levels of households by size and type relative to the median.

**Household Income Levels:** household income levels are identified relative to the median household income or AMI as define above. The categories in this strategy represent common definitions used at the federal and state levels: Very Low Income = households under 50% AMI; Low Income = households with incomes between 50% and 80% AMI, and Moderate Income = households with incomes between 80% and 120% AMI.

**Supportive Services** (under 30% AMI): below the 30% AMI mark is where interventions and policy responses commonly result in investment around crisis accommodation, transitional housing or permanent-supportive or service-enriched housing. This section of the population is characterised by the presence of a variety of different populations, including: the working poor, retired and/or households on fixed incomes, and those at risk of homelessness. This section of the housing affordability spectrum is generally the focus of homelessness studies and social services.

**Affordable Rental Housing** (30% to 80% AMI). From 30% to 50% or 60% AMI is the low end of the service worker economy and represents households in great need for subsidised or affordable rentals, but they are generally not the households needing supportive services. Between 50% or 60% and 80% AMI, households are representative of the broader community workforce, such as what have recently been characterised as key workers. These are households that can neither afford a home nor often qualify for a mortgage), but also struggle with moderate and severe housing stress when left to the open housing market..

**Affordable Ownership Housing** (80% to 120% AMI): Households in this income range can often afford to purchase a home and can be qualified by a lender, but struggle in the private market where housing prices have escalated. This is the category where attention is often given to solutions such as shared equity or share ownership models or the community land trust (CLT) model in which land is held in common ownership and the homes are made available for purchase as deed-restricted below-market prices.

**Affordable rent:** a subset of housing affordability, affordable rents are defined by the AMI of the year data are being analysed and estimated as a renter household spending no more than 30% of its gross income on housing. The definitions above apply to renter in moderate and severe housing stress. In some international contexts, it is common for policy-makers to consider utility costs in affordable rent analysis, where this issue has become particularly relevant.

**Affordable purchase price:** a subset of housing affordability, affordable purchase prices are defined by the AMI of the year data are being analysed, as well as other relevant assumptions for that year. For example, industry best practice for identifying affordable purchase prices include collecting average home loan borrowing rates for each year of analysis from the relevant source, as well as making assumption on deposit (20% for a typical loan) and that a household spends 30% of its income on debt service.

**Homelessness:** someone who:

- Is in an improvised dwelling, tent or sleeping rough; or
- Has no security of tenure e.g. temporary lodgings, supported accommodation or couch surfing; or
- Does not have control of, and space for social relations for example; severely crowded dwellings; and
- Does not have access to suitable alternatives.

## CONTACT DETAILS

Include CoA and as per National Homelessness and Housing Discussion Paper – consider “Help and Support” for people experiencing difficulties with housing.

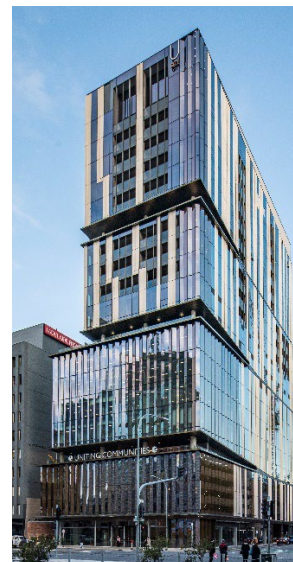
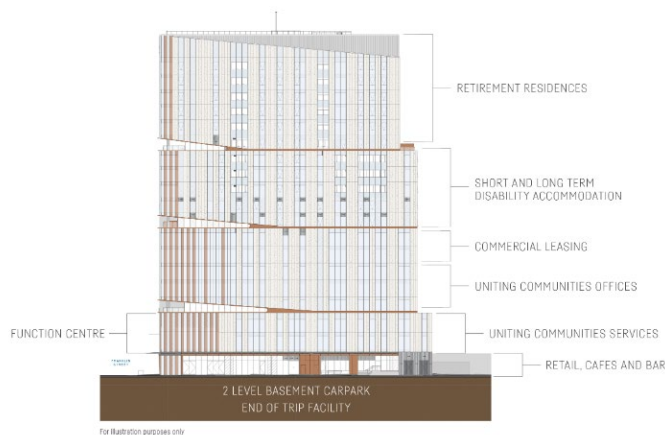
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## APPENDIX 2

### Case Study - U City

Uniting Communities' U City, located on Franklin Street in the heart of the City, is a truly diverse and inclusive community. Home to 73 residents<sup>9</sup>, in South Australia's first carbon neutral building you will find: <sup>10</sup>

- Retirement Residences
- 23 Short Stay Accessible Serviced Apartments with a 90+% occupancy rate.
- Accessible Serviced Apartments
- Function Centre
- Uniting Communities' Social Services Hub
- Commercial and retail spaces, including an op-shop and restaurant
- An artist in residence.



### Case Study - Central Market Arcade Redevelopment

The \$400m Central Market Arcade Redevelopment, known as Market Square, will see an enhanced and expanded Central Market and will include retail, residential (including affordable housing), hotel, and office accommodation.

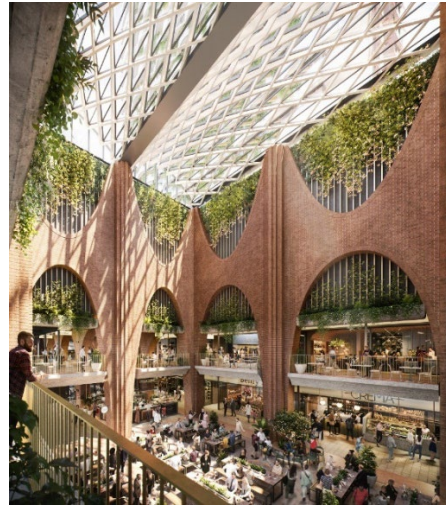
Located adjacent to the iconic Adelaide Central Market, Market Square is a joint venture project between ICD Property and the City of Adelaide. A catalytic investment in the city, the development will create a new social and commercial hub that will preserve and enhance the Central Market and secure the future of the market district for future generations.

The project will deliver 231 apartments. A total of 32 apartments were advertised exclusively through the HomeSeeker program for a period of 90 days (exceeding the 30-day requirement) with 13 apartments sold as affordable housing. In addition, a majority of the market apartment purchasers have entered into the Homes for Homes program with caveats noting the registered proprietors promise to donate 0.1% of a future sale to Homes for

<sup>9</sup> As of September 2023.

<sup>10</sup> [About U City - Live, Connect and Thrive in the Heart of Adelaide](#)

Homes supporting housing associations to increase social and affordable housing supply. Construction has commenced with completion in early 2026.



*Infograph:*

**Social Housing – State and Local Government partners:**

*Sydney Place*

*12 units for income-tested, age-specific workers*

*Affordable rental*

*Hocking Court*

*12 tenancies*

*George Court*

*3 tenancies*

*Lowe Street*

*2 tenancies*

**Affordable Housing Supply:**

*Market Square:*

*210 apartments*

*13 sold as affordable housing*

*Bus Station Redevelopment (Tapangka)*

*State and Local Government*

*1000 residents*

*+392 apartments*

*35% affordable houses for rent or purchase*

*Build to rent housing*

*Common Ground (Mellor Street)*

*Community Housing Provider*

*54 affordable rental apartments*

*Common Ground (Bus Station 2006)*

*Built by Council*

*Sold to Common Ground (Community Housing Provider)*

*38 housing units delivered*

*Uno Apartments*

*State and Local Government partners*

*Mixed social and affordable housing model*

*146 apartments*

*55 affordable housing outcomes (sale and rental)*

*30 person youth accommodation service*

*Ergo Apartments*

*Federal, State and Local Government partners*

*177 apartments*

*52 affordable sale (shared ownership)*

*20 apartments held by Council for  
affordable rent*

*Whitmore Square*

*26 apartments*

*20 apartments held by Council for  
affordable rent (NRAS)*

*6 sold privately*

## Case Study - Eighty Eight O'Connell



The City of Adelaide purchased the former Le Cornu site at 88 O'Connell Street, North Adelaide in 2018 with the site having been vacant for 30 years.

In December 2020, Council selected Commercial & General to undertake the \$250m development as a catalyst to revitalise the O'Connell Street precinct which will deliver:

- 164 apartments
- retail, and commercial uses
- new public open space
- publicly accessible car parking

Whilst Eighty Eight O'Connell will help address an identified gap in higher value private market housing in the City, the City of Adelaide does not consider further interventions in this sector are required going forward.





## High Level Engagement Plan

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### PURPOSE OF ENGAGEMENT

Council has requested a review of Homelessness, Social Housing and Housing Affordability Policy with a view to creating a separate Housing Strategy.

It is noted, extensive feedback was provided by key stakeholders in 2022 when consultation was undertaken for the Homelessness, Social Housing and Housing Affordability Policy. However, the new approach requires further feedback to shape Council's involvement in housing policy.

Feedback from stakeholders will be sought to:

- Inform key stakeholders of Council's new draft Housing Strategy
- Seek feedback on the proposed policy to ensure the information, data and actions are in line with the needs of the community.
- Enable advocacy to the State and Federal Government.

### BACKGROUND INFORMATION

The Homelessness, Social Housing and Housing Affordability Policy was endorsed by Council on 10 May 2022. This followed engagement which took place between 24 January 2022 to 10 May 2022. Healthy and resilient communities and well planned and inclusive residential population growth have been a long-term priority area for the City of Adelaide.

Targeted external consultation with specialists has occurred to inform the development of this draft Strategy. Further targeted consultation with key stakeholders is planned.

### STRATEGIC LINK

City of Adelaide Strategic Plan 2020-2024 provides the following overarching strategic directions and actions to support this policy. Adelaide: the most liveable city in the world

- Outcome: Healthy and resilient communities
- Outcome: Well planned and inclusive residential population growth
- Action: Support health and housing for vulnerable people and young people

### LEGISLATIVE REQUIREMENTS

Council has no legislative requirement to engage on this Strategy. Council's Community Consultation Policy will be used to guide the process.

### TIMEFRAMES

These timeframes are indicative.

After Council on 10 October      Targeted engagement with stakeholders

Oct/Nov 2023 (4 weeks) Broader community engagement  
 November 2023 Review feedback and amend Strategy  
 December 2023 Updated Strategy and engagement report to Council for endorsement

**LEVEL OF ENGAGEMENT**

Level of Engagement	Inform	Consult	Involve	Collaborate	Empower
<b>Goal</b>	<b>One way communication</b> to provide balanced and objective information to assist understanding about something that is going to happen or has already happened.	Two way communications designed to obtain feedback on ideas, alternatives and proposals to inform <b>our decision making</b> .	Participatory process designed to help identify issues and views to ensure that concerns and aspirations are understood and considered prior to <b>our decision making</b> .	Working together to develop an understanding of all issues and interests to work out alternatives and identify preferred solutions for <b>joint decision making</b> .	We may facilitate the process and/or upskill community. <b>Places final decision-making in the hands of the community.</b>
<b>Approach</b>	We will <b>share information</b> about a decision or direction.	We will <b>explore options</b> , gain feedback and an understanding of your concerns and preferences.	We will <b>involve you</b> in the process so your ideas, concerns and aspirations are reflected in the alternatives developed or the final decision.	We will <b>collaborate with you</b> so your advice, innovation and recommendations are included in the final decision that we make together.	We will implement, or support you to <b>implement what you decide</b> .
<b>Role of Stakeholder/Community</b>	<b>Listen</b>	<b>Contribute</b>	<b>Participate</b>	<b>Partner</b>	<b>Decide</b>

**EVALUATION PLAN**

Feedback received through the consultation process will be collated and reported to Council for review. Once this feedback has been considered it will be incorporated into the policy for final review and decision.

The consultation will be evaluated with the following performance indicators:

- Support of stakeholder and community members reached.
- Support of participants in the process to reconsider the policy.
- Number of quality responses received.
- Responses received by people with lived experience.
- Feedback about the process.
- Timeframes and budget were delivered