

# Support for People Sleeping Rough during Extreme Weather: Code Red and Code Blue

Tuesday, 28 April 2026  
Council

Strategic Alignment - Our Community  
Public

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

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

## EXECUTIVE SUMMARY

The purpose of this report is to respond to Council's decision on 14 April 2026 asking the Administration to prepare a further report by the end of April 2026 regarding Extreme Weather Support for People Sleeping Rough.

A report was presented to the City Planning, Development and Business Affairs Committee on 7 April 2026 ([Link 1](#)) which responded to Council's decision of 10 March 2026 asking the Administration to prepare a report by mid-April 2026, to 'assist the Council in ensuring that no rough sleeper in the City of Adelaide seeking safety from extreme weather will be denied shelter in the winter of 2026'.

That report ([Link 1](#)) identified Council owned community and/or business properties that could be made available. For ease of access the content has been reproduced in [Link 2](#).

At its meeting on 14 April 2026 Council resolved to:

1. *Notes the Administration's report and asks the Administration to;*
  - 1.1. *Detail which Council owned Community and/or business properties could be turned into safe, temporary accommodation during the declaration of Code Blue Tier 2 Activations as a trial program between the beginning of June and the end of August 2026.*
  - 1.2. *Contact the Executive Officer of the Independent Community-wide Homelessness Administrators Group to explore with the Group its assessment of the potential for Council's provision of assistance in extreme weather as outlined in the resolution of March 10, 2026 and to report to Council on the outcomes by the end of April.*

This report provides further advice on the use of Council owned community and/or business properties that 'could be turned into safe, temporary accommodation during the declaration of Code Blue Tier 2 Activations as a trial program between the beginning of June and the end of August 2026', that was provided in the report to the City Planning, Development and Business Affairs Committee on 7 April 2026.

Based on previous advice and further investigation, the Meeting Hall, located in Paul Kelly Lane, behind the Colonel Light Centre has been identified as a potential location for a trial program between the beginning of June and the end of August 2026. The trial program would be dependent on a partnership model with Council as the provider of the space and sector coordinating the workforce with the requisite skills to staff an overnight accommodation response for people sleeping rough and provide a suitable service delivery model. Costing estimates are outlined in the report for indicative purposes and are preliminary and subject to change.

Contact was made with the Executive Officer of the Independent Community-wide Homelessness Administrators Group (ICHAG) per part 1.2 of Council's decision. The ICHAG is an information and advocacy network of existing homelessness service providers supported by the Adelaide Day Centre. Membership of the ICHAG is provided in [Link 3](#) and includes some of the homelessness system Alliance members (some of which are funded by the Department of Human Services for extreme weather response) and non-Alliance members. The ICHAG has a shared vision and agreement on the need to address homelessness, including a need for additional emergency and supported accommodation. Views of individual members within the ICHAG relating to extreme weather response needs vary.

Administration's report on 14 April 2026 ([Link 1](#)) included the views of Alliance members involved in the extreme weather response, including the Department of Human Services (DHS), Baptist Care SA (WestCare), the Hutt Street Centre.

# RECOMMENDATION

## THAT COUNCIL

1. Notes the findings of the further report to Council into the use of Council owned community and/or business properties for safe, temporary accommodation as contained in Item 15.2 on the Agenda for the Council meeting held on 28 April 2026.
-

## IMPLICATIONS AND FINANCIALS

|   |  |
|---|--|
| City of Adelaide<br>2024-2028<br>Strategic Plan | <p><b>Strategic Alignment – Our Community</b></p> <p>Our Objective is to: Support our communities to thrive</p> <p>Key Action: Work with partners to identify new and innovative ways to reduce rough sleeping and homelessness.</p>   |
| Policy  | <p>The City of Adelaide’s Homelessness Strategy – Everyone’s Business, includes a bold move relation to Emergency Shelter which states:</p> <p><i>In partnership with the South Australian Homelessness Alliance, investigate whether the City of Adelaide community infrastructure is made available in response to extreme heat and cold weather such as State Government announcements of Code Red and Code Blue.</i></p>   |
| Consultation                                    | <p>Administration engaged with the following agencies and organisations to inform this report:</p> <ul style="list-style-type: none"> <li>• Department of Human Services (DHS)</li> <li>• Baptist Care SA (WestCare)</li> <li>• Hutt Street Centre</li> <li>• SA Housing Trust</li> <li>• Independent Community-wide Homelessness Administrators Group (ICHAG).</li> </ul>   |
| Resource  | <p>This initiative will require a City of Adelaide property (building) to be made available as required.</p> <p>In addition to the building equipment and supplies (such as partitions, temporary camping beds, sleeping bags etc), will need to be purchased to support the provision of an extreme weather service.</p> <p>Furthermore and proposed as external resourcing, a commitment and the cost of workforce to staff the venue is also required. Through our preliminary research and consultation, Administration advises that a response based on volunteer support alone is insufficient to deliver a safe and sustainable service for vulnerable community members.</p> <p>There will also be a requirement for venue set-up, security presence and industrial cleaning which would be outsourced, noting our venues are used to provide other purposes through the day to our community.</p> |
| Risk / Legal /<br>Legislative                   | <p>High-level risks have been identified per the discussion section of this report.</p> <p>A full risk assessment is required prior to a trial program being implemented. Administration has contacted the Local Government Mutual Liability Scheme to determine insurance implications. Within the available timeframe this assessment is yet to be finalised.</p> <p>A preliminary response has been received in relation to asset management protection raising concerns regarding a service which sits outside of core council functions, property damage, emergency evacuation and security presence.</p> <p>Further investigation of the risks and insurance implications for assets, the workforce and participants is required.</p>  |
| Opportunities                                   | <p>On 7 April 2026, the Administration foreshadowed the development of a City of Adelaide Extreme Weather Response Protocol for people sleeping rough; and the expansion of the care packages provided through the libraries and community centres.</p>  |
| 25/26 Budget<br>Allocation                      | <p>The initiative discussed in this report is currently unfunded.</p>  |
| Proposed 26/27<br>Budget Allocation             | <p>Should Council decide to implement an overnight accommodation response for extreme weather events on a trial basis, provision will need to be made in the 2026/27 Annual Business Plan and Budget. Costing estimates are to be finalised but at this preliminary stage are estimated to be in the order of \$300,000 in expenses and \$15,000 to \$120,000 in revenue foregone (based on the current year’s bookings at the Meeting Hall and the previous three years revenue for that property). The initiative is currently unfunded and not included in the draft 2026/27 Annual Business Plan and Budget .</p>  |

|   |  |
|---|--|
| Life of Project, Service, Initiative or (Expectancy of) Asset | Subject to Council decision, the trial period is proposed for three months between 1 June 2026 and 31 August 2026. Noting that if there is a view to implement as a service post trial, there would be seasonal funding required across the winter and summer months annually. |
| 25/26 Budget Reconsideration (if applicable)                  | Should Council wish to have a response operational by 1 June 2026, there are costs for equipment (i.e. temporary stretcher beds) which will need to be met from the 2025/26 budget that are currently unfunded.  |
| Ongoing Costs (eg maintenance cost)                           | Not as a result of this report   |
| Other Funding Sources   | The State Government has confirmed the trial is not eligible for State Government brokerage funding, which is available to homelessness Alliance members.  |

---

# DISCUSSION

## Purpose

1. The purpose of this report is to respond to Council's decision on 14 April 2026 asking the Administration to prepare a report by the end of April 2026, to
  - 1.1. *Detail which Council owned Community and/or business properties could be turned into safe, temporary accommodation during the declaration of Code Blue Tier 2 Activations as a trial program between the beginning of June and the end of August 2026.*
  - 1.2. *Contact the Executive Officer of the Independent Community-wide Homelessness Administrators Group to explore with the Group its assessment of the potential for Council's provision of assistance in extreme weather as outlined in the resolution of March 10, 2026 and to report to Council on the outcomes by the end of April.*
2. Additional background information was provided to the City Planning, Development and Business Affairs Committee on 7 April 2026 ([Link 1](#)) including information on Council owned community and/or business properties. For ease of access the content has been reproduced in [Link 2](#).
3. This report is structured in three parts to respond to Council's decision on 14 April 2026.

## Part 1 – Council owned community and/or business properties

4. This report provides further advice on the use of Council owned community and/or business properties that 'could be turned into safe, temporary accommodation during the declaration of Code Blue Tier 2 Activations as a trial program between the beginning of June and the end of August 2026'.
5. Adelaide Central Bus Station
  - 5.1. The Adelaide Central Bus Station currently operates from 6:00am to 8:30pm, seven days a week. During this time, the Bus Station accommodates a high number of bus services throughout the day and night.
  - 5.2. The service counters and various areas of the bus station concourse are subject to commercial leases to various coach operators. Any changes to these operations will require consultation with operators.
  - 5.3. The building is community titled with Common Ground who own the apartments above. Changes to use of the building may require additional approval by the body corporate.
  - 5.4. The bus station includes a large open area and does have heating and cooling and access to toilet facilities, shower facilities, lockers and CCTV.
  - 5.5. There is a café located inside the bus station which is subject to a commercial lease. Any changes to the operation of the café as a potential temporary kitchen would need to be consulted on with the operator.
6. North Adelaide Library and Community Centre
  - 6.1. The main hall at the North Adelaide Community Centre operates and is available for hire between 4:00pm and 11:00pm every weekday and 8:00am and 11:15pm on the weekend.
  - 6.2. It is popular for community event hire after hours and the City of Adelaide regularly run programs during the day and in the evenings.
  - 6.3. Between 1 June and 31 August 2026 there are 251 bookings which are expected to generate \$2,234 (incl GST) in income.
  - 6.4. The property includes a main hall and stage area and has heating and cooling, basic kitchen facilities, toilet facilities and CCTV. It does not have shower facilities, lacks storage options, and has some accessibility challenges.
  - 6.5. Nearby residents have raised concerns about people sleeping rough, illegal activity and anti-social behaviour experienced around the property over the past six months.
7. Minor Works Building Community Centre
  - 7.1. The Minor Works Building Community Centre operates and is available for hire between 7:45am and 11:30pm daily.
  - 7.2. It is popular for community event hire after hours and the City of Adelaide regularly run programs during the day and in the evenings.

- 7.3. Between 1 June and 31 August 2026 there are 269 bookings which are expected to generate \$2,199 (incl GST) in income.
- 7.4. The property is spread across two levels with the lower level comprised of a smaller open area and kitchen and the upper level comprised of a large room.
- 7.5. The property has heating and cooling, basic kitchen facilities, toilet facilities and CCTV. It does not have shower facilities and has limited storage.
8. UParks
- 8.1. There are currently four UPark locations across the city – Rundle Street, Pirie Flinders, Topham Mall, and Wyatt Street – which include access to public toilets.
- 8.2. UParks do not provide heating or cooling which may create potential health and safety risks for individuals sleeping in their cars and other users, particularly if vehicles are left running to heat or cool people inside.
9. Community Buildings – Adelaide Park Lands
- 9.1. The Leasing structure of these venues pose challenges as Administration does not manage these buildings once under lease. Therefore their use would require approvals from the Head Lessees and subsequent to any trial may require further consideration of leasing structures for the future if these venues were to be considered as temporary supports for extreme weather response.
- 9.2. In summer and winter these assets are used heavily into the evening and on weekends extended use from morning through the day, and it is anticipated based on the non-programmed nature of extreme weather events that there would be conflicts between their leased use and a response for extreme weather that often provides 12-24 hours' notice.
10. Adelaide Town Hall
- 10.1. Adelaide Town Hall is open to the public from 9:00am to 5:00pm every weekday and regularly used for events.
- 10.2. Adelaide Town Hall accommodates the Office of the Lord Mayor, Council staff, security staff and the Council Chambers.
- 10.3. Within Adelaide Town Hall there are five separate spaces available for hire.
- 10.4. The venue has heating and cooling, toilet facilities, basic kitchen facilities and CCTV. It does not have shower facilities.
- 10.5. The venue is home to many historical artefacts, paintings and collections.
11. Meeting Hall (Adelaide Town Hall)
- 11.1. The Meeting Hall, which is managed by Adelaide Town Hall, is a stand-alone facility located behind Adelaide Town Hall in Paul Kelly Lane.
- 11.2. The property includes a large hall and stage area and has toilet facilities, heating and cooling and CCTV. It does not have kitchen facilities or showers facilities and has limited storage.
- 11.3. Between 1 June and 31 August 2026 there are currently 13 bookings comprised of meetings, concerts, and wedding ceremonies, which are expected to generate \$15,284 in revenue.
- 11.4. Information from Adelaide Town Hall indicates that bookings for the Meeting Hall could be paused during the three-month trial period.
- 11.5. Existing bookings would need to be either cancelled or relocated, to enable the space to be available if a Tier 2 Code Blue is activated by Department of Human Services.
12. Properties have been reviewed based on the current service offering at WestCare which is summarised below:

| Category         | Item   |
|------------------|--|
| Venue facilities | Accessible entry and exit points                 |
|                  | Toilet amenities including accessible facilities |
|                  | Shower facilities                                |
|                  | Kitchen facilities including hot water           |
|                  | Laundry facilities                               |

|          |   |
|----------|---|
|          | Heating and cooling system  |
|          | Sufficient lighting   |
|          | CCTV cameras  |
|          | Storage space and lockers for personal belongings and venue supplies such as food, bedding, tables, chairs etc. |
|          | Fire safety equipment   |
|          | Charging points   |
| Staffing | Security personnel  |
|          | Social workers and community service workers  |
|          | Personnel for set up and pack down  |
|          | Cleaning staff  |
|          | Volunteers  |
| Supplies | Food, beverages and kitchen provisions  |
|          | Bedding including stretchers and sleeping bags  |
|          | Toiletries and bathroom essentials  |
|          | First aid supplies  |
|          | Cleaning supplies   |
|          | Tables and chairs   |
|          | TV or other entertainment   |

## Part 2 – Trial program

13. Based on previous advice and further investigation, the Meeting Hall, located in Paul Kelly Lane, behind the Colonel Light Centre has been identified as a potential location for a trial program between the beginning of June and the end of August 2026. Whilst it is a venue that meets to a higher degree relative to other CoA properties the requirements outlined in paragraph 12 above, there are still a number of operational and opportunity cost issues related to other building uses and revenue that need to be further investigated.
14. The trial program is dependent on a partnership model, with Council as the provider of the facility and the sector (State Government/Not for Profit/Alliance) the provider of a workforce with the requisite skills to staff an overnight accommodation response for people sleeping rough and provide a suitable service delivery model.
15. Through the Department of Human Services' review of its extreme weather response (in progress), it is understood a key challenge for existing service providers is standing up an overnight accommodation response at short notice. This could be amplified for the City of Adelaide who will be relying on a partnership delivery model or contract (temporary) staff availability.
16. Costing estimates are outlined in the report for indicative purposes and are preliminary and subject to change and have been based on one off fixed costs, regular supplied items and staffing. This does not include any foregone revenue from the building.
  - 16.1. The estimated costs associated with providing a temporary overnight accommodation for people sleeping rough during a Tier 2 Code Blue for one weeknight from 5:00pm to 8:00am is estimated at \$15,000 per occasion.
  - 16.2. Assuming the trial period results in 20 extreme weather event days (per last year's extreme weather activations), the estimated costs are in the order of \$300,000.
  - 16.3. Additional charges would apply for staff working on a Saturday, Sunday or Public Holiday.
17. All costs associated with a trial period would need to be funded by the City of Adelaide (pending a partnership service model), as the trial would not be eligible for funding support, including brokerage, from the Department of Human Services.
18. Administration has contacted the Local Government Mutual Liability Scheme to determine insurance implications. A preliminary response has been received in relation to asset management protection. Further investigation of the risks and insurance implications to assets, the workforce and participants is required.

19. The following high-level risks have been identified:
  - 19.1. Challenging behaviours including potential aggression, violence and conflict between participants and/or towards staff, volunteers, and security, resulting in safety issues and negatively impacting staff wellbeing.
  - 19.2. Ability to engage specialised and experienced staff to appropriately support clients with complex/high-risk needs at short notice once an extreme weather activation has been called.
  - 19.3. Ability to operationalise the venue/model at short notice due to insufficient staff availability.
  - 19.4. Loss of revenue from cancellation of existing venue hire bookings, reduced availability of venue in the trial period, and ongoing impacts due to changes to venue's perceived purpose or standard of service.
  - 19.5. Potential amenity impacts to the public realm such as increased waste, litter and hazardous materials (including human waste), increased noise/disturbance and congregation of people sleeping rough outside hours of operation.
  - 19.6. Insurance requirements for asset management protection including property damage, emergency evacuation and security presence.
  - 19.7. Cessation of service following trial period resulting in unmet needs of clients and community dissatisfaction.
  - 19.8. Low client utilisation rates.
  - 19.9. Damage to the property requiring maintenance and reducing availability of the property for future hire.
  - 19.10. Community opposition, complaints and/or negative media coverage to trial.
  - 19.11. Personal loss/theft of belongings of staff and clients.
  - 19.12. Accumulation of uncollected belongings requiring disposal of additional items.

### **Part 3 – Independent Community-wide Homelessness Administrators Group (ICHAG)**

20. Administration met with the Executive Officer of the Independent Community-wide Homelessness Administrators Group (ICHAG) on 22 April 2026.
21. The ICHAG is an information and advocacy network of existing homelessness service providers supported by the Adelaide Day Centre that meets monthly.
22. Membership of the ICHAG is provided in [Link 3](#) and includes homelessness system Alliance members (funded by the Department of Human Services for extreme weather response), and non-Alliance members.
23. The ICHAG has a shared vision and agreement on the need to address homelessness, including a need for additional emergency and supported accommodation. The Executive Officer indicated the need for additional support and accommodation for people sleeping rough during extreme weather events.
24. Views of individual members within the ICHAG relating to extreme weather response needs vary.
25. Following Council's decision on 14 April 2026, contact was made with ICHAG and remade with the Hutt Street Centre to revisit opportunities for a delivery partner and specifically to address staffing of a response. Each group has indicated a willingness to continue conversations but has not been able to commit to staff resourcing.

---

## DATA AND SUPPORTING INFORMATION

**Link 1** – [Agenda – City Planning, Development and Business Affairs Committee – 7 April 2026](#)

**Link 2** – [Details on Council owned community and/or business properties](#)

**Link 3** – [Independent Community-wide Homelessness Administrators Group Membership](#)

---

## ATTACHMENTS

Nil

---

- END OF REPORT -