

Deed of Agreement - Royal Adelaide Show Parking

Strategic Alignment - Our Environment

Public

Tuesday, 3 June 2025

City Planning, Development and Business Affairs Committee

Program Contact:

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Approving Officer:

Tom McCready, Director City Infrastructure

EXECUTIVE SUMMARY

The purpose of this report is to enable the Committee to provide a recommendation to Council relating to a request from the Royal Agricultural and Horticultural Society (the Society) to extend the current Deed of Agreement (the Deed) for the Royal Show Park Land Parking.

The City of Adelaide (Council) has supported the Royal Adelaide Show (the Show) through the provision of Park Lands parking since 1926.

Council and the Society entered into the Deed in 2011 which formalises the current arrangement to provide Park Lands parking for the Show. Parking is provided in Golden Wattle Park/Mirnu Wirra (Park 21W), Josie Agius Park/Wikaparntu Wirra (Park 22) and GS Kingston Park /Wirrarninthe (Park 23) for the duration of the Show.

The Society has requested that the Council provide continued support for the Show through the provision of Park Lands parking post 2026 when the current Deed expires.

On 30 April 2025, a report and presentation were provided to Kadaltilla.

It is proposed that a new Deed of Agreement be entered into that will reflect the aspirations of the current Deed to reduce and eventually remove Park Lands parking for the Royal Adelaide Show and protect the Park Lands.

RECOMMENDATION

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

THAT COUNCIL

1. Notes the current Royal Adelaide Show Parking – Executed Deed of Agreement as contained in Attachment A to Item 7.1 on the Agenda for the meeting of the City Planning, Development and Business Affairs Committee held on 3 June 2025.
2. Authorises the Chief Executive Officer to be delegated authority to finalise the negotiation and preparation of a Deed (including all plans and attachments) between the City of Adelaide and the Royal Agricultural and Horticultural Society for the provision of Park Land parking for the Royal Adelaide Show post 2026 as contained in Attachment B to the Item 7.1 on the Agenda for the meeting of the City Planning, Development and Business Affairs Committee held on 3 June 2025.
3. Authorises the Chief Executive Officer to sign and affix (if necessary) the common seal with the signature of the Lord Mayor to the Deed and any other documentation contemplated by or otherwise necessary to give effect to the Deed and the recommendations in this report.

IMPLICATIONS AND FINANCIALS

City of Adelaide 2024-2028 Strategic Plan	<p>Strategic Alignment – Our Environment</p> <p>The status, attributes and character of our green spaces and the Park Lands are protected and strengthened.</p> <p>This report aligns with the Community Land Management Plan for the Adelaide Park Lands (CLMP).</p>
Policy	The Adelaide Park Lands Management Strategy and Community Land Management Plan for the Adelaide Park Lands recognise the need to provide parking for the Royal Adelaide Show in a sustainable manner.
Consultation	The Society and other key stakeholders have been engaged in development of the proposals and content within this report.
Resource	<p>The negotiation of the Deed of Agreement will be undertaken within existing Council resources with external legal advice utilised to produce the Deed.</p> <p>Council's UPark team manages the Park Lands parking through a combination of City of Adelaide and temporary labour-hire staff. A combination of City Operations – Horticulture staff and Contractor staff delivers the required ground preparation and remediation.</p>
Risk / Legal / Legislative	<p><i>Environment Protection and Biodiversity Conservation (EPBC) Act 1999</i></p> <p>The Adelaide Park Lands contains threatened native species and ecological communities that are protected under the EPBC.</p> <p>Like the existing Deed, the areas allocated to parking will exclude areas of significant biodiversity. Prior to the provision of parking each year City Operations - Horticulture and Strategic Property and Commercial - UPark teams meet to inspect the Park Lands and restrict parking in any newly identified biodiversity areas.</p>
Opportunities	Revenue generated through the provision of Park Lands parking is used to improve the Sports Ovals in Golden Wattle Park and is included in Council's annual operating budget. Modification to the terms of the Deed enable the opportunity for repurposing of the parking areas if required in the future and deliver a net reduction of parking over the life of the Deed.
24/25 Budget Allocation	Negotiation of the Deed will be completed within the operating budgets of the relevant teams. The expenses, revenue and subsequent profit for delivery of Park Lands parking for the Show are included in the Commercial Parking operating budget.
Proposed 25/26 Budget Allocation	The expenses, revenue and subsequent profit for delivery of Park Lands parking for the Show are included in the Commercial Parking operating budget and Council's LTFP.
Life of Project, Service, Initiative or (Expectancy of) Asset	15 years, comprising one initial term of five years and two subsequent renewal terms of five years both of which require mutual agreement between the parties.
24/25 Budget Reconsideration (if applicable)	Not as a result of this report.

Ongoing Costs (eg maintenance cost)	\$40,000 of the Commercial Parking operating budget is allocated to grounds maintenance. The majority of this is related to the preparation and remediation of the Sports Fields in Golden Wattle Park. Council's Strategic Property & Commercial- UPark team, in consultation with City Operations - Horticulture team, manage the parking to minimise impact to the Park Lands, so remediation costs for the Park Lands following the Show is minimal. All other costs are related to the provision of Parking Services and are offset by the revenue collected.
Other Funding Sources	Not as a result of this report.

DISCUSSION

Background

1. The first Royal Adelaide Show was held in 1840. This culturally significant event is the longest-running ticketed event in South Australia, attracting up to half a million people each year.
2. Since 1926 Council has provided parking in Josie Agius Park/Wikaparntu Wirra (Park 22) to support the event. This expanded over the following years to include Golden Wattle Park/Mirnu Wirra (Park 21W) and the Edwards Park area on the old netball courts in GS Kingston Park/Wirrarininthi (Park 23).
3. In 2011 Council entered into a Deed of Agreement (**Attachment A**) with the Society to provide Park Lands parking for the Royal Adelaide Show for an initial period of five years, with the Society having the right to extend for two renewal periods of five years each (15 years in total). The Society exercised this right on both occasions. The current Deed of Agreement will expire after the 2026 Show.
4. The Society presented at a confidential CEO Briefing on 25 February 2025 and formalised their request in writing dated 27 March 2025 ([Link 1](#)) for continued support from Council for the Show through the provision of Park Lands parking post 2026.
5. A report was provided to Kadaltilla/Adelaide Park Lands Authority (Kadaltilla) at its meeting on 30 April 2025.
6. Kadaltilla resolved:

THAT THE KADALTILLA/ADELAIDE PARK LANDS AUTHORITY ADVISES COUNCIL:

That the Kadaltilla/Adelaide Park Lands Authority:

1. *Notes the current Royal Adelaide Show Parking – Executed Deed of Agreement – **Attachment A**.*
2. *Endorses Council progressing with negotiations and execution of a Deed of Agreement to be based on the same, or similar terms, to that of the existing Deed and the key terms included in section 16 of this report, and including:*
 - 2.1 *A minimum 10% reduction to existing car parking on land managed by the City of Adelaide based on the 2022 baseline.*
 - 2.2 *Maintaining no parking within Biodiversity Areas.*
7. A new Deed has been drafted taking this advice into consideration as further discussed in point 20.1.

Current Council Policy

8. The Adelaide Park Lands Management Strategy – Towards 2036 (Strategy) currently with the Minister for Planning for adoption, contains the following directives regarding parking on the Adelaide Park Lands.
 - 8.1. Strategy 2.11 – Where appropriate return car parking on the Adelaide Park Lands to a Park Lands Purpose and consider temporary uses of existing car parking to provide greater community benefit.
 - 8.2. The strategy supports an overall reduction in existing car parking in the Adelaide Park Lands. Existing car parking is accommodated in some locations in the Adelaide Park Lands. Where appropriate, existing car parking will encourage multiple uses such as market stalls, events, community, sport, and recreation opportunities, and electric vehicle charging to maximise public access to existing infrastructure. Car parking will minimise its impact on the landscape, provide for additional greening and trees, and incorporate water-sensitive urban Design.

- 8.3. The target is to reduce existing car parking on land managed by the City of Adelaide by 5% based on the 2022 baseline.
- 8.4. South-West Park Lands Precinct
 - 8.4.1. Manage car parking for the Royal Adelaide Show according to the Deed of Agreement with the Royal Agricultural and Horticultural Society of SA.
9. The Community Land Management Plan for the Adelaide Park Lands (October 2023) reflects the use of the Adelaide Park Lands to provide temporary car parking for visitors during the Royal Adelaide Show under a Deed of Agreement with the Royal Agricultural and Horticultural Society of South Australia.

The Proposal

10. The key objectives of the current Deed are:
 - 10.1. To recognise the parties' shared aspiration of eventually moving broad-acre parking from the Park Lands for the Royal Adelaide Show;
 - 10.2. Provide for the ongoing interim use of the Park Lands for parking; and
 - 10.3. Provide for the relocation of parking areas and better parking management to minimise damage to the Park Lands.
11. As part of the existing Deed, parking for the Show was removed from or reduced in Park Land areas containing remnant native vegetation.
12. Adelaide Community Sports and Recreation Association holds a license for the Sports Ovals in Park 21W. In line with the Deed, the license holder's use of the ovals is restricted or prevented during the Show, and they are used for parking in lieu of these Park Land areas.
13. Parking is managed by Council's Strategic Property and Commercial - UPark team, in consultation with the City Operations – Horticulture team, who are responsible for:
 - 13.1. Preparation and maintenance of the sports ovals to improve ground conditions to sustain car parking.
 - 13.2. Parking being managed in the Park Lands and the sports ovals to minimise impact on the grounds throughout the Show period.
 - 13.3. Remediation of the Park Lands, due to the parking impacts.
14. Parking is provided at a fee that covers the Council's operating costs, Park Lands remediation and returns a profit. Approximately 25,000 to 35,000 users park in the Park Lands each year.
15. Park 22 is utilised by 80% of patrons, Park 21W by 19%, and Park 23 by 1%.
16. Over the course of the Deed, parking availability has decreased by approximately 380 spaces due to the installation of new netball courts and greening projects. The current layout is found on the plan at [Link 2](#).
17. Since 2011 the Society has continued to investigate, encourage and support the implementation of specific sustainable transport options to the Showground:
 - 17.1. Assisted and supported the State Government during the construction and activation of the permanent Adelaide Showground Railway Station.
 - 17.2. Acquired further land to enable the Society to increase parking capacity at the Showground.
 - 17.3. Activated strategically placed, dedicated taxi and rideshare ranks.
 - 17.4. Installed bicycle/scooter parking facilities at Northern and Southern entrances to the Showground.
 - 17.5. Supported the installation of a safe pedestrian/bicycle crossing to the Showground from the Park Lands.
 - 17.6. Worked collaboratively with the Department for Infrastructure and Transport (DIT) to balance the cost of additional public transport services operated during the Show.
 - 17.7. Actively promoted the use of public transport to the Show via website, media and social media in the lead up to and during the event.
 - 17.8. Worked with DIT and CoA to provide a convenient, lower-cost alternative to Park Lands parking on weekends of the Show.
 - 17.9. Embarked on a master planning exercise that specifically considers event car parking requirements and the Society's long-term ambition to have 90% of patrons travelling to and from the Show by sustainable means.

18. The Draft Deed will, if approved, reflect the aspirations of the current Deed, namely, to reduce and eventually remove Park Lands parking for the Royal Adelaide Show and protect the Park Lands.
19. The Draft Deed (**Attachment B**) is based on the same or similar terms as the existing Deed, with changes to mitigate the risk to Council and considering Kadaltilla's advice from its meeting on 30 April. Key terms including a summary of amendments are detailed below:
 - 19.1. An amended/new clause requiring a minimum 10% reduction over the course of the Deed to car parking on land managed by the Council based on the 2022 baseline. This represents a reduction of 227 car park spaces.
 - 19.2. A term equivalent to that of the existing Deed, an initial term of five years followed by two subsequent renewal terms of five years each (total of 15 years).
 - 19.3. Amended clause to require mutual agreement between the parties to extend for the first and second renewal terms. Current Deed had extensions in favour of the Society.
 - 19.4. Existing clauses that enable the management of parking for the Royal Adelaide Show by Council staff whilst minimising impact and protecting the Park Lands and maintaining no parking within Biodiversity Areas.
 - 19.5. Parking areas will remain the same, apart from areas where there has been a reduction in parking availability due to the installation of new netball courts and greening projects.
 - 19.6. Amended clause will provide Council the option to reduce available parking for the Royal Adelaide Show over the course of the Deed to accommodate repurposing of the Park Lands.
 - 19.7. Restricted parking areas and the conditions under which they can be utilised will remain the same, including maintaining no parking within Biodiversity areas, to ensure the protection of the Park Lands and vegetation.
 - 19.8. The sports ovals in Park 21W will remain the main parking area in that park.
 - 19.9. Council will continue to provide discounted parking in its city parking stations adjacent to bus and tram stops during the Show to promote and encourage alternative parking options.
 - 19.10. The Royal Show Park Land parking fee will be set by Council to reflect the convenience of parking in the Park Lands, rather than increasing by CPI or by mutual agreement with the Society.
 - 19.11. Evaluation of the Deed at the end of the first year and then at least twice during the life of the Deed (prior to renewal at the end of year 5 and end of year 10) which includes a review of space requirements in support of the aspiration goals for decreased dependence on the Park Lands for parking, including a progress report from the Society on their Masterplan and initiatives to support the implementation of specific sustainable transport options.
 - 19.12. Continued and increased promotion undertaken by the Society on the use of public transport to the Show via website, media and social media in the lead up to and during the event.
20. A tracked changes version of the draft Deed against the current Deed can be viewed at [Link 3](#).
21. The existing Deed of Agreement will expire in 2026. The 2026 Royal Adelaide Show will be the last one covered by the existing Deed.

Next Steps

22. Subject to Council authorisation, finalise and execute the Deed between the City of Adelaide and the Royal Agricultural and Horticultural Society for the provision of Park Land parking for the Royal Adelaide Show post 2026.

DATA AND SUPPORTING INFORMATION

Link 1 – Royal Agricultural and Horticultural Society Letter Dated 27 March 2025

Link 2 – Royal Adelaide Show Parking Location Map

Link 3 – Draft Deed of Agreement – Tracked Changes

ATTACHMENTS

Attachment A – The current Royal Adelaide Show Parking – Executed Deed of Agreement

Attachment B - Draft Deed of Agreement to commence 2026.

- END OF REPORT -