

Council Meeting Agenda & Reports

2 June 2026

Our Vision

*A City which values its heritage, cultural diversity,
sense of place and natural environment.*

*A progressive City which is prosperous, sustainable
and socially cohesive, with a strong community spirit.*

City of Norwood Payneham & St Peters
175 The Parade, Norwood SA 5067

Telephone 8366 4555
Email townhall@npsp.sa.gov.au
Website www.npsp.sa.gov.au
Socials  /cityofnpsp  @cityofnpsp



City of
Norwood
Payneham
& St Peters

To all Members of the Council

NOTICE OF MEETING

I wish to advise that pursuant to Section 83 of the *Local Government Act 1999*, the next Ordinary Meeting of the Norwood Payneham & St Peters Council, will be held in the Council Chambers, Norwood Town Hall, 175 The Parade, Norwood, on:

Tuesday 2 June 2026, commencing at 7:00 pm.

Please advise Tina Zullo on 8366 4545 or email tzullo@npsp.sa.gov.au, if you are unable to attend this meeting or will be late.

Yours faithfully



Mario Barone PSM
CHIEF EXECUTIVE OFFICER

28 May 2026

City of Norwood Payneham & St Peters
175 The Parade, Norwood SA 5067

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City of
Norwood
Payneham
& St Peters

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PRESENT

Council Members

Mayor Robert Bria
Cr Kester Moorhouse
Cr Rita Excell
Cr Garry Knoblauch
Cr Hugh Holfeld
Cr John Robinson
Cr Kevin Duke
Cr Connie Granozio
Cr Victoria McFarlane
Cr Scott Sims
Cr Grant Piggott
Cr Sandy Wilkinson
Cr John Callisto
Cr Christel Mex

Staff

Mario Barone (Chief Executive Officer)
Carlos Buzzetti (General Manager, Urban Planning & Environment)
Jared Barnes (General Manager, Infrastructure & Major Projects)
Lisa Mara (General Manager, Governance & Civic Affairs)
Jenny McFeat (Manager, Governance)
Allison Kane (Manager, Strategic Communications & Advocacy)

APOLOGIES

1 KAURNA ACKNOWLEDGEMENT

2 OPENING PRAYER

3 CONFIRMATION OF MINUTES OF THE SPECIAL COUNCIL MEETING HELD ON 19 MAY 2026

That the Minutes of the Special Council Meeting held on 19 May 2026, be taken as read and confirmed.

4 MAYOR'S COMMUNICATION

5 DELEGATES COMMUNICATION

6 ELECTED MEMBER DECLARATION OF INTEREST

7 ADJOURNED ITEMS

Nil

8 QUESTIONS WITHOUT NOTICE

9 QUESTIONS WITH NOTICE

Nil

10 DEPUTATIONS

10.1 UNSAFE VEHICLE MOVEMENTS ACROSS FOOTPATHS

SPEAKER/S

Dr David Baker

ORGANISATION/GROUP REPRESENTED BY SPEAKER/S

Rundle Street Community Inc

COMMENTS

Dr David Baker has written to the Council requesting that he be permitted to address the Council in relation to unsafe vehicle movements across footpaths.

In accordance with the *Local Government (Procedures at Meetings) Regulations 2013*, Dr David Baker has been given approval to address the Council.

11 PETITIONS

Nil

12 NOTICES OF MOTION

12.1 PAYNEHAM MEMORIAL SWIMMING CENTRE - VOUCHERS TO SCHOOLS WITHIN THE CITY OF NORWOOD PAYNEHAM & ST PETERS

SUBMITTED BY: Mayor Bria
ATTACHMENTS: Nil

Pursuant to Regulation 12(1) of the *Local Government (Procedures at Meetings) Regulations 2013*, the following Notice of Motion has been submitted by Mayor Bria.

NOTICE OF MOTION

1. *That Council provides to every child attending Pre-school or Kindergarten and every Primary and Secondary school aged student (who either lives in the Council area or attends a school in the Council area) with one (1) voucher for free entry to the Payneham Memorial Swimming Centre to be valid from the opening day of the 2026-2027 Swimming Season until, and including, the last day of the Season.*
2. *That the Mayor writes to the Directors of each Kindergarten, and the Principals of each Primary and Secondary School in the Council area advising them of this offer and requests the total enrolment number of their respective schools to facilitate the distribution of the vouchers.*
3. *That the Payneham Memorial Swimming Centre's management be advised of the resolution to assist with the distribution of the vouchers.*

REASONS IN SUPPORT OF MOTION

As Members are aware, the official opening of the Payneham Memorial Swimming Centre is scheduled for late August/ early September, with a Community Day scheduled for October when the 50-metre pool is ready.

The Council should be mindful it is unrealistic to expect every member of the community to be able to attend the Community Day of the swimming season, which means it should make a provision for other opportunities for people to access the pool at a time of their convenience.

This proposal is to give every young person aged 3-18, whether they live in the Council area or attend a preschool, kindergarten or school located within the City of Norwood Payneham & St Peters one (1) voucher for free entry into the PMSC during the 2026-27 Swimming Season.

The timing of the opening of the 10 lane 50- metre pool in October could not be better to maximise attendances during the initial months (Summer) after the opening. I believe the best way to do that is through free vouchers for local children and young people, thereby encouraging more members of the family to also visit the facility.

This proposal is a timely and genuine 'cost-of- living' measure offered by the Council to the families of our community, which I believe should be supported at this meeting to ensure the processing of the vouchers can occur to be ready for distribution for the opening of the swimming season.

The vouchers will also act as an incentive for families to visit the PMSC, with at least one parent/guardian needing to take their young child or children to the PMSC to take advantage of the offer. This has flow-on economic effects with parents paying and families spending money at the kiosk, which may not otherwise occur without the fee tickets.

The Norwood Payneham & St Peters community has been very patient for the past four years, waiting for the new facility to open.

Offering free vouchers to children and young people in addition to the free Opening Day, is a reasonable and proportional recognition of the inconvenience they have experienced.

STAFF COMMENT
PREPARED BY GENERAL MANAGER, COMMUNITY DEVELOPMENT

Incentivising access to new aquatic facilities is a marketing strategy that can be utilised to introduce and associate people to the new PMSC. These types of approaches are typically timed with the opening of a facility to leverage the increased community interest and distributed at a population level.

Planning is currently underway for the delivery of a free community open day to celebrate the opening of the Payneham Memorial Swimming Centre. The event is intended to encourage broad community participation, provide residents with an opportunity to familiarise themselves with the upgraded facility and support activation of the venue at the commencement of operations. It is anticipated that the open day will include free public access and a range of community focused activities designed to promote awareness, visitation and ongoing participation in the facility and associated programs.

To this end, the proposal as set out in the Motion can be implemented, noting the following;

Primary and Secondary Schools

There are approximately 16,491 students enrolled in 16 public and private schools within the City of Norwood Payneham & St Peters. Of these, eight (8) are Primary schools with approximately 3,386 students, three (3) are combined Primary and Secondary with approximately 3,650 students and five (5) are Secondary with approximately 9,455 students.

Whilst the provision of free entry (as proposed) has a monetary value, it is difficult to determine a precise cost estimate. This is because a number of the private schools include Early Learning Centres. To avoid confusion (noting that Early Learning Centres represent a significant and different cohort of children), it is recommended that the vouchers be provided to full-time Reception to Year 12 students. Noting that as part of the contract arrangement with the operator of the PMSC, all children under the age of 3 will be admitted free of charge.

On the basis of the fees and charges that are proposed to be set for the PMSC, if all of the vouchers are used (ie a 100% take up) the cost of the proposed initiative would be \$138,524.

To implement the initiative, staff will develop vouchers which are then distributed direct to the schools who will assume responsibility for allocation of the vouchers to the students.

Pre-school/Kindergarten

The South Australian Department for Education's website identifies four (4) public Preschools/kindergartens within the City. As at Term 2, 275 children were reported as enrolled.

Based on the methodology described previously, the provision of one free child / concession entry per student for a 50% take-up rate would be valued at approximately \$1,155 or a 100% take-up would cost \$2,310.

If this Motion is approved, and to ensure all pre-schoolers can also be provided with a voucher, Council staff will contact all non-public Kindergartens and Early Learning Centres to determine if they include a preschool. Whilst no cost estimate is able to be provided, it is anticipated that costs would be similar to those outlined for public Pre-schools.

The total cost of printing the vouchers is estimated at \$4 300.

12.2 PAYNEHAM MEMORIAL SWIMMING CENTRE - RECOGNITION OF RATEPAYER CONTRIBUTION

SUBMITTED BY: Cr Piggott
ATTACHMENTS: Nil

Pursuant to Regulation 12(1) of the *Local Government (Procedures at Meetings) Regulations 2013*, the following Notice of Motion has been submitted by Cr Piggott.

NOTICE OF MOTION

That administration present a report to the Council at the July 2026 meeting, detailing options for acknowledgement of the ratepayers and residents of Norwood Payneham & St Peters for their contribution to the new Payneham Memorial Swimming Centre. The report should include:

- (a) options for free or special access to the Centre for residents of the City of Norwood Payneham & St Peters;*
- (b) options which will be attractive to all age demographics of our residents; and*
- (c) only options which may be undertaken and completed within the 2026-2027 financial year.*

REASONS IN SUPPORT OF MOTION

The Payneham Memorial Swimming Centre (PMSC) is due to open later this year and will be an outstanding asset. The Centre, although constructed with funds primarily from the ratepayers of the City of Norwood Payneham & St Peters, will be a genuinely regional asset, available and welcome to residents throughout the Adelaide metropolitan area, particularly the Eastern suburbs. Widespread use and enjoyment of the Centre will be strongly promoted.

Ratepayers of the City of Norwood Payneham & St Peters have provided approximately \$3,000 plus interest per household to the construction of the Payneham Memorial Swimming Centre. It is appropriate to celebrate and recognise this central contribution made by implementing a strategy to offer and incentivise use of the PMSC in its inaugural year. Non ratepayer residents contributed indirectly through their rental payments.

This Motion requests a report on the options which could be progressed which provide one-off favoured access to the Centre for our ratepayers and residents in recognition of the special part they have played in its construction and ongoing operations.

Options should include ways to provide opportunities which may be comfortably accessed by all age demographics and household types including children, aged, families, etc. throughout the City and be reflective of mixed-use opportunities afforded by the design of the Payneham Memorial Swimming Centre.

Timing of any offers available to our residents exclusively should be limited to the 2026-2027 year, resulting in an appropriate recognition in the initial year, freeing future years to be focused entirely on the successful operation of the Centre. Additional engagement of our ratepayers and residents in the initial period of the Centre's operation will stimulate future visits, underpinning the profile and success of the Payneham Memorial Swimming Centre.

This Notice of Motion requests a report for the Council regarding the options available to it to recognise the contribution of ratepayers of the City of Norwood Payneham & St Peters to the delivery of the Payneham Memorial Swimming Centre. Council can deliberate and resolve their preferred method of this recognition.

STAFF COMMENT

PREPARED BY GENERAL MANAGER, COMMUNITY DEVELOPMENT

A report, as requested in the Motion, can be provided to the Council.

13 STAFF REPORTS

13.1 THE PARADE PRECINCT SEPARATE RATE AND 2026–2027 ANNUAL BUSINESS PLAN

REPORT AUTHOR: Manager, Marketing & Place Activation
APPROVED BY: Chief Executive Officer
ATTACHMENTS: A

PURPOSE OF THE REPORT

The purpose of this report is to present the results of the consultation on the proposed continuation of The Parade Precinct Separate Rate and to present the *2026-2027 Parade Precinct Annual Business Plan*, to the Council for adoption.

BACKGROUND

At its meeting held on Tuesday, 7 April 2026, the Council considered a report on the Separate Rate for The Parade Precinct and resolved the following:

1. *That the continuation of the Separate Rate for The Parade Precinct for one (1) financial year, be endorsed 'in principle'.*
2. *That the revenue raised by the Separate Rate for The Parade Precinct to be set at \$225,000 for the 2026-2027 financial year.*
3. *That consultation with business and commercial property owners located within The Parade Precinct be undertaken on the proposal to extend the application of a Separate Rate for The Parade Precinct into the 2026-2027 financial year, for a period of twenty-one (21) days.*

Subsequent to this decision, consultation on the Separate Rate and the *draft 2026-2027 Parade Precinct Annual Business Plan*, was undertaken from Tuesday, 14 April 2026 to Close-of-Business on Monday, 4 May 2026, with all businesses and property owners located within The Parade Precinct.

A copy of the draft *2026–2027 Parade Precinct Annual Business Plan* is contained in **Attachment A**.

STRATEGIC DIRECTIONS

CityPlan 2030 Alignment

Outcome 3: Economic Prosperity

A dynamic and thriving centre for business and services.

Objective 3.2: Cosmopolitan business precincts contributing to the prosperity of the City.

Strategy 3.2.1: Retain, enhance and promote the unique character of all our City's business precincts.

FINANCIAL AND BUDGET IMPLICATIONS

Should the Council endorse the Separate Rate for 2026-2027, it is recommended that the total revenue that is collected through the Separate Rate be set at \$225,000.

The draft *2026-2027 Parade Precinct Annual Business Plan* is based on a budget allocation of \$225,000 and a copy of the Plan is contained in **Attachment A**.

The objective of raising the Separate Rate for The Parade Precinct is based on using the funds to ensure that The Parade remains viable in an increasingly competitive market, whilst bearing in mind the additional cost to the property owners and businesses.

The Separate Rate plays a vital role in ensuring The Parade, Norwood remains South Australia's leading mainstreet destination. It provides dedicated funding to promote the Precinct, deliver vibrant events and support local businesses in an increasingly competitive retail and hospitality market.

Just as important, it enables the city to showcase The Parade's distinctive character from its diverse dining and retail mix to its strong sense of place. This investment helps attract visitors, support business growth, and ensure The Parade continues to evolve while retaining the qualities that make it uniquely valued by the community.

A Separate Rate revenue of \$225,000 would ensure that the Council (as the overall marketing agent), is able to continue to deliver initiatives for the size and diversity of the businesses, properties and visitors to the Precinct. The reasons for proposing an increase to the amount that is collected is explained in the Discussion section of this report.

RISK MANAGEMENT

It is important to note that the revenue that is raised through the Separate Rate must be expressly used for the purpose for which it is collected. Any deviation from this would present a risk.

As such by preparing an Annual Business Plan and consulting on the Plan in tandem with the proposal to raise a Separate Rate ensure that all parties understanding how the revenue will be expended.

CONSULTATION

Elected Members

The Council previously considered this matter at its meeting held on 7 April 2026.

Community

All businesses within The Parade Precinct were invited to comment on the Annual Business Plan and the Separate Rate for a period of twenty-one (21) days, commencing on Tuesday, 14 April to Close -of -Business Monday, 4 May 2026.

Consultation was undertaken through face-to-face communication with business managers a direct approach to registered emails (property/business owners), as well as through the commercial and sales staff that have engaged with Council through workshop, forums and business networking opportunities.

Timeline:

Action	Date
Open	Tuesday 14 April
Letter Delivery to property owners and in-store	Tuesday 14 April & Wednesday 15 April
Marketing Collateral on the streets and social media	Tuesday 14 April
Email (Monitor CRMS)	Wednesday 15 April
Electronic Direct Mail (EDM)	Tuesday 21 April
Reminder Email (Monitor CRMS)	Thursday 30 April
Reminder Electronic Direct Mail (EDM)	Friday 1 May
Close	Monday 4 May

Staff

Nil

Other Agencies

Nil

DISCUSSION

Business and property owners within The Parade Precinct were invited to provide comment on the Annual Business Plan and the proposal to raise a Separate Rate for a period of twenty-one (21) days, from Tuesday, 14 April to close of business Monday, 4 May 2026 by emailing, or contacting staff from the Councils Place Activation & Economy Unit.

All information was housed on the Council's Have your Say website with all collateral, including the posters in display boxes on The Parade.

A letter was also sent to over 350 businesses within the Precinct on Tuesday 14 April, outlining the purpose of the consultation and invitation to participate. In the consultation process. While responses from this approach are not easily quantifiable, it provides a valuable opportunity for both direct to letterbox and face-to-face engagement with staff. This enables clear communication of the initiative and the opportunity to answer any questions in relation to the draft Plan or Budget.

The *Business on The Parade* Electronic Direct Marketing (EDM) campaign was distributed to 345 traders on the Tuesday 21 April, providing details of the consultation and an invitation to respond. The mailing list comprises organically sourced contacts, including workshop and forum participants, as well as businesses listed on The Parade website. The campaign reached 345 recipients and achieved an open rate of 26.8%, which is a similar percentage to all EDM's that are sent out to the same traders throughout the year.

Direct emails were sent to all registered email addresses through Monitor CRMS, a specialised Customer Relationship Management (CRM) software designed specifically for Economic Development and community teams within local government. These emails are all ABR registered businesses emails which reaches 395 registered businesses. Results returned a 45% conversion rate (open rate) for the initial email to invite a response and also the reminder email which was sent out a week before the consultation closed, that resulted in a 44% conversion rate (open-rate).

A subscription to the Monitor CRMS platform was purchased and this was used to communicate directly with businesses through registered emails. This approach has seen an uptake of new engagements with businesses and the average open-rate is around 36%-52%.

This avenue of communication was introduced as part of the 2026–2027 consultation to reach business registered emails with a result of 44-45% open-rate. This shows that emails sent through Monitor CRMS reached and were opened by almost half of the registered businesses within The Parade Precinct.

As mentioned above, consultation regarding the Separate Rate and Annual Business Plan was undertaken with businesses within The Parade precinct with a direct outreach approach. While no formal written submissions were received during this consultation period, this is broadly consistent with historical engagement trends, where only a small number of responses are typically submitted in response to proposals to apply a Separate Rate.

Importantly, the absence of formal feedback may indicate general alignment with the proposed direction of the Annual Business Plan and a level of confidence in the activities and priorities that are proposed to be delivered. Previous submissions have generally focused on operational matters or broader infrastructure requests outside the scope of the Annual Business Plan and Separate Rate funding framework, such as public realm upgrades and the provision of additional services.

Ongoing informal engagement with business and property owners throughout the year will continue to provide valuable insights into business sentiment, operational challenges and opportunities for support.

The allocation of the revenue from the Separate Rate for The Parade Precinct, is specifically used for marketing and promotion. The revenue generated from the Separate Rate is not collected for the purposes of providing or maintaining infrastructure.

Other key precincts across metropolitan Adelaide have a Separate Rate for the purpose of marketing and promotion. For comparison, the Separate Rate collected in 2024-2025 for other mainstreet precincts in metropolitan Adelaide are outlined in Table 1 below.

TABLE 1: COMPARISON OF THE SEPARATE RATE COLLECTED FOR SIMILAR MAINSTREET PRECINCTS IN METROPOLITAN ADELAIDE

Year	Mainstreet	Separate Rate Revenue
2025–2026	The Parade, Norwood	\$225,000*
2025–2026	Goodwood Road, Goodwood	\$64,297
2025–2026	Unley Road, Unley	\$146,440*
2025–2026	King William Road, Hyde Park	\$169,145
2025–2026	Fullarton Road	\$16,500*
2025–2026	Jetty Road, Glenelg	\$724,790**

* no increase from 2024–2025.

** this is calculated dynamically based on property valuations in the precinct.

OPTIONS

The Council has the following options in respect to this matter:

1. Apply the Separate Rate as proposed.

It is recommended that the Council endorses the proposal to extend the Separate Rate for the 2026-2027 financial year to generate a total revenue of \$225,000.

2. Not apply the Separate Rate as proposed. the Separate Rate.

Option 1 is recommended for reasons set out in the report.

CONCLUSION

The Separate Rate enables the Council to raise sufficient revenue to ensure integrated marketing and promotion and the implementation of initiatives for The Parade Precinct can occur.

RECOMMENDATION

1. That a Separate Rate for The Parade Precinct be endorsed for the 2026–2027 financial year raising \$225,000.
2. That the 2026–2027 Parade Precinct Annual Business Plan be endorsed.

The Parade Precinct

ANNUAL BUSINESS PLAN

2026—2027

DRAFT



City of
Norwood
Payneham
& St Peters



DRAFT

VISION /

TO MAINTAIN THE STATUS OF SOUTH AUSTRALIA'S PREMIER MAINSTREET. A VIBRANT DESTINATION WHERE RESIDENTS AND VISITORS CAN EXPERIENCE AND ENJOY A PLACE TO DINE, SHOP, PLAY AND DO BUSINESS.

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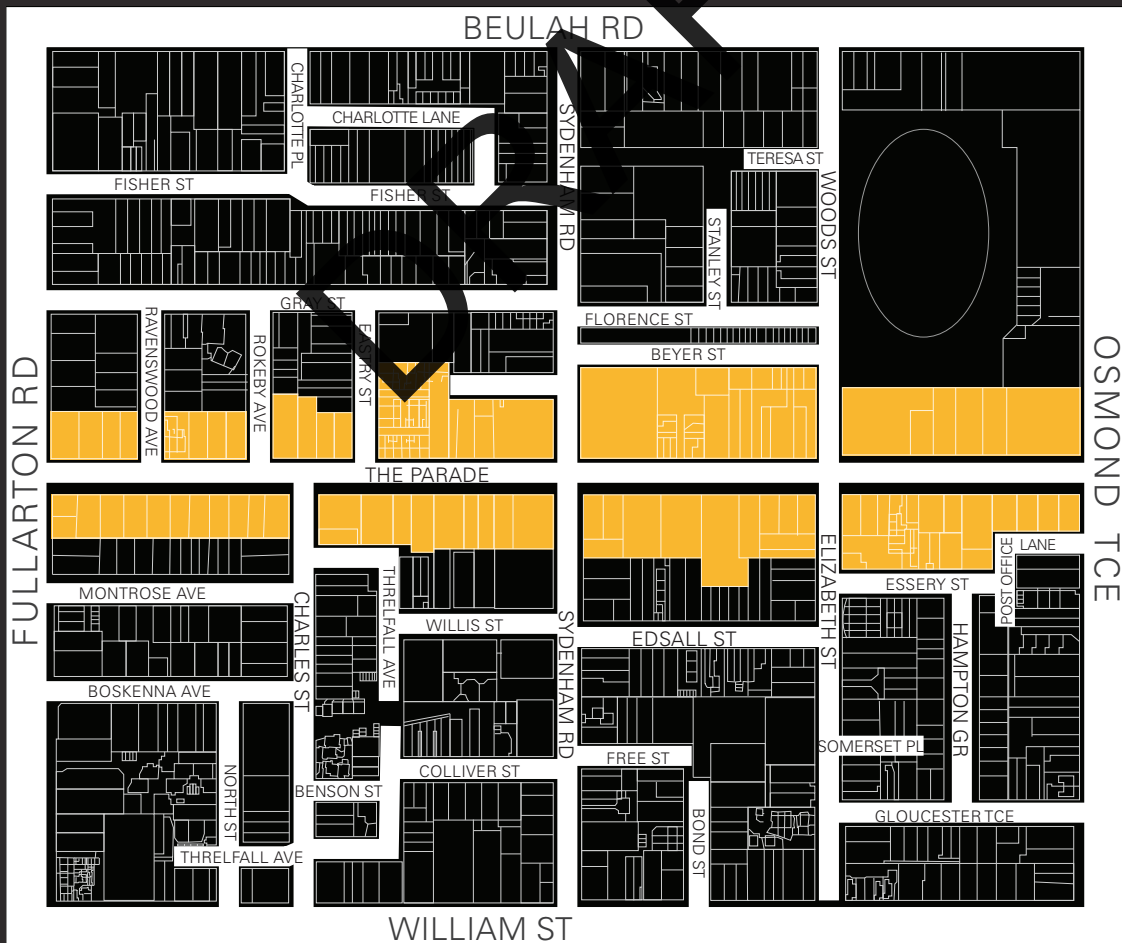
DRAFT

OVERVIEW

The Parade Norwood, which is approximately 1.6km in length, is recognised as South Australia’s premier mainstreet, offering a diverse range of businesses including dining and entertainment, clothing and retail, professional and financial services and hair and beauty.

The Norwood Town Hall and the Parade Central/Hoyts Cinema Complex, located along George Street in the heart of The Parade, are iconic civic and entertainment destinations that attract people of all ages and backgrounds and help to define the street.

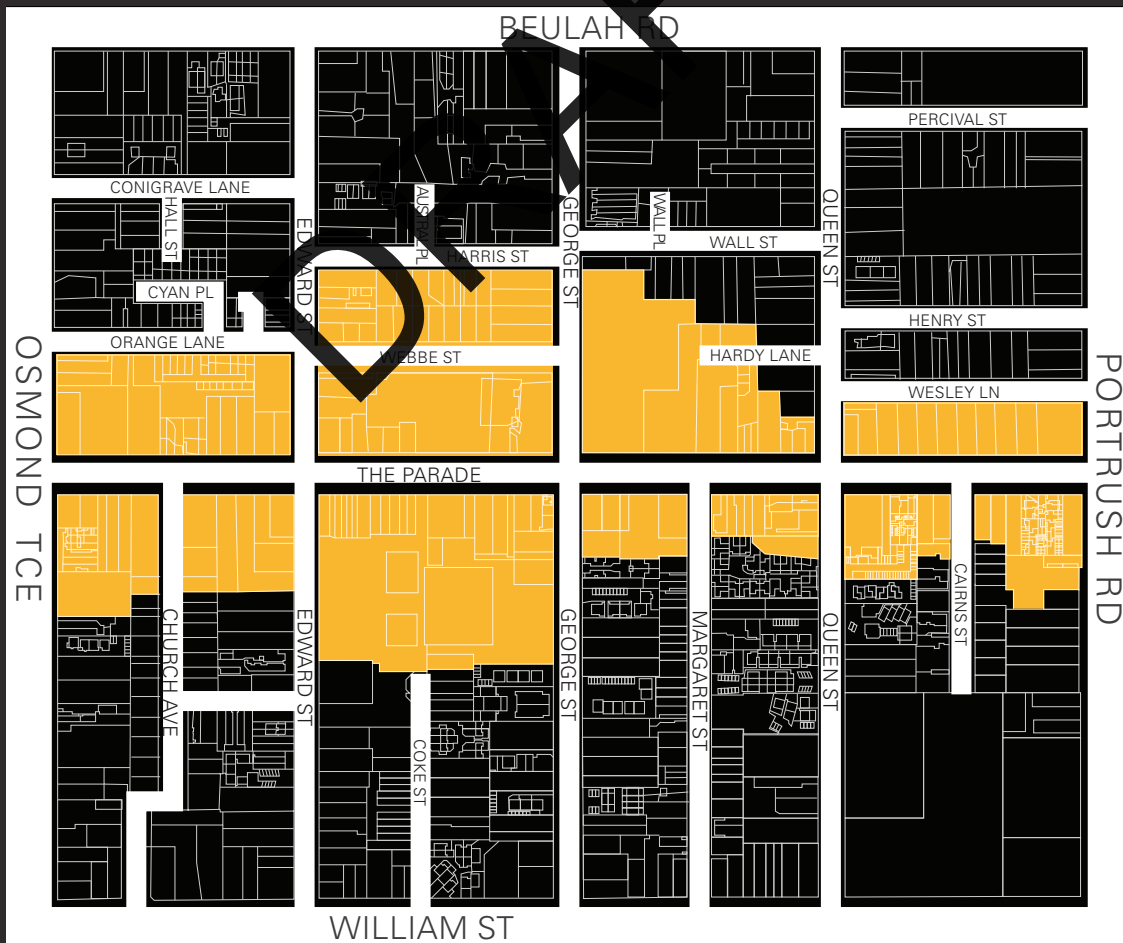
Norwood Place and Norwood Mall are major retail anchors and attractions to the precinct. Although strongly represented by independent retailers and other businesses, The Parade also hosts a number of major retailers and national brands.



Over the last 20 years The Parade has evolved and increased in popularity. Recently completed developments such as The Bath, Nuova Apartments and COMO, have provided

new medium density housing and additional ground-floor retail spaces. Planned major developments such as ORTA, will attract and create opportunity for more

businesses to enter the street, which subsequently plays a vital role in attracting visitors to the precinct, whilst also servicing local residents.



2026–2027 The Parade Precinct Annual Business Plan

ECONOMIC PROFILE

 **373** Total Tenancies

Compared to **368** in 2021 and **391** in 2020

Occupancy Rate

357

Total Businesses

Compared to **350** in 2023



38

New Businesses

Compared to **40** in 2023

16

Total Vacant Tenancies

Compared to **13** in 2023



91%

Occupancy rate compared to 94% in 2021 and 91% in 2020

Between Fullarton Rd & Osmond Tce

94%

Occupancy rate compared to 95% in 2021 and 91% in 2020

Between Osmond Tce & George St

93%

Occupancy rate compared to 95% in 2021 and 87% in 2020

Between George St & Portrush Rd

Lowest Business Failure Risk[^]



Ranked #1 nationally for
16 consecutive months

"When you consider there are 537 councils in Australia, achieving the top ranking for the lowest business failure risk once is remarkable, but maintaining that for 16 consecutive months is truly outstanding and a clear reflection of confidence and resilience within the local business community."

Mayor Robert Bria

[^]CreditorWatch

2026–2027 The Parade Precinct Annual Business Plan

Industry Mix Norwood*

20%
**Dining &
Entertainment**

21%

Professional

57% Technical
37% Financial
7% Real Estate

16%

**Medical,
Health &
Wellbeing**

11%

Hair/Beauty

28%

Retail

67% Products
33% Clothing

2%

**Training/
Employment**

1%

Community



Expenditure#



City of NPSP consumer spend

\$1.96B



5.2% increase in Norwood spending in 2024

\$835.3M

Norwood Total Yearly Expenditure

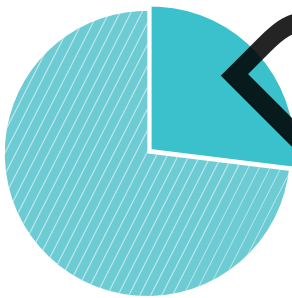
Compared to **\$794.4M** in 2024 and **\$744.7M** in 2023

\$2.4M

Norwood Average Daily Expenditure

Compared to **\$2.2m** in 2024 and **\$2.1m** in 2023

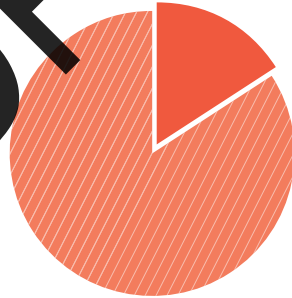
Top 3 Expenditure Categories



21%

Dining & Entertainment

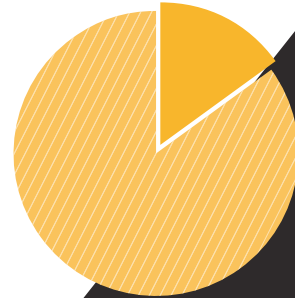
Compared to **18%** in 2024 and **27%** in 2023



17%

Grocery Stores & Supermarkets

Compared to **16%** in 2024 and **16%** in 2023



16%

Professional Services

Compared to **14%** in 2024 and **15%** in 2023

* REMPLAN #Spendmapp

2026–2027 The Parade Precinct Annual Business Plan

3km

from the centre of
Adelaide CBD

10 schools
within a 1km radius
of The Parade



Active transport network and infrastructure

including dedicated cycling lanes on The Parade and surrounding bikeways



Key public transport route

within the eastern Adelaide metropolitan network



Ample drop off locations

for taxis and ride share vehicles



Diversity of housing

typology and density



Wellness Hub

abundance of health and wellness offerings and a host of allied health service providers all in the vicinity of The Parade.



Sporting and recreation clubs

nearby to support social, health and wellbeing outcomes.



LIVEABILITY

UNIQUE ATTRACTIONS

The Parade is a multidimensional destination that caters for all interests, all needs and all stages of life.



Two major retail anchors
in Norwood Mall and
Norwood Place.

**Iconic civic and
entertainment precincts**
in Norwood Town Hall,
Norwood Concert Hall and
Parade Central (Hoyts Cinema
Complex)

Norwood Oval (Coopers
Stadium) is home to the
SANFL Norwood Football
Club and a premier venue
for SANFL, AFLW and AFL
Gather Round matches.

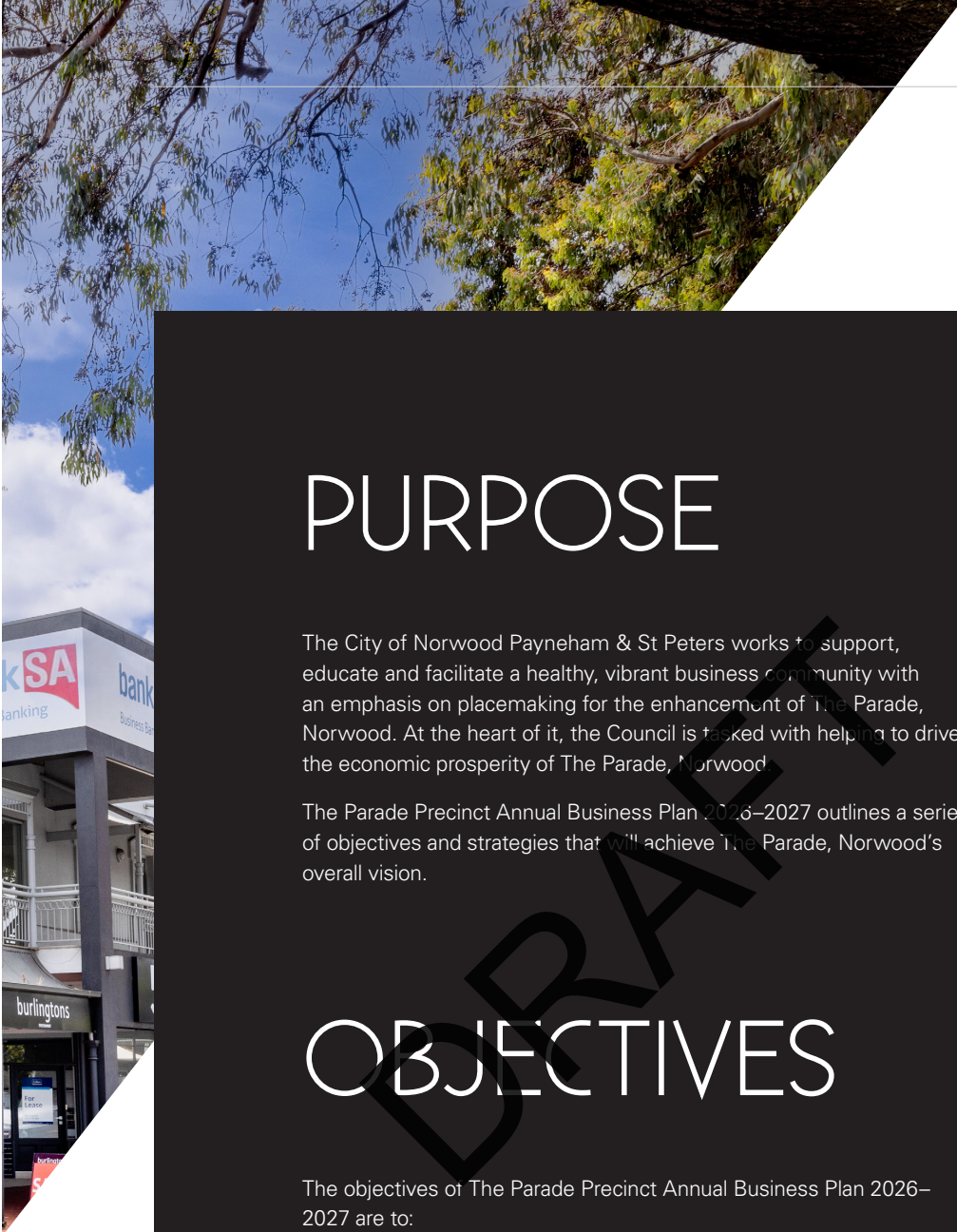
**A diverse range of
businesses** including dining
and entertainment, clothing
and retail, professional and
financial services and hair and
beauty, with numerous
long-standing family-owned
businesses along The Parade.

**All seven major banking
institutions** located on
The Parade.

Public art installations
along the tree-lined
boulevard of Osmond
Terrace, with the
fourth to be
installed in July
2026.

2024–2025 Annual Business Plan





PURPOSE

The City of Norwood Payneham & St Peters works to support, educate and facilitate a healthy, vibrant business community with an emphasis on placemaking for the enhancement of The Parade, Norwood. At the heart of it, the Council is tasked with helping to drive the economic prosperity of The Parade, Norwood.

The Parade Precinct Annual Business Plan 2026–2027 outlines a series of objectives and strategies that will achieve The Parade, Norwood’s overall vision.

OBJECTIVES

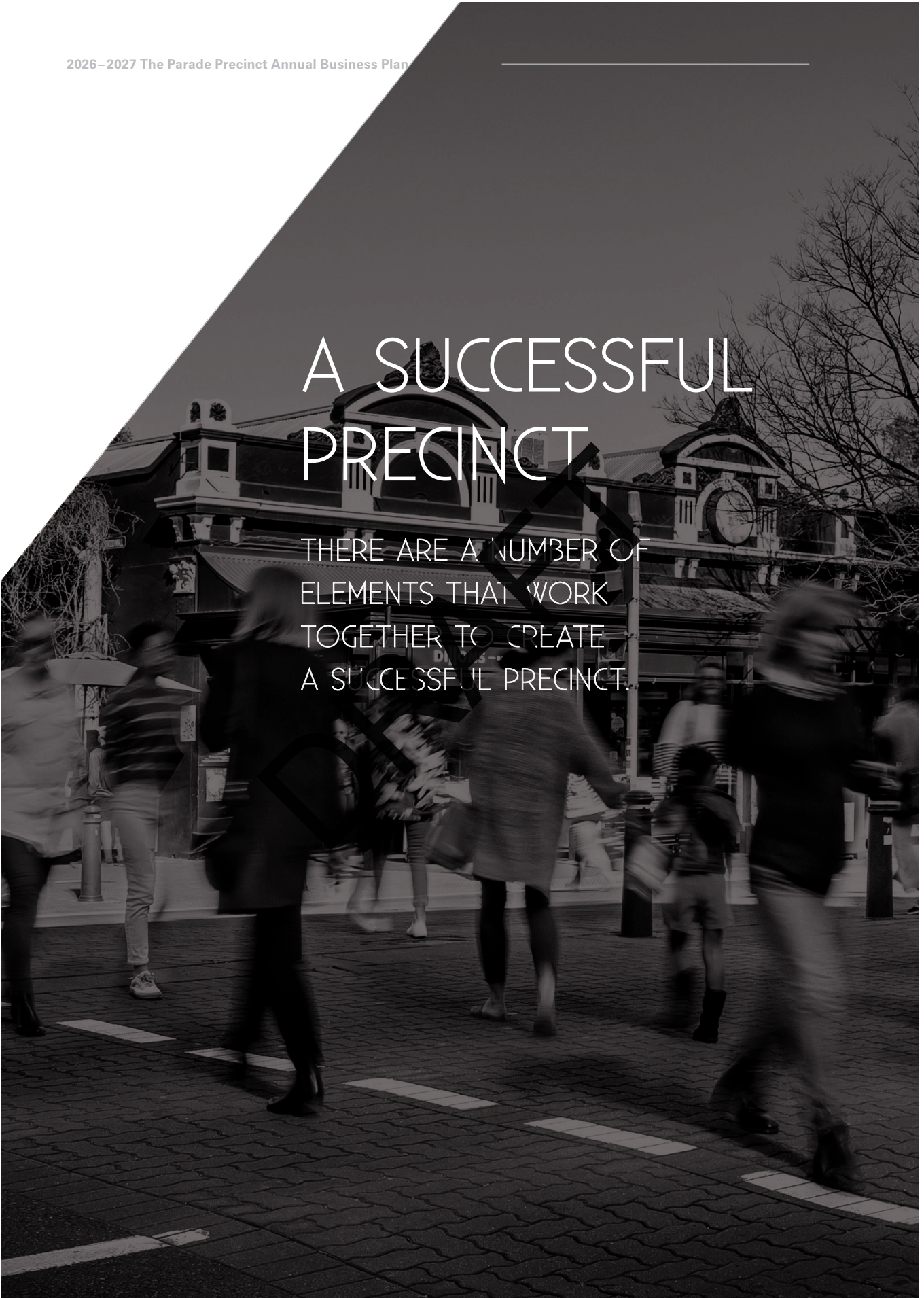
The objectives of The Parade Precinct Annual Business Plan 2026–2027 are to:

- Champion and proudly promote the Precinct and its diverse businesses, amplifying their strengths and stories.
- Encourage visitation and local spending by creating positive experiences that invite people to explore, stay longer and return.
- Foster strong business engagement and collaboration, supporting connections that help the Precinct thrive together.
- Advocate for and help shape strategic direction to support the future growth and sustainable development of the Precinct.

2026–2027 The Parade Precinct Annual Business Plan

A SUCCESSFUL PRECINCT

THERE ARE A NUMBER OF
ELEMENTS THAT WORK
TOGETHER TO CREATE
A SUCCESSFUL PRECINCT.



THE SIX KEY ELEMENTS THAT UNDERPIN THE PARADE'S SUCCESS ARE:



Diversity

A diverse mix of businesses including retail, services, dining and office spaces with a healthy combination of daytime and night-time trade.



Local Economy

A strong connection to the local area, offering residents and visitors quality and convenience.



Identity

A unique character, history and value that is expressed in creative ways including marketing and events.



Drawcards

A number of drawcards that regularly attract a large number of people, including sporting facilities, supermarkets, movie complex, restaurants and flagship retail stores.



Placemaking

Built infrastructure and landscaping that enhances appeal, inviting and encouraging visitors to stay and enjoy The Parade and all it offers.



Accessibility

Footpaths, public transport linkages, car parking and clear signage that enables people to easily access the precinct.

2026–2027 The Parade Precinct Annual Business Plan

BUDGET

The total budget for The Parade Precinct Annual Business Plan 2026–2027 is \$225,000 which is the amount the Council will collect through the Separate Rate.

The Separate Rate is charged to commercial properties within The Parade Precinct. The revenue collected is used for the purpose of marketing and promotion and enhancing business viability within The Parade Precinct.



BUDGET ALLOCATION

STRATEGY 01—EVENTS & PLACEMAKING	\$20,000
Major event activations	\$15,000
Placemaking activations	\$5,000
STRATEGY 02—MARKETING & COMMUNICATIONS	\$70,000
Website	\$2,500
Digital Media	\$20,000
Advertising	\$47,500
STRATEGY 03—IDENTITY & BRAND	\$115,000
Signage & Street Decorations	\$50,000
Merchandise	\$5,000
Competitions	\$60,000
STRATEGY 04—BUSINESS SUPPORT & DEVELOPMENT	\$15,000
Training & Workshops	\$13,000
Other	\$2,000
STRATEGY 05—ADMINISTRATION	\$5,000
TOTAL	\$225,000

DRAFT

2026–2027 The Parade Precinct Annual Business Plan

STRATEGIES

Strategy 01 Events & Placemaking	11
Strategy 02 Marketing & Communications	12
Strategy 03 Identity & Brand	13
Strategy 04 Business Support & Development	14
Strategy 05 Administration	15

DRAFT

STRATEGY 01

EVENTS & PLACEMAKING



DEVELOP, DELIVER AND
SUPPORT MEANINGFUL
EXPERIENCES THAT CREATE
REMARKABLE MEMORIES
ON THE PARADE.

1.1 Major Events

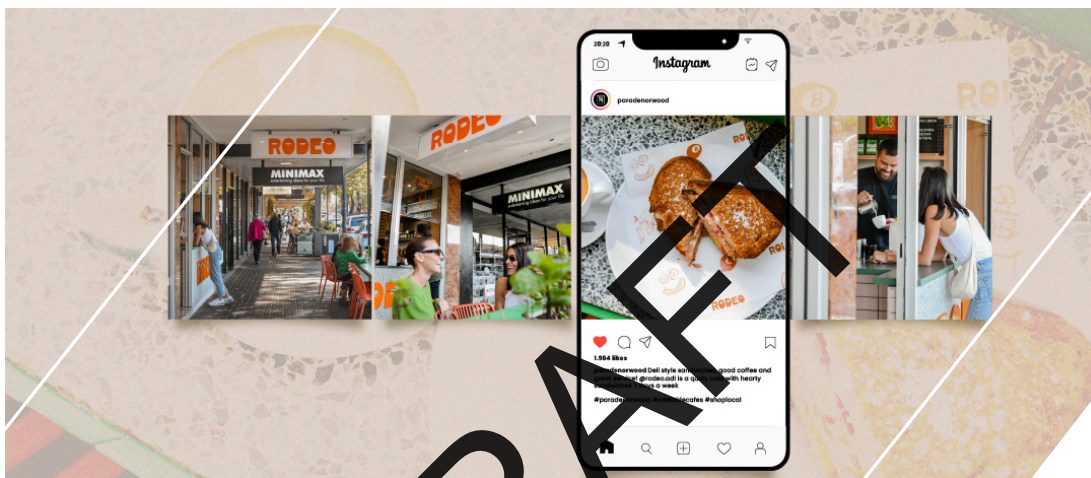
Support the Council's major events held on The Parade, including but not limited to Tour Down Under, Norwood Christmas Pageant, AFL Gather Round and Norwood Food & Wine Festival.

1.2 Placemaking

Support events and activations underpinned by collaboration between the Council, businesses and the local community.

STRATEGY 02

MARKETING & COMMUNICATIONS



BACKED BY RESEARCH AND ANALYTICS, IMPLEMENT A RANGE OF MARKETING CAMPAIGNS AND COMMUNICATION STRATEGIES THAT PROMOTE THE STRENGTHS OF THE PARADE TO TARGET MARKETS.

2.1 Website

Continuously improve The Parade Norwood website and its functionality to maintain relevancy and engagement.

2.2 Digital Media

Develop and deliver a digital media strategy to maximise effectiveness of current channels, increase engagement with existing followers and attract new audiences.

2.3 Advertising

Develop and deliver advertising campaigns to promote The Parade Norwood across a wide variety of mediums to increase visitation and spending from Adelaide, intra and interstate.

STRATEGY 03

IDENTITY & BRAND



ENSURE THE PARADE,
NORWOOD REMAINS
SOUTH AUSTRALIA'S PREMIER
MAINSTREET THROUGH
DELIVERING INITIATIVES
THAT CREATE CONNECTIONS,
IMPROVE LOYALTY, AND
DRIVE BRAND AWARENESS
AND VISITATION.

3.1 Signage & Street Decorations

Install signage and street decorations to promote specific campaigns and events that are held within the Precinct.

3.2 Merchandise

Purchase environmentally friendly The Parade Norwood branded merchandise and distribute to businesses and to community event attendees.

3.3 Competitions

Develop and deliver competitions for The Parade that engage businesses and encourage additional expenditure within The Parade Precinct.

STRATEGY 04

BUSINESS SUPPORT & DEVELOPMENT



CREATE A CONDUCTIVE
BUSINESS ENVIRONMENT
WHERE PEOPLE ARE ABLE
TO FLOURISH THROUGH
EDUCATION, TRAINING
AND NETWORKING.

4.1 Training & Workshops

Host business training and workshops, to educate the business community on a range of topics such as marketing, finance, business planning, wellbeing and leadership in business.

STRATEGY 05

ADMINISTRATION



THE ONGOING
AND EFFECTIVE
ADMINISTRATION OF
THE PRECINCT.

5.1 Trader Forums

Host (at least two) trader forums with property and business owners to keep them informed of decision pertaining to this Annual Business Plan.

2026–2027 The Parade Precinct Annual Business Plan

MONITORING & REPORTING

The Parade Precinct Annual Business Plan will be monitored and evaluated by the Council.

Methods of measurement may include:

- Website and social media reports
- Visitation and attendance numbers at events
- Business participation in events and initiatives
- Analysis data from competition entries
- Level of spending within the Precinct
- Occupancy rates
- Written and verbal feedback received from businesses and the community.



Visit Us



City of Norwood Payneham & St Peters
175 The Parade, Norwood
theparadenorwood.com

Get Social With Us

#ParadeNorwood
@ParadeNorwood
/TheParadeNorwood

DRAFT

City of Norwood Payneham & St Peters
175 The Parade, Norwood SA 5067

Telephone 8366 4555
Email townhall@npsp.sa.gov.au
Website www.npsp.sa.gov.au
Socials  /cityofnpsp  @cityofnpsp



13.2 NORWOOD SWIMMING CENTRE - FUTURE OPERATING MODEL

REPORT AUTHOR: General Manager, Community Development
APPROVED BY: Chief Executive Officer
ATTACHMENTS: Nil

PURPOSE OF THE REPORT

The purpose of this report is to provide options for the future operation of the Norwood Swimming Centre in light of expected changes to customer demand (ie patronage) following the opening of the new Payneham Memorial Swimming Centre.

BACKGROUND

The Council owns and operates the Norwood Swimming Centre (NSC) and the Payneham Memorial Swimming Centre (PMSC).

The NSC is a seasonal outdoor 50 metre, 6 lane pool, that was constructed in circa 1957. In the 2025-2026 swimming season, the NSC operated from:

- 11 October 2025 to 12 April 2026; and
- included weekday opening hours from 6:00 am to 7:30 pm and weekend/public holiday opening hours from 8:00am to 7:00pm.

The PMSC is currently being redeveloped into a modern aquatic leisure centre with practical completion scheduled for the middle of 2026. The upgraded facility will include a 10 lane 50 metre outdoor pool, an 8 lane 25 metre indoor pool, a learn to swim pool, water play and waterslides.

The two Centres are located approximately 3.7 kilometres apart.

STRATEGIC DIRECTIONS

CityPlan 2030 Alignment

Outcome 1: Social Equity

An inclusive, connected, accessible and friendly community.

Outcome 2: Cultural Vitality

A culturally rich and diverse City, with a strong identity, history and sense of place.

Objective 1.1: Convenient and accessible services, information and facilities.

Strategy 1.1.1: Establish community hubs that integrate social support, health, recreational and commercial services, in multi-purpose spaces.

Strategy 1.1.3 Design and provide safe, high-quality facilities and spaces for all people.

Objective 1.4: A strong, healthy, resilient and inclusive community.

Strategy 1.4.1: Provide all ages and abilities programs and spaces for sport, recreation and play to support physical and mental wellbeing.

FINANCIAL AND BUDGET IMPLICATIONS

Four (4) operating models for the NSC are presented in this report for the Councils consideration. Each option incorporates different levels of service and hence, has a corresponding impact on the forecast operating cost as outlined below:

- Option 1 - maintain the current 26 week season and daily opening hours. This option retains the maximum access for all user groups and does not impact on the current operational arrangements. As per the Council's draft 2026-2027 Budget, the NSC is projected to record an operating deficit of around \$577 000.
- Option 2 – introduces a shorter swimming season from 26 weeks to 21 weeks. This results in a forecast saving of approximately \$70,000 per season.
- Option 3 - builds on Option 2 and incorporates the removal of early morning and early evening opening hours. This achieves a forecast net saving of approximately \$103,000 per season.
- Option 4 – maintains the current 26 week season and incorporates the removal of early morning and early evening opening hours. This achieves a forecast net saving of approximately \$47,000 per season.

It should be noted that the financial forecasts exclude depreciation and overhead allocations and are subject to seasonal variations to cost and participation (i.e. patronage) based on external influences such as weather, etc.

RISK MANAGEMENT

The following risks and associated mitigations have been identified:

Risk	Mitigation
Attendance declines more than expected	Seasonal review and modification based on participation behaviour.
Community perception of reduced service	Retain peak access and communicate opportunity to access the PMSC as an alternate venue.
Impacts to specific user groups	Stakeholder engagement and reschedule where possible.
Season pass value perception	Update product terms and communications.
Environmental benefits not demonstrated	Track electricity and gas usage.

The Norwood Swimming Centre is a much loved facility and enjoys strong local community commitment. The proposed reduction in season length and operating hours is likely to impact on a small number of community members who principally utilise the NSC for lap swimming.

Whilst the PMSC offers an alternative venue to undertake lap swimming at these times, it is expected that some community members will be concerned with any change to the swimming season.

CONSULTATION

Elected Members

Not Applicable.

Community

Not Applicable.

Staff

Not Applicable.

Other Agencies

Not Applicable.

DISCUSSION

The PMSC is anticipated to open to the public in August/September 2026.

During the construction of the PMSC, the aquatic market changed as a result of the redevelopment and opening (i.e. Burnside and Adelaide) of a number of neighbouring aquatic centres. These centres, in addition to the forthcoming opening of the PMSC, are anticipated to impact on demand at the NSC. It is therefore instructive to firstly be aware of the changed environment and to plan for any consequent impacts.

On this basis, a review has been undertaken of the NSC's operating model to inform the Council of options for better alignment of the service delivery with likely demand, improving financial sustainability as well as supporting the Council's environmental objectives.

The review has considered the following:

- retaining a level of core peak season access for the community;
- protecting high value programs (school swimming carnivals / Department of Education and Children Services activities (e.g. water safety education);
- migration of all learn-to-swim activity to the fit for purpose Learn-To-Swim pool at the PMSC;
- reducing the Operating Deficit where feasible and practical; and
- supporting the achievement of the Councils carbon neutral targets (e.g. through the introduction of a shorter swimming season.)

Four (4) operating scenarios are detailed for the Council's consideration, including:

- Business-as-usual (current 26 week season length and opening hours);
- a shortened season (21 weeks aligned with known peak demand);
- a shortened season with reduced opening hours (21 weeks and removal of early morning and early evening opening hours); and
- maintaining a 26 week season with reduced opening hours (removing early morning and early evening opening hours).

Broader Aquatic Supply

The Adelaide Aquatic Centre (North Adelaide) opened on 27 January 2026 and provides a State level aquatic facility positioned approximately 7 kilometres to the northwest of the Norwood Swimming Centre and includes major indoor and outdoor pools, learn-to-swim facilities, four large waterslides and leisure features.

The George Bolton Swimming Centre (City of Burnside) is a seasonal outdoor pool located within Hazlewood Park and is located less than 3 kilometres east of the NSC. The facility has recently been upgraded (i.e. pool filtration and heating infrastructure) thereby enabling more efficient heating and extended usability during "shoulder seasons."

Whilst less impactful on the NSC, the redeveloped Salisbury Aquatic Centre and the Thebarton Aquatic Centre opened on the 24 June 2024 and 15 July 2024 respectively.

Whilst there are many barriers and drivers that influence participation behaviours, proximity to a facility is often a significant determinant to consumer choice. To illustrate this, during the 2025-2026 swimming season, participant's residential postcodes were captured to assist in informing customer origin (noting that this does not consider participant journey). This analysis revealed that of 33,034 participations captured:

- less than half of NSC consumers live in NPSP (46.09%);
- 36% of consumers reside in the Cities of Burnside, Campbelltown, Port Adelaide Enfield and Unley;
- 5% of consumers reside in non-Adelaide Local Government Areas and this patronage is often attributable to visitors attending events such as The Ashes, Tour Down Under, Fringe and school holiday periods)

A breakdown of consumer residence locations are set out in Table 1 below. It should be noted that students attending NSC as a part of a school event, were associated with the relevant school's postcode:

TABLE 1: NSC PARTICIPANTS BY RESIDENTIAL POSTCODE

Council Area	Participants	% of Attendance
City of Norwood, Payneham & St Peters	15225	46.09%
City of Burnside	4187	12.67%
Campbelltown City Council	3231	9.78%
City of Port Adelaide Enfield	2681	8.12%
City of Unley	1798	5.44%
Corporation of the Town of Walkerville	782	2.37%
City of Adelaide	733	2.22%
City of Charles Sturt	636	1.93%
City of Mitcham	535	1.62%
City of Prospect	503	1.52%
City of West Torrens	288	0.87%
City of Tea Tree Gully	250	0.76%
City of Marion	214	0.65%
City of Onkaparinga	147	0.44%
City of Salisbury	99	0.30%
City of Holdfast Bay	148	0.45%
Non-Adelaide Councils	1577	4.77%
Total	33034	100.00%

Current NSC Operations

In 2024-2025 the NSC was budgeted to record an Operating Deficit of \$468,000 (excluding depreciation and overhead allocation). While attendance and revenue were positively influenced by unusual operating conditions (including the temporary closure of the Adelaide Aquatic Centre and PMSC and unseasonally hot weather), the NSC recorded an Operating Deficit of (\$313k) (excluding depreciation and overhead allocation).

In 2025-2026, the NSC was budgeted to record an operating deficit of \$427,000 (excluding depreciation and overhead allocation). Sustained hot weather in the second half of the swimming season, compensated for very low levels of participation pre-Christmas, resulting in a recorded full year Operating Deficit of \$414,000 (excluding depreciation and overhead allocation).

With the reopening of the PMSC and increased regional aquatic supply from other redeveloped aquatic centres (i.e. Adelaide and Burnside) discretionary demand is expected to be spread across more facilities thereby placing significant downward pressure on NSC attendance and revenue.

In addition, it should also be noted that some of the Norwood Swimming Club squads that previously utilised the NSC for early morning and afternoon training, have transitioned to the Adelaide Aquatic Centre during the 2025-2026 season and are considered highly unlikely to return to NSC.

As per the Council's draft 2026-2027 Budget, the NSC is projected to record an Operating Deficit of \$577,000 (excluding depreciation and overhead allocation). This budget reflects an assumed substantial reduction in activity following the opening of the PSMC and Adelaide Aquatic Centre, both of which offer consumers a significantly higher level of amenity when compared to the NSC. Table 2 below provides an overview of the proposed NSC budget for 2026-2027:

TABLE 2: PROPOSED 2026-2027 NSC BUDGET

Norwood Swimming Centre	Proposed 2026-2027 Budget
Income	
KIOSK SALES	\$ 17,000
SWIMMING LESSONS	\$ 8,820
SCHOOL/VAC SWIM	\$ 12,496
VOUCHER/SEASON PASSES	\$ 32,445
TICKET SALES INCOME	\$ 8,693
HIRE INCOME	\$ 18,927
ADMISSION CHARGES	\$ 42,179
Income Total	\$ 140,560
Expenditure	
EMPLOYEE COSTS	\$ 493,236
PLANT & EQUIPMENT MAINTENANCE / ASSETS INSURANCE	\$ 4,244
FACILITIES MANAGEMENT / MINOR EQUIPMENT	\$ 5,150
FACILITIES MANAGEMENT / UNPLANNED MAINTENANCE	\$ 6,695
FACILITIES MANAGEMENT / PLANNED MAINTENANCE	\$ 30,900
FACILITIES MANAGEMENT / CLEANING	\$ 27,309
EVENT OPERATIONS / PARTS & CONSUMABLES	\$ 2,122
EVENT OPERATIONS / CONTRACTED SERVICES	\$ 13,792
SWIMMING CENTRE OPERATIONS / EMPLOYEE AMENITIES	\$ 1,500
SWIMMING CENTRE OPERATIONS / SUBSCRIPTIONS/LICENCES	\$ 4,392
SWIMMING CENTRE OPERATIONS / UNIFORMS	\$ 4,743
SWIMMING CENTRE OPERATIONS / MERCHANDISE	\$ 8,500
SWIMMING CENTRE OPERATIONS / WATER CHARGE	\$ 3,499
SWIMMING CENTRE OPERATIONS / GAS	\$ 44,691
SWIMMING CENTRE OPERATIONS / ELECTRICITY	\$ 36,014
SWIMMING CENTRE OPERATIONS / CHEMICALS	\$ 26,523
SWIMMING CENTRE OPERATIONS / SECURITY/FIRE	\$ 2,492
SWIMMING CENTRE OPERATIONS / CASH COLLECTION	\$ 1,400
Expenditure Total	\$ 717,202
Net Surplus/ (Deficit)	-\$ 576,642

Environmental and Strategic Alignment

The Council's 2020-2030 Corporate Emissions Reduction Plan has the primary objective of achieving net-zero corporate carbon emissions by 2030.

Aquatic centres are operationally energy intensive assets due to mechanical plant and equipment such as pumps, filters and water heating systems. NSC currently utilises gas heat pumps to maintain water temperature in the 50 metre pool, representing a technology which is no longer the most environmentally efficient means of heating.

In the near term, the most practical lever available to reduce both operating costs and emissions, without major capital upgrades, is to better align operating weeks and opening hours with demonstrated community demand.

The NSC is currently the second largest consumer of electricity across the Council's facilities, and the largest consumer of natural gas due to the water heating requirements. Once re-opened, the redeveloped PMSC is expected to become the largest consumer of electricity within the Council's facility portfolio.

It is important to note that there is a base level of energy required to filter and heat a swimming pool and hence, the operating cost and emission outputs per head scale in accordance with the number of users. In this respect, maximising operating hours with higher levels of participation, provides the greatest community value. From an environmental perspective, reducing operating weeks will lower electricity and gas consumption and associated emissions, supporting the Council's net-zero 2030 commitment.

Utilisation/Participation

An analysis of available data on patronage at the NSC indicates that:

- demand is concentrated, with 50.9% (i.e. 16,193 of 31,823 participations) of the 2025-2026 26 week seasonal attendance occurring within a nine (9) week peak period from 3 January to 6 March 2026;
- patronage at the NSC is concentrated in the middle of the day, while early morning and early evening periods record comparatively lower utilisation. This trend is likely to increase in 2026-2027, as Norwood Swimming Club squads (estimated at approximately 8.2% of total participation) who have historically used the facility during the 6:00 am timeslot have transitioned to an alternative facility;
- group and school bookings materially lift utilisation, with trading weeks that include schools, Department of Education and Childrens Services (DECS) programs or major organised bookings generating substantially higher attendance than weeks without such bookings; and
- the operating cost structure (excluding depreciation) includes approximately 43% fixed costs (i.e. these costs are incurred regardless of whether the NSC is open) and approximately 57% variable or semi variable costs, which means that reductions to operating weeks and opening hours, can yield reduced expenditure when focused on low use periods. Variable costs mainly include:
 - staff and lifeguarding; and
 - utilities (to the extent that a shorter season reduces the requirement to heat and filter water).

Scenario modelling based on attendance patterns during 2025-2026, indicates that a revised 21 week operating season (for indicative purposes, running from 1 November 2026 to 29 March 2027) could retain around 92% of the attendance that is achieved across a full season.

Whilst a shorter season will reduce the forecast revenue, this reduction is expected to be proportionally smaller than the cost savings. It is also anticipated that some of the affected users will transition to the PMSC.

Potential Operating Models

Option 1 – Business as Usual

Option 1 maintains the current 26 week season and daily opening hours. This retains the maximum access for all user groups and does not impact on the current operational arrangements.

However, it is expected that a higher Operating Deficit than experienced in previous years will result due to reduced demand and ongoing increases in operating costs as a result of aging infrastructure and higher utilities prices. As per the Council's draft 2026-2027 Budget, the NSC is projected to record an Operating Deficit of \$577,000(excluding depreciation and overhead allocation).

This option also includes the highest ongoing energy use and emissions footprint, including during low use weeks and opening hours.

Option 2 – Shortened Season

Option 2 introduces a shorter swimming season from 26 weeks to 21 weeks, positioning the season on the core summer period where the highest demand is experienced and removing approximately five shoulder weeks across the start and end of the season.

Provisionally, this would introduce a revised swimming season commencing on Sunday, 1 November 2026 and concluding on Sunday, 28 March 2027.

It is anticipated that Option 2 would retain approximately 92% of the seasonal attendance while operating for 19% fewer weeks than the current 26 week season. Importantly, the revised season would continue to service 'priority bookings' such as school carnivals etc (which typically occur in November).

As a part of the proposed fees and charges for the PMSC and NSC, the Council's preferred manager is recommending to introduce a reciprocal arrangement whereby multi- visit swim pass holders can utilise their pass at either the NSC or the PMSC. This initiative is intended to enhance the value of multi-visit swim passes, provide swimmers with flexibility as to which Centre they want to swim at and balance usage/participation across the PMSC and NSC.

This approach would assist, in part, to offset the impact to regular swimmers impacted as a result of a shortened season.

Financially, a shortened 21 week season is expected to deliver a material improvement to the operating result through reduced variable and semi-variable costs, particularly staffing, utilities and operating inputs (e.g. chemicals to maintain pool water quality)

Based on the draft 2026-2027 Budget, removing the five lower use shoulder weeks is estimated to reduce operating expenditure by approximately \$79,000 per season, partially offset by an estimated revenue reduction of approximately \$9,000. This results in an indicative net improvement of approximately \$70,000 per season (notwithstanding seasonal variations to cost and participation based on external influences such as weather etc).

Option 2 will also contribute to the Council's Corporate Emissions Reduction Plan objectives through a reduction in energy use and emissions.

Option 3 – Shortened Season and Reduced Opening Hours

Option 3 builds on Option 2 and incorporates the removal of early morning and early evening opening hours.

This would involve modifying the:

- weekday opening time from 6:00am to 8:00am whilst retaining existing weekend and public holiday opening times (8:00am);
- weekday closing time from 7:30pm to 6:00pm and weekend and public holiday closing time from 7:00pm to 6:00pm.

These changes cater for the primary participation which occurs between 10:00am and 4:00pm whilst removing the early morning and early evening hours which incur step cost staffing (e.g. to maintain minimum safe/regulatory staffing levels) and plant requirements (e.g. heating and filtration) for relatively low utilisation.

Option 3 provides the greatest opportunity to improve the operating result by combining a shorter season with the removal of low use weekday early morning and early evening opening hours.

It is anticipated that Option 3 would retain approximately 79% of seasonal attendance.

Based on modelling using the 2026-2027 budget, this Option is estimated to reduce operating expenditure by approximately \$126,000 per season, offset by an estimated revenue reduction of approximately \$23,000 associated with reduced hours (noting that it is expected that a portion of this will be redirected toward the PMSC).

The combined effect represents an indicative net improvement of approximately \$103,000 per season, driven predominantly by staffing, utilities and operating input savings during low utilisation periods.

This Option will also achieve similar reductions in energy use and emission to Option 2.

This is the recommended future operating model.

Option 4 – Maintain Existing Season with Reduced Opening Hours

Option 4 maintains the current 26 week season and incorporates the removal of early morning and early evening opening hours.

This would involve modifying the:

- weekday opening time from 6:00am to 8:00am whilst retaining existing weekend and public holiday opening times (8:00am);
- weekday closing time from 7:30pm to 6:00pm and weekend and public holiday closing time from 7:00pm to 6:00pm.

These changes cater for the primary participation which occurs between 10:00am and 4:00pm whilst removing the early morning and early evening hours which incur step cost staffing and plant requirements (e.g. heating and filtration) for relatively low utilisation.

It is anticipated that Option 4 would retain approximately 86% of seasonal attendance.

Based on modelling using the draft 2026-2027 Budget, this Option is estimated to reduce operating expenditure by approximately \$58,000 per season, offset by an estimated revenue reduction of approximately \$11,000 associated with reduced hours (noting that it is expected that a portion of this will be redirected toward the PMSC).

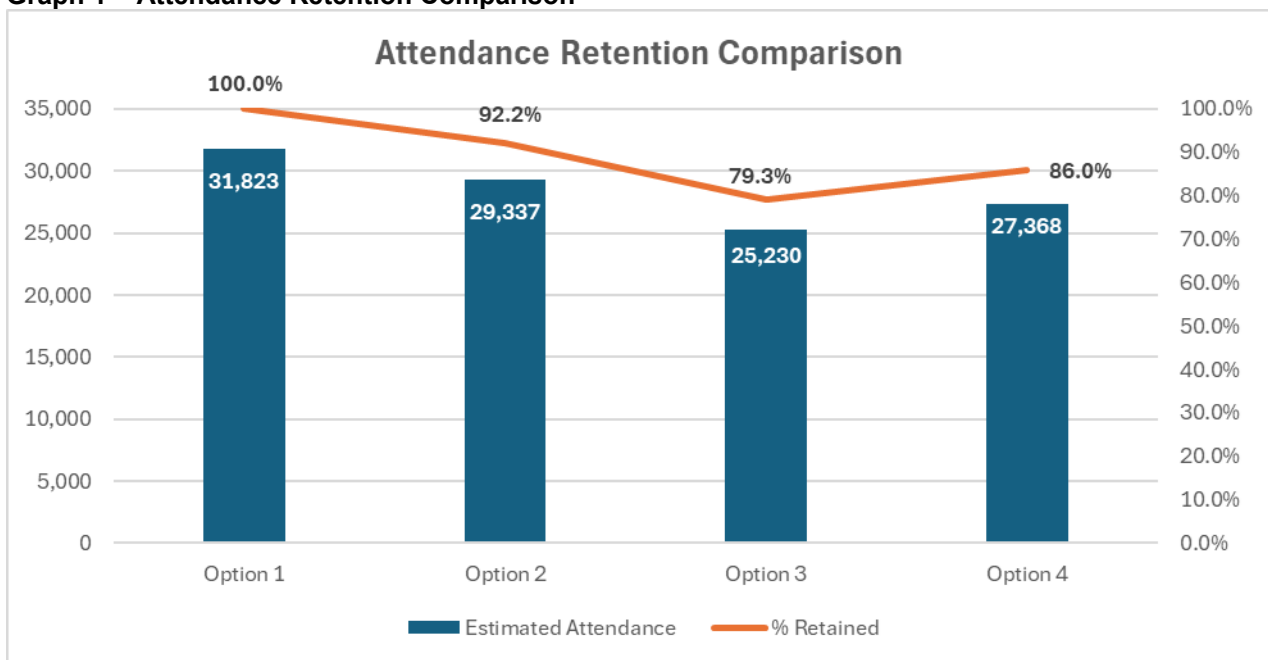
The combined effect represents an indicative net improvement of approximately \$47,000 per season, driven predominantly by staffing, utilities and operating input savings during low utilisation periods.

This option includes the second highest ongoing energy use and emissions footprint, including during low use weeks.

Attendance

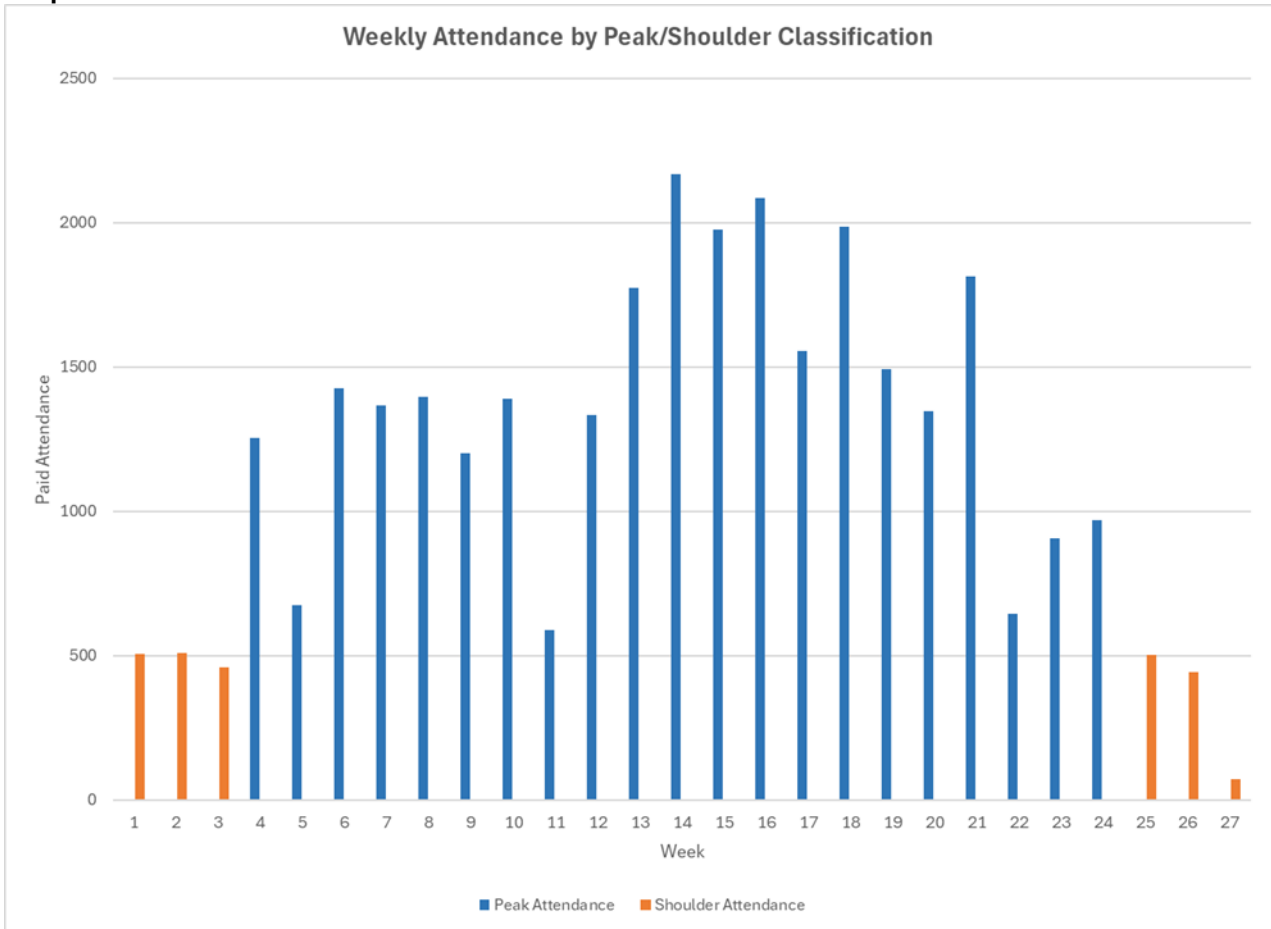
Graph 1 below illustrates the comparative attendance retention across the four (4) options discussed.

Graph 1 – Attendance Retention Comparison



Graph 2 below illustrates weekly participation levels at peak and shoulder periods, noting that peak attendance is depicted as a twenty-one (21) period as per Option 2 and 3.

Graph 2 – Seasonal Attendance Rates



OPTIONS

The reopening of the PMSC and increased supply of aquatic facilities, is likely to have a significant impact on participation at the NSC resulting in a forecast increase of \$109,000 in the Council’s annual Operating subsidy (i.e. \$468,000 in 2025-2026 to \$577,000 in 2026-2027).

Whilst the Council can elect to retain the existing operating model, three (3) alternate operating models as presented in this report, contract season length/opening hours to peak participation periods. These options achieve significant reductions in operational costs and energy use/emissions.

As a part of the proposed fees and charges for the PMSC and NSC, the Council's preferred manager is recommending the introduction of a reciprocal arrangement whereby multi-visit swim pass holders can utilise their pass at either the NSC or the PMSC. This initiative is intended to enhance the value of multi-visit swim passes, provide swimmers with flexibility as to which Centre they want to swim at and balance usage/participation across the PMSC and NSC. This approach would assist in ensuring that swimmers retain access to a local swimming pool in the event the Council elected to modify the NSC’s season/operating hours.

The following options are therefore presented for the Council's consideration:

- Option 1 - maintains the current 26 week season and daily opening hours. This retains the maximum access for all user groups and does not impact on the current operational arrangements.
- Option 2 – introduces a shorter swimming season from 26 weeks to 21 weeks. This results a forecast waving of approximately \$70,000 per season.
- Option 3 - builds on Option 2 and incorporates the removal of early morning and early evening opening hours. This achieves a forecast net saving of approximately \$103,000 per season.

This is the recommended option.

- Option 4 – maintains a 26 week season with the removal of early morning and early evening opening hours. This achieves a forecast net saving of approximately \$47,000 per season.

CONCLUSION

Commencing with the 2026-2027 season, the NSC will operate in a significantly more competitive environment where competing swimming facilities will provide consumers significantly improved amenity and value. This is budgeted to have a sustained impact to participation levels and revenue at the NSC and hence, result in higher net annual operating costs.

An analysis of the NSC's participation has been undertaken in an effort to identify future operating models to negate the impacts of declining participation whilst maintaining a level of service that enables the NSC to continue to support the majority of its customer base.

The recommended future operating model (Option 3) incorporates a 21 week summer season with weekday early morning and late evening opening hours removed.

This Option:

- protects peak season and highest use operating hours;
- targets a reduction in service levels during underutilised periods;
- improves financial sustainability, delivering an estimated \$103,000 annual improvement to the 2026-2027 budgeted operating; and
- provides measurable support to the Council's Corporate Emissions Reduction Plan and net-zero 2030 objective by reducing energy usage at NPSP's second largest energy emitting site.

The introduction of reciprocal rights to both the PMSC and NSC for some multi-use passes will ensure that swimmers are still able to access a local swimming pool and have flexibility of which Centre to utilise during those times both Centres are open.

RECOMMENDATION

That Option 3, as set out in this report, be approved as the future operating model for the Norwood Swimming Centre commencing in the 2026-2027 swimming season and that an associated budget be integrated into the management contract with the Council's preferred manager.

13.3 PROGRESS UPDATE ON THE ESSENTIAL SERVICES COMMISSION OF SOUTH AUSTRALIA LOCAL GOVERNMENT ADVICE TO THE COUNCIL

REPORT AUTHOR: Chief Financial Officer
APPROVED BY: Chief Executive Officer
ATTACHMENTS: A - B

PURPOSE OF THE REPORT

The purpose of this report is to present to the Council, a progress update on the recommendations from the Essential Services Commission of South Australia's (ESCOSA) Local Government Advice.

BACKGROUND

The Essential Services Commission of South Australia (ESCOSA) is an economic regulator for industries such as water, sewerage, electricity and gas.

In April 2022, ESCOSA was granted a new function under the *Local Government Act 1999* (the Act), to provide independent advice to Councils on their financial and asset management plans.

The introduction of ESCOSA into the Local Government Sector was in response to and an alternative to the previous State Government's policy to introduce rate capping for Local Government — a policy that has had severe financial impacts on councils in both New South Wales and Victoria where rate capping has been in place for many years.

In terms of providing advice to Councils, in accordance with Section 122 of the Act, ESCOSA provides advice on the following matters:

- material amendments made, or proposed to be made, to a Council's Long-term Financial Plan (LTFP) and Infrastructure and Asset Management Plan and the reasons for those amendments;
- revenue sources as set out in a Council's LTFP and Annual Business Plan, and
- any other matter prescribed by regulation.

As part of the implementation of the *Local Government Advice Scheme*, ESCOSA prepared a Schedule of Councils commencing in 2022-2023 and ending in 2025-2026. This Council was required to participate in the Scheme in 2025-2026. On Thursday, 19 February 2026, ESCOSA published its report, *Local Government Advice City of Norwood Payneham & St Peters February 2026*.

A copy of the ESCOSA Advice is contained in **Attachment A**.

Subsequent to this, an independent report to assist the Council in responding to the ESCOSA Advice was commissioned and prepared by Ms Bennetts from LGiQ (Consultants) and was presented to the Council for consideration at its meeting held on 5 May 2026.

A copy of the LGiQ Report is contained in **Attachment B**.

As identified in the LGiQ Report, while ESCOSA highlighted that the Council was doing a number of things well to reduce the potential of being financially unsustainable, ESCOSA provided the following recommendations:

1. *Adopt a more comprehensive and transparent Long-Term Financial Plan annual review process to ensure ongoing financial sustainability and accountability.*
2. *Improve the transparency of assumptions and explicitly state the basis of preparation of Annual Business Plans, budgets and the Long-Term Financial Plan.*
3. *Consider strategically rationalising assets in consultation with the community, to reduce debt, streamline the Council's cost structure and provide the service standards that the community wants and is prepared to pay for, aiming for a more robust and sustainable position.*

4. *Improve the reporting of debt reduction targets or productivity improvements in its Long-Term Financial Plan and Annual Business Plans (as appropriate), to assure the community of how debt will be reduced.*
5. *Review its pace of development of new and upgraded assets, having regard to debt levels, rates affordability, the affordability of the stream of future operating costs created by new and upgraded assets, and the need to prioritise and fully fund asset renewal and replacement.*
6. *Disclose cost savings targets or productivity improvements in its Long-Term Financial Plan and Annual Business Plans (as appropriate), to provide evidence of constraining cost growth and achieving efficiency across its operations and service delivery.*
7. *Update the costings for The Parade Masterplan project, including indexing out-years of the staged implementation, based on the detailed design and before commencing the project, and consult with the community if the new costings exceed the earlier \$30 million projection.*
8. *Undertake deeper and ongoing community consultation regarding the scale, cost escalation, and long-term financial impact of any future significant capital expenditure projects.*
9. *Consider providing more clarity around the risks and the impact on rates (and develop mitigation strategies) if the Council's expectations regarding its operational performance do not materialise and/or its financial strategy becomes stressed.*
10. *Consider publicly separating out the finances of the Payneham Memorial Swimming Pool Centre in the Council's overall accounts, to provide transparency on its performance and adequacy of user charges*

In summary, the LGiQ Report contains a Financial Sustainability Improvement Plan (the Plan), which sets out a structured program of actions designed to address the Advice that has been provided by ESCOSA, in order to strengthen the Council's long-term financial position.

The Plan builds on the Council's existing strategies and incorporates a range of financial, operational and governance initiatives, aimed at improving resilience, enhanced transparency and ensuring sustainable service delivery.

LGiQ prioritised these Actions into Short Term (0 to 12 months) and Medium Term (1 to 3 years) in order to provide a clear and achievable pathway and supported by ongoing monitoring and reporting to the Council and the Council's Audit & Risk Committee.

- **Short Term (0-12 months)**
 - *Improved Annual LTFP Review;*
 - *Debt Reduction Strategy;*
 - *Inclusion in Strategic Risk Register;*
 - *Rating Strategy Review;*
 - *Financial Sustainability Performance Monitoring;*
 - *Future Grants Strategy;*
 - *Separate Reporting for Major Facilities;* and
 - *Treasury Management Review.*
- **Medium Term (1 - 3 years)**
 - *Cost Control;*
 - *Service Level Review Program;*
 - *Capital Program Prioritisation Framework;*
 - *Major Project Governance Framework;*
 - *Asset Rationalisation Strategy;*
 - *Fees and Charges Review;* and
 - *Asset Management Maturity (AMP Alignment).*

LGiQ has also advised that these measures will provide confidence that the Council is pro-actively managing its financial sustainability and is well positioned to respond to future challenges.

A response and the status of these Actions is set out in the Discussion section of this report.

STRATEGIC DIRECTIONS

***CityPlan 2030* Alignment**

Not Applicable.

FINANCIAL AND BUDGET IMPLICATIONS

Not Applicable.

RISK MANAGEMENT

From a risk management perspective, whilst it is important to note that ESCOSA's role is advisory only and that ESCOSA cannot require Councils to follow the Advice, ESCOSA is an independent body that provides independent and transparent information to inform a Council's decision making in respect to ongoing financial sustainability. It is therefore prudent for all Councils to consider the advice that is provided by ESCOSA and respond to that Advice, in a considered, strategic and practical manner to mitigate any financial risks that are identified by ESCOSA as part of their review of the Council's financial and asset management plans and revenue sources (ie rates).

CONSULTATION

Elected Members

An Elected Members Information Session was held on Tuesday, 28 April 2026, regarding ESCOSA's Advice.

The Independent Review of ESCOSA's Advice prepared by LGiQ, was presented to and considered by the Council at its meeting held on Tuesday, 5 May 2026.

Community

Not Applicable.

Staff

Not Applicable.

Other Agencies

Not Applicable.

DISCUSSION

As set out above, LGiQ has recommended 15 Actions to ensure the Council can pro-actively manage its financial sustainability and is well positioned to respond to future challenges measures.

A number of the Actions are already in progress (ie Inclusion in the Council's Strategic Risk Register, Rating Strategy Review, Future Grants Strategy, etc), and consideration of a number of the other actions recommended actions in terms of practical implementation, resources and cost, has now been undertaken.

ESCOSA RECOMMENDATION 1 & 2

- *Adopt a more comprehensive and transparent Long-Term Financial Plan annual review process to ensure ongoing financial sustainability and accountability.*
- *Improve the transparency of assumptions and explicitly state the basis of preparation of Annual Business Plans, budgets and the Long-Term Financial Plan.*

LGIQ Recommendation:

Undertake a comprehensive annual review of the Long-Term Financial Plan during the annual business plan development with clearly articulated assumptions, including:

- *Rate revenue increases clearly detailing growth, CPI and other factors;*
- *Inflation;*
- *Debt levels, interest rates and debt servicing costs;*
- *Major projects costs and cost escalations;*
- *Operating results of major operating facilities such as the childcare centre and swimming centre.*

STATUS: Improved Annual LTFP Review – ONGOING

The recommendation that has been made by ESCOSA regarding the enhancement of the annual Long-Term Financial Plan (LTFP) review process, including clearer articulation of key assumptions to support improved transparency and decision-making, is supported.

Implementation of this recommendation has already commenced as part of the most recent LTFP review process that has been undertaken during the 2026 update cycle. The updated LTFP presented as part of Draft 2026-2027 Annual Business Plan, incorporated strengthened and clearly articulated assumptions relating to key financial drivers, including rate revenue increases (with explicit consideration of growth, CPI, and other contributing factors), inflation, debt levels, interest rates, and debt servicing costs. In addition, major project cost estimates and escalation factors were reviewed and updated to reflect current planning and delivery expectations, ensuring a more robust and realistic forward financial outlook.

Overall, it is considered that this approach appropriately balances improved transparency and financial clarity with practicality and consistency in reporting, while still supporting long-term financial sustainability and informed decision-making. LTFP updates will continue to be strengthened through future review cycles. To address this recommendation, the following actions will be implemented:

- enhanced disclosure of key assumptions; and
- improved transparency of major capital projects by incorporating updated cost estimates, project staging, affordability considerations, and long-term operating implications within LTFP reporting.

ESCOSA RECOMMENDATION 3

- *Consider strategically rationalising assets in consultation with the community, to reduce debt, streamline the Council's cost structure and provide the service standards that the community wants and is prepared to pay for, aiming for a more robust and sustainable position.*

LGIQ Recommendation:

Identify and assess underutilised or non-core assets for potential disposal or repurposing to reduce costs, optimise the asset base and support debt reduction.

STATUS: Asset Rationalisation Strategy – NOT COMMENCED

The recommendation to identify and assess underutilised or non-core assets for potential disposal or repurposing to support cost reduction, asset optimisation and debt reduction is supported. The potential value of periodically reviewing the Council's asset base to ensure assets remain aligned with service requirements, community needs and long-term financial sustainability objectives, is an important action, noting that it will take some time to progress.

In response to the recommendation, consideration will be given to incorporating an assessment of underutilised and non-core assets into future strategic asset planning processes. This would involve evaluating asset utilisation, service relevance, operating and maintenance costs, potential alternative uses, and broader financial implications, including opportunities to reduce ongoing costs or support debt management outcomes.

Future consideration of asset disposal or repurposing would be undertaken carefully and in consultation with the community where appropriate, ensuring decisions are balanced against service impacts, community value, and long-term strategic objectives. Some of the expected activities include:

- Develop an Asset Optimisation structured framework.
- Classify Asset Base (Core / Non-core / Discretionary). Develop a clear classification system to identify core service-delivery assets versus non-core or lower-priority assets to support decision-making.
- Undertake Asset Performance and Utilisation Review. Review asset utilisation, operating costs, renewal requirements, and service demand to identify underperforming or underutilised assets.
- Assess Financial Impact and Debt Reduction Opportunities. Evaluate the financial implications of potential rationalisation, including impacts on operating costs, maintenance expenditure, renewal liabilities, and debt reduction capacity.
- Develop Decision-Making Criteria for Rationalisation. Establish clear criteria and governance pathways for considering asset disposal, retention, repurposing, or consolidation, including financial, social, and service impact considerations.
- Align Service Standards with Affordability Framework. Link asset decisions to agreed service levels and affordability parameters to ensure alignment between community expectations and Council's financial capacity.

ESCOSA RECOMMENDATION 4

- *Improve the reporting of debt reduction targets or productivity improvements in its Long-Term Financial Plan and Annual Business Plans (as appropriate), to assure the community of how debt will be reduced.*

LGiQ Recommendation:

Develop and implement a clear debt reduction framework outlining:

- *Clear debt reduction targets;*
- *Clear timings of when the targets are to be achieved by;*
- *Strategies for debt reduction; and*
- *Risks associated with strategies.*

STATUS: Debt Reduction Strategy - ONGOING

The recommendation to develop a formal debt reduction framework, including defined targets, timeframes, strategies, and associated risks. Is considered appropriate. The Council has already commenced strengthening its debt management approach through the most recent update to its Long-Term Financial Plan, which included revised debt projections and a planned reduction in borrowings driven by a review and prioritisation of capital projects. This has effectively embedded the consideration of debt into broader financial planning and capital decision-making processes rather than treating it as a standalone framework. The Council's current approach manages debt levels through the annual budget and LTFP processes, with borrowing decisions assessed in the context of overall financial sustainability, service delivery requirements and project prioritisation. While explicit standalone debt reduction targets and formalised strategy documentation are not currently established, debt levels continue to be actively monitored and managed within sustainable limits through these integrated planning processes, with consideration given to interest rate exposure, cash flow impacts, and delivery risks associated with capital programs.

Proposed additional improvements:

- Include explicit debt trajectory reporting in the LTFP. Clearly present projected debt levels over the LTFP period, including movements year-on-year and key drivers influencing changes (capital investment, repayments, cash flow impacts).
- Link debt outcomes to capital program decisions. Clearly demonstrate how changes to the capital works program (including staging, deferral, or removal of projects) directly influence debt levels and long-term financial sustainability.
- Report productivity and cost containment initiatives. Include a structured summary of operational efficiencies, service reviews, procurement improvements, and cost control initiatives that contribute to reducing reliance on debt and rate revenue growth.

These actions will provide the community with clearer visibility of how the Council is managing and progressively reducing debt within a sustainable financial framework.

ESCOSA RECOMMENDATION 6

- *Disclose cost savings targets or productivity improvements in its Long-Term Financial Plan and Annual Business Plans (as appropriate), to provide evidence of constraining cost growth and achieving efficiency across its operations and service delivery.*

LGiQ Recommendation:

Maintain an organisation of continuous improvement finding efficiencies and reducing waste and undertake formal structured reviews of:

- *Efficiency and productivity improvement across departments/service areas; and*
- *Procurement practices and contract efficiency.*

STATUS: Cost Control - ONGOING

The recommendation to improve transparency around cost savings and productivity improvements as evidence of ongoing efficiency and cost control across operations and service delivery, is supported.

While specific standalone “cost savings targets” are not currently set at an organisation-wide level within the Long-Term Financial Plan (LTFP), efficiency outcomes are implicitly embedded within key assumptions such as constrained operating expenditure growth, service prioritisation, and capital program review processes. These assumptions effectively reflect productivity and cost containment measures already applied through annual budget development.

Productivity improvements and cost control initiatives are presently managed and delivered at the service level. These are achieved through a range of mechanisms, including process and efficiency improvements overseen by the Manager, Organisational Improvement & Transformation in collaboration with Operational Managers; monthly financial reviews involving Operational Managers, General Managers, and Finance Business Partners; annual business planning processes; procurement practices; and ongoing continuous improvement activities. These efforts are undertaken in lieu of a consolidated corporate target framework.

In response to the recommendation, it is proposed to enhance future iterations of the LTFP and Annual Business Plan, by more explicitly documenting key efficiency assumptions and summarising major cost containment and productivity initiatives where appropriate. Maintain records of identified and delivered efficiency initiatives across departments, including procurement savings, service reviews, process improvements, and contract optimisation. This will improve transparency and provide clearer visibility of how the Council is managing cost growth over time while maintaining service delivery at the agreed levels.

LGiQ Recommendation:

Undertake a comprehensive review of fees and charges to understand the full cost of service delivery and the extent of subsidy (community service obligation) versus user-pays. This will support appropriate cost recovery, improve transparency, and ensure fees are set at an affordable level while aligning with financial sustainability and community expectations.

STATUS: Fees and Charges Review - ONGOING

A comprehensive review of fees and charges is already undertaken annually at the commencement of each budget cycle as part of the Annual Business Plan and Budget preparation process as part of Fees and Charges review.

This review considers the cost of delivering the service, affordability, benchmarking where appropriate, legislative constraints, and Council's broader financial sustainability objectives.

The review process also provides an opportunity to consider the extent of subsidisation for services where community benefit outcomes justify a level of cost recovery below full service cost, while balancing user-pays principles and affordability for the community. Fees and charges are subsequently presented to the Council as part of the annual budget process, supporting transparency and informed decision-making.

The Council will continue to refine this process over time, including opportunities to strengthen visibility of cost recovery levels and community service obligations where appropriate, to further align with the intent of the recommendation.

ESCOSA RECOMMENDATION 5, 7 & 8

- *Review its pace of development of new and upgraded assets, having regard to debt levels, rates affordability, the affordability of the stream of future operating costs created by new and upgraded assets, and the need to prioritise and fully fund asset renewal and replacement.*
- *Update the costings for The Parade Masterplan project, including indexing out-years of the staged implementation, based on the detailed design and before commencing the project, and consult with the community if the new costings exceed the earlier \$30 million projection.*
- *Undertake deeper and ongoing community consultation regarding the scale, cost escalation, and long-term financial impact of any future significant capital expenditure projects.*

LGiQ Recommendation:

Strengthen governance, prioritisation and staging of major projects based on affordability and lifecycle cost to ensure projects are delivered within the Council's financial capacity and long-term financial sustainability.

- *Review recent major projects and apply lessons learned;*
- *Implement a clear capital/project prioritisation framework;*
- *Align projects with the Council's financial capacity and consider full lifecycle costs in decision-making; and Improve transparency and reporting on project costs and risks*

STATUS: Major Project Improved Governance Framework - ONGOING

To strengthen Council's long-term financial sustainability, as part of LTFP update included in the 2026-2027 Draft ABP, major capital projects have been reviewed and reprioritised to better align with the Council's financial capacity. As part of this process, **The Parade Masterplan Project** is proposed to be rescoped to deliver essential asset upgrades and renewal through the renewal capital program, rather than a major redevelopment requiring additional funding. The revised scope removes the need for substantial borrowings that would materially increase debt levels and place pressure on Council's long-term financial sustainability. This approach balances responsible financial management with the continued renewal and functionality of the asset.

This reflects a more disciplined approach to capital investment aligned with the Council's financial sustainability objectives.

The prioritisation of projects is already guided through existing annual budget processes, asset management planning, and governance frameworks, where affordability, service needs, and risk are key considerations. Lifecycle costing is increasingly being applied to inform decision-making, ensuring that both capital and ongoing operating impacts are considered in project assessments.

In response to the recommendation, the Council's capital projects governance approach will be strengthened by formalising and enhancing prioritisation criteria, with greater emphasis on financial capacity, risk, and whole-of-life costs. Transparency in reporting will be improved in respect to major project costs, staging, and associated risks through budget and LTFP reporting.

Additionally, the Council will continue to seek opportunities for improvement to inform future capital planning and delivery, ensuring continuous improvement in governance, cost control, and project assurance practices.

For example:

- Integrating consultation outcomes into LTFP and Annual Business Plan updates.
- Development of standardised capital project consultation templates, use consistent formats that explain project scope options, cost ranges, affordability impacts, and long-term financial implications to support informed community feedback.
- Enhancing financial information provided during consultation and clearly present lifecycle costs, debt implications, operating cost impacts, and cost escalation risks in community engagement materials for major projects.
- Ensuring community feedback and financial implications are directly reflected in updated long-term financial planning and budget decisions.

ESCOSA RECOMMENDATION 5 and 6

- *Review its pace of development of new and upgraded assets, having regard to debt levels, rates affordability, the affordability of the stream of future operating costs created by new and upgraded assets, and the need to prioritise and fully fund asset renewal and replacement.*
- *Disclose cost savings targets or productivity improvements in its Long-Term Financial Plan and Annual Business Plans (as appropriate), to provide evidence of constraining cost growth and achieving efficiency across its operations and service delivery.*

LGiQ Recommendation:

Strengthen alignment between Asset Management Plans and the Long-Term Financial Plan.

STATUS: Asset Management Maturity (AMP Alignment) - ONGOING

Alignment between the Council's Asset Management Plans (AMPs) and Long-Term Financial Plan (LTFP), is already embedded within existing asset and financial planning processes, with asset renewal programs and major capital requirements informing long-term financial forecasts.

While Asset Management Plans are formally developed on a four-year cycle in accordance with the requirements of the Local Government Act 1999, the LTFP is reviewed and updated annually between the broader four-year strategic reporting periods. These annual reviews incorporate a reassessment of the capital program, including project reprioritisation, affordability considerations, and timing adjustments to better align infrastructure investment with Council's financial capacity.

The annual LTFP review process also incorporates updates to AMP assumptions, including cost escalation and indexation factors (for example, adjustments to capital renewal costs based on CPI and relevant construction cost increases), to ensure financial forecasts remain current and reflective of market conditions.

In response to this recommendation, integration of the LTFP and AMPs will continue by enhancing the consideration of lifecycle costing, asset renewal requirements, and associated operating costs within future LTFP updates and asset planning processes. This will improve visibility of the long-term financial implications of asset decisions and support more sustainable funding of infrastructure over time.

The importance of ensuring that future asset investment decisions appropriately consider affordability, service outcomes, and whole-of-life costs to maintain long-term financial sustainability and responsible asset stewardship, is recognised.

ESCOSA RECOMMENDATION 3 and 8

- *Consider strategically rationalising assets in consultation with the community, to reduce debt, streamline the Council's cost structure and provide the service standards that the community wants and is prepared to pay for, aiming for a more robust and sustainable position.*
- *Undertake deeper and ongoing community consultation regarding the scale, cost escalation, and long-term financial impact of any future significant capital expenditure projects.*

LGiQ Recommendation:

Develop and implement a program of service level reviews to align service levels with community expectations, utilisation and affordability, ensuring resources are directed to areas of greatest value.

This would include:

*Developing a baseline service register detailing mandatory and discretionary services;
Reviewing service levels and utilisation of the Councils priority areas/services; and
Align services with community expectations and affordability constraints.*

STATUS: Service Level Review Program - IN PROGRESS

The Council is in the process of development and implementation of a structured program of service level reviews to better align services with community expectations, utilisation, and affordability, and to ensure resources are directed to areas of greatest value.

Service level considerations are already embedded within existing annual business planning, Long-Term Financial Plan development, and budget processes, where service priorities, funding constraints, and community expectations are routinely assessed at both organisational and service-area levels. This includes ongoing consideration of statutory obligations versus discretionary services and the allocation of resources in line with the Council's strategic priorities. The Council also recognises the importance of community input in determining appropriate service levels and associated costs.

As such, consultation on major capital projects and changes to service standards/levels is undertaken through established engagement processes, ensuring that community expectations are considered alongside financial sustainability and long-term affordability.

In response to this recommendation, the Councils approach to the review of service level will be strengthened by progressively developing a more structured service framework and formal reporting within Annual Business Plan. This will include the development of a service /baseline view that clearly identifies core, statutory, and discretionary services, providing improved transparency and a clearer foundation for decision-making.

The review processes will also be strengthened by more explicitly assessing service utilisation, demand, and cost-effectiveness within priority service areas, and ensuring these insights inform future budget and planning decisions. More detailed service level costing by outcomes will be incorporated as part of the budget preparation process in the next financial year, further strengthening the link between service delivery, resource allocation, and community value.

This will support more transparent alignment of services with community expectations and affordability constraints over time, while maintaining compliance with statutory responsibilities and Council's financial sustainability objectives.

ESCOSA RECOMMENDATION 9

- *Consider providing more clarity around the risks and the impact on rates (and develop mitigation strategies) if the Council's expectations regarding its operational performance do not materialise and/or its financial strategy becomes stressed.*

LGiQ Recommendation:

Incorporate financial sustainability risks and mitigation actions into the Council's Strategic Risk Register to ensure risks are formally monitored, managed and regularly reviewed.

STATUS: Inclusion of financial sustainability in the Council's Strategic Risk Register - COMPLETED

This recommendation has been implemented. Financial sustainability risks, along with associated mitigation actions, have been incorporated into Council's Strategic Risk Register. This ensures that key risks relating to financial performance, including operating pressures, debt management, and long-term asset funding, are formally identified, monitored, and subject to regular review through Council's established risk management framework. This integration strengthens governance oversight and supports proactive management of financial sustainability risks as part of Council's broader strategic planning and reporting processes.

LGiQ Recommendation:

Undertake a review of the rating structure to improve equity, transparency and sustainability in the distribution of the rate burden across the community.

STATUS: Rating Strategy Review - COMPLETED

This recommendation has been implemented through the Rating Strategy Review that was undertaken in April and May 2026. The review was progressed via a series of workshops and meetings and is currently in consultation with the community as part of the engagement process. A key focus of the review was the fairness and equitability of the rate burden across residential, commercial, industrial, and vacant land ratepayers, with consideration given to the distribution of rates to ensure a balanced and transparent approach. The outcomes of the review will inform future rating decisions through the annual budget process, supporting Council's ongoing objectives of affordability, equity, and financial sustainability.

LGiQ Recommendation:

Establish and maintain a financial sustainability performance framework, including the following key indicators:

- *Net Financial Liabilities Ratio;*
- *Operating Surplus Ratio; and*
- *Debt servicing • Interest Cover Ratio.*

STATUS: Financial Sustainability Performance Monitoring - ONGOING

The recommendation to establish and maintain a formal financial sustainability performance framework incorporating key indicators such as Net Financial Liabilities Ratio, Operating Surplus Ratio, debt servicing, and interest cover ratio, together with improvement plan actions and associated outcomes is supported.

Several of these indicators are already reported as part of Council's regular financial reporting cycle, including during quarterly and year-end financial reporting, which provides ongoing visibility of financial performance and sustainability trends. These existing reports include key measures such as operating results, debt levels and servicing impacts, and other relevant financial indicators used to monitor Council's financial position.

The value of enhancing the structure, consistency, and presentation of this information is recognised and this recommendation will be progressed through improvements to reporting formats to strengthen clarity, transparency, and ease of interpretation.

Accordingly, while core elements of the framework are already embedded within the Council's existing reporting processes, further enhancements to reporting structure and content are planned to better align with the intent of the recommendation and support more comprehensive ongoing monitoring of financial sustainability.

Proposed additional improvements for the Annual Business Plan (ABP) / Budget (withing 12 month) are set out below:

- Establish a structured efficiency and productivity reporting section. Include a dedicated section summarising key efficiency initiatives, cost containment measures, and productivity improvements across Council operations.
- Enhance transparency of service level and cost trade-offs. Clearly communicate where efficiency gains have enabled service maintenance or where cost pressures have been managed through operational adjustments.
- Integrate productivity improvements into annual budget narratives. Ensure Annual Business Plans explicitly describes key efficiency initiatives that support constrained cost growth and improved financial outcomes.
- Enhance explanatory commentary in Annual Business Plan. Clearly communicate financial pressures, assumptions, and contingency responses in the annual budget documentation to improve community understanding.

These enhancements will improve transparency, strengthen accountability, and provide clearer evidence of how Council is actively managing cost growth while maintaining service delivery within a sustainable financial framework.

ESCOSA RECOMMENDATIONS 4 and 9

- *Improve the reporting of debt reduction targets or productivity improvements in its Long-Term Financial Plan and Annual Business Plans (as appropriate), to assure the community of how debt will be reduced.*
- *Consider providing more clarity around the risks and the impact on rates (and develop mitigation strategies) if the Council's expectations regarding its operational performance do not materialise and/or its financial strategy becomes stressed.*

LGiQ Recommendation:

Develop and implement a targeted grants strategy to increase external funding opportunities and reduce reliance on debt and rate revenue.

STATUS: Future Grants Strategy - COMMENCED

As Elected Members will recall, the Council has adopted an Advocacy Strategy.

This document provides a framework for the Council's advocacy on a policy and capital projects. With this strategy in place, the Council can take a targeted approach as recommended by LGiQ.

ESCOSA RECOMMENDATION 10

- *Consider publicly separating out the finances of the Payneham Memorial Swimming Pool Centre in the Council's overall accounts, to provide transparency on its performance and adequacy of user charges.*

LGiQ Recommendation:

Develop separate reporting to improve transparency, accountability and understanding of their financial performance.

STATUS: Separate Reporting for Major Facilities – NOT COMMENCED

This recommendation will be progressed following the commencement of operations at the Payneham Memorial Swimming Centre, once sufficient actual operational and financial data becomes available. As the facility is newly established, meaningful separate reporting will be better informed by actual performance outcomes rather than assumptions or forecast estimates alone.

In the interim, relevant financial information will continue to be monitored and reported through Council's existing budget and financial reporting processes until sufficient operational data is available to support more robust standalone reporting.

In respect to the Council's other facilities and Business Units such as the Norwood Concert Hall and Childcare Centre, it is proposed to introduce quarterly performance reports which will provide financial information.

OPTIONS

As set out in the ESCOSA Advice, ESCOSA has made a number of recommendations to the Council to "*further strengthen the Council's financial sustainability*".

An independent review of the ESCOSA Advice has been undertaken by LGiQ and a number of actions have been recommended to the Council to respond to and progress implementation of ESCOSA's Advice.

The response and progress associated with the Actions as set out in this report will ensure that "*the Council is well placed to maintain long-term financial sustainability while continuing to deliver valued services and infrastructure to the community.*" (LGIQ Report)

For these reasons it is recommended that the Council endorses the response to the ESCOSA Advice as set out in this report.

CONCLUSION

The LGiQ report states that "*In summary, while ESCOSA has identified areas requiring ongoing attention, the Council's financial position remains sound and well managed. The risks that have been identified reflect a period of planned investment and are being actively addressed through established governance and planning processes. The proposed Financial Sustainability Improvement Plan provides a clear and structured pathway to further strengthen the Council's financial position and the progress of the plan will be regularly reported to the Council and the Audit and Risk Committee through formal reporting and informal briefings.*"

RECOMMENDATION

That the report on the response and status of the Actions undertaken regarding the Advice provided by ESCOSA, be received and noted.

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Advice

Local Government Advice

City of Norwood Payneham & St Peters

February 2026

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Enquiries concerning this advice should be addressed to:

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City of Norwood Payneham & St Peters AT A GLANCE

OVERVIEW

The Essential Services Commission finds the City of Norwood Payneham & St Peters Council's historical financial performance to be **sustainable**, its current financial performance to be **mostly sustainable** and its forecast financial performance to be **potentially unsustainable**. This is due to elevated capital expenditure, that is to be funded using substantial debt, creating a stream of future operating costs for the community to bear. The current and planned development of new and upgraded infrastructure poses risks for affordability and long-term sustainability.

FINANCIAL PERFORMANCE



Past 10 years
Sustainable



Current
Mostly Sustainable



Projected
Potentially Unsustainable

RISKS IMPACTING SUSTAINABILITY

- ⚠ The Council's plans to reduce debt and achieve consistent operating surpluses will depend upon increases in rates above CPI and limiting growth in expenses to levels below what it has achieved historically.
- ⚠ The Council will need to double its renewal spending in its Forecast Period to ensure it adequately maintains its growing infrastructure asset base.
- ⚠ The development of new and upgraded assets that must be maintained, renewed and replaced over time contributes to affordability risks.

KEY FACTS

- ▶ population in 2024 was **40,062** residents
- ▶ the Council covers **15.1** square kilometres
- ▶ **20,536** rateable properties in 2024-25
- ▶ **\$59.2 million** of income in 2024-25
- ▶ value of infrastructure, property and equipment assets held in 2024-25 equals **\$699.9 million**

The Essential Services Commission is an independent statutory authority with functions in a range of essential services including water, sewerage, electricity, gas, rail and maritime services, and also has a general advisory function on economic matters. For more information, please visit www.escosa.sa.gov.au.

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1 Executive summary

1.1 Summary of observations

The City of Norwood Payneham and St Peters (the Council) has a range of robust financial and asset management practices that has enabled it to operate sustainably over the 10 years to 2023-24 (the Historical Period), however, some risks to its future sustainability are emerging.

This is primarily due to high expenditure on new and upgraded assets, rising debt levels, and increasing affordability risks for ratepayers.

While the redevelopment of the Payneham Memorial Swimming Centre will deliver improved services to the community, the significant cost escalation raises serious concerns about governance and financial sustainability. Greater community consultation should have occurred to ensure transparency and manage expectations regarding levels of debt and rate impacts.

The Council's borrowings are forecast to peak at \$106.7 million in 2028-29 before declining to \$81.3 million by 2034-35. Achieving this debt reduction and forecast surpluses is contingent upon the Council increasing rates higher than CPI, and constraining expense growth below historical trends, while also servicing the higher debt levels.

The Council will need to double its spending on asset renewal and replacement over the Forecast Period (10 years to 2034-35) compared to the Historical Period, to maintain its growing infrastructure base. The Commission encourages the Council to assess the long-term service and financial implications of its asset stock and consider asset sales to reduce future liabilities, if consultation with ratepayers determines some assets are no longer required, noting that the Council has two swimming centres, three libraries and a childcare centre.

The Commission notes with concern that the Council appears to be consciously transitioning from a historically sustainable financial position to one of elevated financial risk, without a clear or compelling rationale. This shift is occurring without demonstrable community support and includes the duplication of assets - such as swimming centres and libraries - at considerable expense. These decisions reflect a departure from prudent financial management, placing a growing burden on ratepayers who have not been adequately consulted or given the opportunity to consent to these cost implications.

In addition to these observations, the Commission notes that rate revenue per property is projected to grow at an average of 4.3 percent per annum - almost double the forecast inflation rate raising affordability concerns. The Commission makes a range of recommendations geared to improving financial sustainability and reducing the need for future rate increases, while delivering the services that the Council's community wants and is prepared to pay for.

The community would also benefit from improved transparency in the Council's financial planning, including clearer disclosure of assumptions, cost savings targets, and debt reduction strategies. Separating the Payneham Memorial Swimming Centre's financials in published accounts would further improve transparency and help the community to understand the extent of subsidisation and adequacy of user charges.

1.2 Summary of recommendations

The Council has a range of sound practices in its strategic planning and asset management, including:

- ▶ Sensitivity analysis in its Long-Term Financial Plan to provide its ratepayers with a better understanding of the variables, such as interest rate changes, that impact its operating performance and financial sustainability

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- ▶ maintaining a rolling program of asset valuations to inform its AMPs and depreciation charges and annually indexing asset values between formal valuations and
- ▶ Setting out in its 2023-24 to 2033-34 Long-Term Financial Plan the intention to reduce debt repayments through refinancing, increasing operational efficiencies, asset liquidation, improved cash flow management and strict monitoring.

To further strengthen the Council's sustainability, the Commission recommends that the Council:

1. **Adopt** a more comprehensive and transparent Long-Term Financial Plan annual review process to ensure ongoing financial sustainability and accountability.
2. **Improve** the transparency of assumptions and explicitly state the basis of preparation of Annual Business Plans, budgets and the Long-Term Financial Plan.
3. **Consider** strategically rationalising assets in consultation with the community, to reduce debt, streamline the Council's cost structure and provide the service standards that the community wants and is prepared to pay for, aiming for a more robust and sustainable position.
4. **Improve** the reporting of debt reduction targets or productivity improvements in its Long-Term Financial Plan and Annual Business Plans (as appropriate), to assure the community of how debt will be reduced.
5. **Review** its pace of development of new and upgraded assets, having regard to debt levels, rates affordability, the affordability of the stream of future operating costs created by new and upgraded assets, and the need to prioritise and fully fund asset renewal and replacement.
6. **Disclose** cost savings targets or productivity improvements in its Long-Term Financial Plan and Annual Business Plans (as appropriate), to provide evidence of constraining cost growth and achieving efficiency across its operations and service delivery.
7. **Update** the costings for The Parade Masterplan project, including indexing out-years of the staged implementation, based on the detailed design and before commencing the project, and consult with the community if the new costings exceed the earlier \$30 million projection.
8. **Undertake** deeper and ongoing community consultation regarding the scale, cost escalation, and long-term financial impact of any future significant capital expenditure projects.
9. **Consider** providing more clarity around the risks and the impact on rates (and develop mitigation strategies) if the Council's expectations regarding its operational performance do not materialise and/or its financial strategy becomes stressed.
10. **Consider** publicly separating out the finances of the Payneham Memorial Swimming Pool Centre in the Council's overall accounts, to provide transparency on its performance and adequacy of user charges.

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2 About the advice

2.1 Background

The State Parliament has tasked the Commission, South Australia's independent economic regulator and advisory body, to provide advice on material changes proposed by local councils in relation to elements of their Strategic Management Plans (SMP), and on the proposed revenue sources, including rates, which underpin those plans.¹

A primary purpose of the Local Government Advice Scheme (**Advice or the Scheme**) is to support councils to make financially sustainable strategic decisions in their annual business plans and budgets, in the context of their Long-Term Financial Plans (LTFP) and Infrastructure and Asset Management Plans (IAMP).² IAMPs are commonly referred to as Asset Management Plans (AMP). The LTFP and the IAMP are both required as part of a council's SMP.³ Financial sustainability encompasses intergenerational equity,⁴ program (service level) and rates stability in this context.⁵ The other main purpose is for the Commission to consider ratepayer contributions in the context of all revenue sources, as outlined in the LTFP.⁶ In addition, the Commission has discretion to provide advice on any other aspect of a council's LTFP or IAMP it considers appropriate, having regard to the circumstances of that council.⁷

The first cycle of the scheme extends over four years from 2022-23 to 2025-26. The Commission has selected 19 councils for advice in the fourth year (2025-26) of the Scheme, including the City of Norwood Payneham & St Peters.

This report provides the Local Government Advice for the Council in 2025-26.

The Council is obliged under the *Local Government Act 1999* (LG Act) to publish this advice and its response, if applicable, in its 2026-27 Annual Business Plan (including any draft Annual Business Plan) and in subsequent plans until the next cycle of the Scheme.⁸ Decision-making remains in the control of the Council.

The Commission thanks the Council for meeting with Commission staff and for providing information to assist the Commission in preparing this advice.

2.2 The Commission's approach

In providing its Advice for the Council, the Commission has followed the approach set out in the Framework and Approach – Final Report (F&A).⁹

¹ Amendments to the LG Act (s122(1c) to (1k) and (9)) specify the responsibilities for the Commission and local councils for the Local Government Scheme Advice. The Commission must provide advice to each council in accordance with the matters outlined in s122(1e), (1f) and (1g).

² Commonly referred to as Asset Management Plans (AMP).

³ The objectives of the advice with reference to a council's LTFP and IAMP are presented under LG Act, s122(1g). LG Act s122(1) specifies the requirements of a council's SMP, including the LTFP and IAMP.

⁴ 'Intergenerational equity' relates to fairly sharing services and the revenue generated to fund the services between current and future ratepayers.

⁵ Commission, *Framework and Approach – Final Report*, August 2022, pp. 2-3, available at www.escosa.sa.gov.au/advice/advice-to-local-government.

⁶ LG Act s122(1f)(a) and (1g)(a)(ii).

⁷ LG Act s122(1f)(b) and (1g)(b).

⁸ LG Act s122(1h).

⁹ Commission, *Framework and Approach – Final Report*, August 2022, available at www.escosa.sa.gov.au/advice/advice-to-local-government.

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The Commission has considered the Council's SMP documents and other documents (set out in the box below), with a particular focus on its performance and outlook against three financial indicators: the Operating Surplus Ratio (**OSR**), the Net Financial Liabilities Ratio (**NFLR**) and the Asset Renewal Funding Ratio (**ARFR**).¹⁰ Analysis of these three indicators captures financial and service sustainability, cost control and affordability risk.¹¹

The Commission reviews 10 years of historical data, being the years 2014-15 to 2023-24 (**Historical Period**) the "current year" 2024-25 and 10 forecast years, being 2025-26 to 2034-35 (**Forecast Period**).

Table 1: Strategic management documents referred to

<ul style="list-style-type: none"> ▶ City of Norwood Payneham & St Peters, Annual Report 2024-25 ▶ City of Norwood Payneham & St Peters, Annual Report 2023-24 ▶ City of Norwood Payneham & St Peters, Annual Business Plan 2025-26 (July 2025) ▶ City of Norwood Payneham & St Peters, Annual Business Plan 2024-25 (July 2024) ▶ City of Norwood Payneham & St Peters, Long-Term Financial Plan 2023-24 to 2033-34 (August 2024) ▶ City of Norwood Payneham & St Peters, Building Infrastructure Asset Management Plan 2025-2034 (November 2024) ▶ City of Norwood Payneham & St Peters, Civil Infrastructure Asset Management Plan 2025-2034 (November 2024) ▶ City of Norwood Payneham & St Peters, Stormwater Management Infrastructure Plan 2025-2034 (November 2024) ▶ City of Norwood Payneham & St Peters, Recreation and Open Space Infrastructure Plan 2025-2034 (November 2024) ▶ City of Norwood Payneham & St Peters, CityPlan 2030 Shaping Our Future (November 2024) ▶ City of Norwood Payneham & St Peters, Payneham Memorial Swimming Centre Redevelopment Project Information ▶ Prudential Management Report - Payneham Memorial Swimming Centre Updated December 2023

Given that the Commission must, in providing its advice, have regard to the objective of councils maintaining and implementing their IAMPs and LTFPs,¹² it has also considered the Council's performance in that context. Findings regarding the content of the Council's AMPs, and the alignment between its LTFP and AMPs,¹³ are discussed in Section 5.

¹⁰ The three financial indicators are specified in the Local Government (Financial Management) Regulations 2011. Since 2011, each council has been required to include these three indicators in its plans, annual budget, mid-year budget review and annual financial statements. Councils can adopt their own target range for each ratio, but the Commission is guided by the Local Government Association (**LGA**) target ranges, which were established and agreed during the development of the LGA Financial Sustainability Papers (2006-2011).

¹¹ The F&A listed 29 analytical questions that the Commission has considered in assessing the Council's performance against these indicators to determine affordability, cost control and other sustainability risks.

¹² LG Act s122(1g)(a)(i).

¹³ As required under s122(1b) of the LG Act.

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The Commission has also reviewed the financial template provided by the Council, including its 2025-26 LTFP forecasts for 2025-26 to 2034-35, historical financial data, the number of rateable properties and Council staff (Full Time Equivalent or **FTE**) numbers from 2014-15 onwards.¹⁴ The charts and tables in the Advice are primarily sourced from these datasets. In addition, the Commission has reviewed the Council's audit committee reports, and other public information, as appropriate.

The Commission has reported estimates in nominal terms to identify 'real' rather than 'inflationary' effects. In the charts, the Consumer Price Index (**CPI**) line for the Historical Period is calculated as the compound annual growth rate in the CPI (Adelaide) series from 2014-15 to 2023-24, being 2.9 percent¹⁵. Each financial year is the average of the four quarterly results. The CPI for the Forecast Period is calculated as the compound annual growth rate in the CPI (Australia) series from 2025-26 based on the Reserve Bank of Australia (RBA) (Australia-wide) inflation forecasts to the December 2027 quarter, and the midpoint of the RBA target range (2.5 percent) thereafter, yielding an average inflation rate for the Forecast Period of 2.5 percent. Similarly, for the current year 2024-25, we have observed a CPI (Adelaide) of 2.4 percent.

Finally, in formulating this Advice, the Commission has had regard to all discussions and engagement with the Council, including the face-to-face onsite meeting at the Council offices and the individual circumstances of the Council, including:

- ▶ its location as an Urban Development and Urban City Centre
- ▶ its income level (\$59.2 million in 2024-25¹⁶), and
- ▶ the size of its rates base (around 20,536 ratepayers in 2024-25¹⁷).

Throughout this Advice, the Commission has identified several key points and assigned the following risk category to those points:

Legend:  Low-risk  Moderate-risk  High-risk

¹⁴ The Council's estimates for the 2024-25 financial year were unaudited at the time of preparing this advice.

¹⁵ The assumed CPI for the Historical Period is 2.9 percent, being the compound annual growth rate in the CPI (Adelaide) series from 2014-15 to 2023-24. Source: [Consumer Price Index, Australia, June Quarter 2024 | Australian Bureau of Statistics](#).

¹⁶ Based on the Council's financial reporting template provided to the Commission.

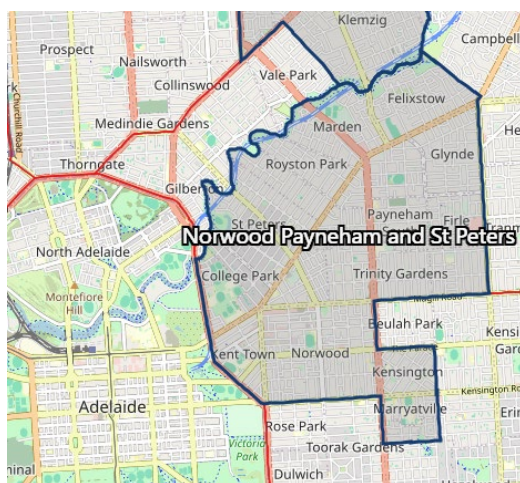
¹⁷ Based on the Council's financial reporting template provided to the Commission.

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3 Council profile

The Council is classified by the Commission as an 'Urban Development and Urban City Centre' council and is one of 16 in this category in South Australia.¹⁸ It covers an area of 15.1 square kilometres, has an estimated resident population of 40,062 (at 30 June 2024),¹⁹ and approximately 20,536 rateable properties (at 1 January 2025).²⁰

Figure 1: Council Area



The Council region has the following attributes:

- ▶ stable rateable property growth of approximately 0.5 percent per annum²¹
- ▶ population density of 2,652 persons per square kilometre²²
- ▶ 173 kilometres of sealed roads and no unsealed roads²³
- ▶ employment sectors mainly in health care and social assistance (17.8 percent), professional, scientific and technical services (12.2 percent) and education and training (10.9 percent),²⁴ and
- ▶ a median population age of 39.9 years.²⁵

¹⁸ Commission, *Fact Sheet - Local Government Advice Scheme – Schedule of Councils*, May 2023, available at <https://www.escosa.sa.gov.au/ArticleDocuments/21947/20240731-Advice-ScheduleOfCouncils-FactSheet.pdf.aspx?Embed=Y>.

¹⁹ Refer to Australian Bureau of Statistics, *Data by region*, available at <https://dbr.abs.gov.au/region.html?lyr=lga&rgn=45290>.

²⁰ Based on the Council's Financial Reporting template provided to the Commission.

²¹ Based on the Council's Financial Reporting template provided to the Commission.

²² Refer to Australian Bureau of Statistics, *Data by region*, available at <https://dbr.abs.gov.au/region.html?lyr=lga&rgn=45290>.

²³ Refer to the Department of Infrastructure and Transport - Local Government Grants Commission, *2023-24 Database Reports*, available at: <https://www.dit.sa.gov.au/local-government/grants-commission/publications#database>.

²⁴ Refer to Australian Bureau of Statistics, *Data by region*, available at: <https://dbr.abs.gov.au/region.html?lyr=lga&rgn=45290>.

²⁵ Refer to Australian Bureau of Statistics, *Data by region*, available at: <https://dbr.abs.gov.au/region.html?lyr=lga&rgn=45290>.

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4 Material plan amendments in 2025-26

The Council has made various amendments to its 2024-25 budget and forward projections, compared with the previous year's LTFP, partly for inflation and partly for other revenue and spending initiatives. The material amendments to some of its main financial forecasts are listed in the table below (in nominal terms).²⁶ To ensure a comparable analysis of estimates between the 2024-25 and 2025-26 LTFPs, the Commission has reviewed the nine overlapping years' statistics: 2025-26 to 2033-34 and identified material amendments accordingly.

4.1 Key points




	The Council has a structured strategic planning approach, integrating LTFP reviews into its ABP process and aligning with its CityPlan 2030 goals.
	Key assumptions—such as inflation rates and projected rate increases—are not explicitly stated for the Council's 10-year forecast within its ABP. This limits public understanding and engagement.
	Given the material impact of its capital expenditure decisions on its 10-year financial forecast, the Council should prepare a stand-alone LTFP on an annual basis.

Table 2: Historical and forecast financial items

Selected Financial Item	Sum of 2025-26 to 2033-34 estimates in 2024-25 LTFP (\$ million)	Sum of 2025-26 to 2033-34 estimates in 2025-26 LTFP (\$ million)	Change in 2025-26 estimates (\$ million)	Change in 2025-26 estimates (percent)
Employee costs	234.4	206.6	(27.8)	(11.8)
Infrastructure, property, plant and equipment	6,944.8	8,570.5	+1,625.7	+23.4
Capital expenditure on renewal of assets ²⁷	130.4	145.1	+14.7	+11.3
Capital expenditure on new and upgraded assets ²⁸	71.3	59.9	(11.4)	(15.9)

4.2 General observations on the LTFP, ABP

The Council has demonstrated a structured approach to strategic planning, with annual LTFP reviews integrated into its Annual Business Plan (ABP) process and considered by its Audit and Risk Committee

²⁶ Table 2 shows only selected financial items to demonstrate the material amendments made by the Council in its 2024-25 estimates. It excludes various financial items, and individual items do not sum to totals.

²⁷ The capital expenditure estimates are based on the 2024-25 LTFP estimates provided by the Council to the Commission (in an Excel template).

²⁸ The capital expenditure estimates are based on the 2024-25 LTFP estimates provided by the Council to the Commission (in an Excel template).

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and Council meetings.²⁹ However, major strategic reviews of the LTFP occur less frequently. The current advice is based on the Council's proposed 2025-26 LTFP forecast, endorsed in its 2025-26 ABP and submitted to the Commission on 30 September 2025, following community consultation in May 2025.

In the Commission's view, the Council should prepare a stand-alone LTFP³⁰ annually, given the material impact of its capital expenditure decisions on its financial forecasts, particularly the construction of the Payneham Memorial Swimming Centre.

The Council's comprehensive review of its 2023-24 LTFP outlines a financial strategy focused on maintaining expenses below revenue and achieving intergenerational equity through long-term borrowings. Forecasts are based on its adopted 2025-26 budget and a mix of internal and market-driven assumptions over a 10-year horizon. The strategic framework is anchored in CityPlan 2030, using the Quadruple Bottom Line approach—Social Equity, Cultural Vitality, Economic Prosperity, and Environmental Sustainability.

Supporting AMPs, covering civil infrastructure, stormwater, recreation, open space, and buildings, were reviewed and adopted in November 2024, consistent with the legislative requirement to review SMPs within two years of a council election.³¹ These AMPs incorporate asset condition assessments and valuation reviews, including unit rates and indexation.

Given the scale and financial implications of recent capital decisions, the Commission recommends that the Council:

1. **Adopt** a more comprehensive and transparent LTFP annual review process to ensure ongoing financial sustainability and accountability.

4.3 Indexation adjustments

Ratepayers would benefit from a clearer LTFP updated annually, that sets out its assumptions for projected rate income, projected fees, charges and grants, and future operational and capital expenditure.

The Council last published a stand-alone LTFP for the 2023-24 to 2033-34 period, outlining its financial assumptions and projections. While the Council includes an updated 10-year LTFP forecast in the appendix of its Annual Business Plan and Budget each year, the Commission notes that key assumptions—such as inflation and rate increases—are not explicitly stated.

This lack of transparency may limit the ability of ratepayers and stakeholders to fully understand the Council's financial strategy. Clearer disclosure of yearly assumptions would improve accountability and public understanding. To support financial transparency and community engagement, the Commission recommends that the Council:

2. **Improve** the transparency of assumptions and explicitly state the basis of preparation of ABPs, budgets and the LTFP.

²⁹ Under s.122(4)(a)(i) of the LG Act the Council must undertake a review of its Long-Term Financial Plan on an annual basis.

³⁰ A 'stand-alone' Long-Term Financial Plan (LTFP) refers to a complete, separately published document that sets out the Council's 10-year financial forecasts, key assumptions, cost drivers, funding strategies and risks.

³¹ LG Act s122(4)(a) and (b). General elections were last held for SA Councils on 11 November 2022.

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4.4 Capital expenditure estimates

The Council's 2025-26 LTFP indicates an increase in capital expenditure for asset renewals (by \$14.7 million or 11.3 percent), and a decrease for new and upgraded assets (by \$11.4 million or 15.9 percent), compared to the previous year's LTFP (for the period from 2025-26 to 2033-34). For the nine-year projections in the 2025-26 LTFP, the Council has factored in a total of \$145.1 million in capital renewal and replacement works and \$59.9 million in new and upgraded capital works, accounting for 70.8 percent and 29.2 percent of the total capital expenditure program respectively.

The Council provides a capital expenditure forecast for its ABP (2025-26) that includes a breakdown of all of its planned capital renewal and replacement works and new and upgraded capital works.

Assets, the AMPs, and the Council's capital expenditure outlook are discussed further in Section 5.3.

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5 Financial sustainability

5.1 Overview

The Council has consistently achieved operating surpluses over the Historical Period and forecasts that surpluses will continue through the Forecast Period, however, risks to the Council's financial sustainability are emerging.

- ▶ The Council is taking on significant debt to fund the Payneham Memorial Swimming Centre project and other projects, peaking at \$106.7 million. As a result, the Council's NFLR is projected to exceed the LGA-suggested target range throughout the Forecast Period, peaking at 166.8 percent in 2028-29 and averaging 145.2 percent.
- ▶ Operating surpluses over the Forecast Period will depend upon rates growing at an average of 4.8 percent and the Council containing growth in operating expenses to below historical levels, while also servicing the increased debt. The LTFP does not state how the lower growth in expenses will be achieved.
- ▶ The services that the Council provides include two (upon completion) swimming centres and three libraries and a childcare centre over an area of only 15.1 square kilometres.
- ▶ The LTFP mentions³² reviewing and assessing assets to potentially identify and sell non-performing assets but does not show commitment to asset rationalisation to reduce debt.
- ▶ The Council is undertaking detailed design for The Parade Masterplan project, for which the Council has allocated \$30 million, based on costings prepared in 2020 that are likely to be significantly under-stated, depending upon the scope at that time relative to the scope in forthcoming detailed designs.
- ▶ The Council has fully funded asset renewal and replacement in line with requirements set out in its AMPs over the Historical Period and plans to continue to do so over the Forecast Period, however, the cost of that work over the Forecast Period is double that of the Historical Period.
- ▶ Heavy historical and forecast investment in new and upgraded assets contributes additional future liabilities that ratepayers must bear.

5.2 The Commission's recommendations on financial sustainability

The Commission has observed that the Council has a range of good practices that support its financial sustainability and effective asset management.

- ▶ It regularly updates its strategic planning documents, which are supported by a range of documented assumptions.
- ▶ It uses sensitivity analysis in its LTFP.
- ▶ It provides additional disclosure/transparency using interest cover ratio and debt service ratio.
- ▶ It has outlined in its 2023-24 to 2033-34 LTFP the intention to reduce debt repayments through refinancing, increasing operational efficiencies, asset liquidation, improved cash flow management and strict monitoring.

³² City of Norwood Payneham & St Peters, Long-Term Financial Plan 2023-24 to 2033-34, p. 24





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The Commission recommends that the Council:

3. **Consider** strategically rationalising assets in consultation with the community, to reduce debt, streamline the Council's cost structure and provide the service standards that the community wants and is prepared to pay for, aiming for a more robust and sustainable position.
4. **Improve** the reporting of debt reduction targets or productivity improvements in its LTFPs and ABPs (as appropriate), to assure the community of how debt will be reduced.
5. **Review** its pace of development of new and upgraded assets, having regard to debt levels, rates affordability, the affordability of the stream of future operating costs created by new and upgraded assets, and the need to prioritise and fully fund asset renewal and replacement.
6. **Disclose** cost savings targets or productivity improvements in its LTFP and ABPs (as appropriate), to provide evidence of constraining cost growth and achieving efficiency across its operations and service delivery.
7. **Update** the costings for The Parade Masterplan project, including indexing out-years of the staged implementation, based on the detailed design and before commencing the project, and consult with the community if the new costings exceed the earlier \$30 million projection.
8. **Undertake** deeper and ongoing community consultation regarding the scale, cost escalation, and long-term financial impact of any future significant capital expenditure projects.
9. **Consider** providing more clarity around the risks and the impact on rates (and develop mitigation strategies) if the Council's expectations regarding its operational performance do not materialise and/or its financial strategy becomes stressed.
10. **Consider** publicly separating out the finances of the Payneham Memorial Swimming Pool Centre in the Council's overall accounts, to provide transparency on its performance and adequacy of user charges.

5.3 Operating performance

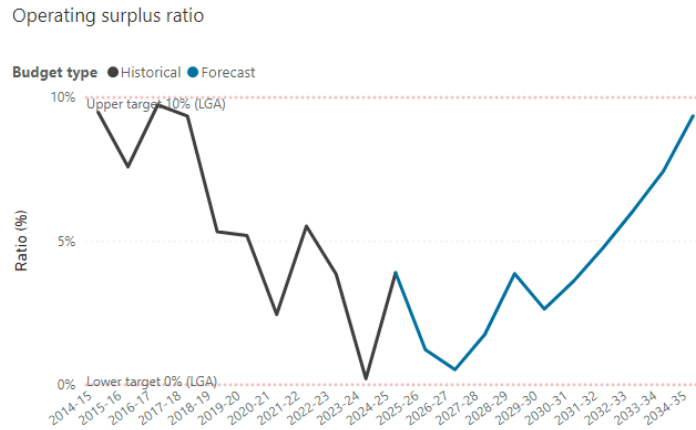
5.3.1 Key points

-  The Council has consistently achieved operating surpluses over the Historical Period, with surpluses at the higher end of the target range (zero to 10.0 percent) in seven of the past ten years.
-  The Council risks further rate increases if it cannot limit expense growth in line with its forecast.
-  The capital expenditure projects have caused significant increases to the Council's depreciation and finance costs, requiring forecast rate increases almost twice the rate of projected CPI and significantly higher than Historical Period rate increases.
-  The Council risks further cost increases if it has underestimated the cost of The Parade Masterplan.

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5.3.2 Operating surpluses, income and expenses

Figure 2: Operating surplus ratio – historical and forecast



5.3.2.1 Over the Historical Period:

- ▶ Average OSR was 5.7 percent,³³ indicating that on average, the Council has sufficient funds to cover its operational costs and has surplus funds available for future investment.
- ▶ Operating surpluses ranged from \$0.1 million to \$4.2 million.

5.3.2.2 Over the Forecast Period:

- ▶ The Council projects an average OSR of 4.4 percent, with annual OSRs ranging from 0.5 percent to 9.4 percent, which is dependent upon a rate of growth in operating expenses that is lower than the Council has achieved historically, while increasing rate revenue at nearly twice the projected average inflation rate.
- ▶ Operating surpluses forecast to range from \$0.3 million to \$8.4 million.

Table 3: Growth in income and expenses – historical and forecast

	Average (CAGR) growth over Historical Period	Average (CAGR) growth over Forecast Period
Total income	3.0 %	4.2 %
Rates component of income	3.7 %	4.8 %
Operating expenses	4.1 %	3.3 %
Expenses per rateable property	3.6 %	2.7 %
Depreciation	6.3 %	4.0 %
Employee costs	3.7 %	3.0 %
Materials contracts other	3.6 %	3.2 %

³³ Which is within the LGA target range of zero to 10.0 percent.

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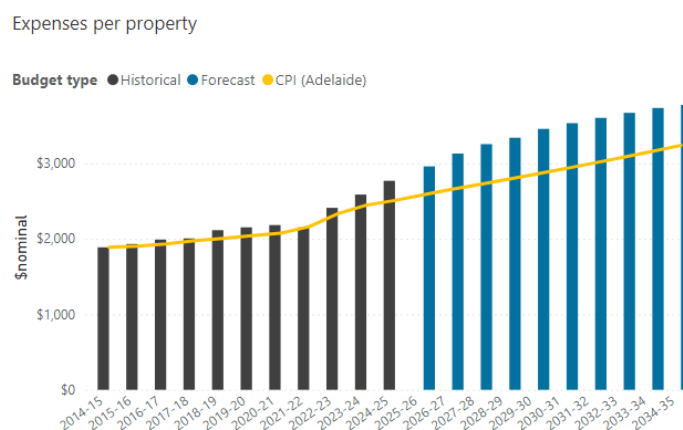
Average growth rates are compared with average CPI of 2.9 percent over the Historical Period and 2.5 percent over the Forecast Period.

Table 4: Finance costs – historical and forecast

Finance costs as a percentage of total operating expenses	
Average over Historical Period	Average over Forecast Period
1.4% of total expenses	6.6 % of total expenses
\$0.6 million per annum	\$4.8 million per annum

The Council forecasts average expense growth of 3.3 percent, even though it will be servicing loan repayments on a significantly higher level of debt.

Figure 3: Expense by rated property - historical and forecast



5.4 Net financial liabilities

5.4.1 Key points

- ▲ The Council's (NFLR) is projected to exceed the suggested target range throughout the Forecast Period, peaking at 166.8 percent in 2028-29 and averaging 145.2 percent.
- ▲ The Council's capital expenditure program, in particular the \$60 million Payneham Memorial Swimming Centre redevelopment, has significantly increased its financial liabilities.
- ▲ The Council has allocated \$30 million to The Parade Masterplan.

5.4.2 Changes in financial liabilities

5.4.2.1 Over the Historical Period

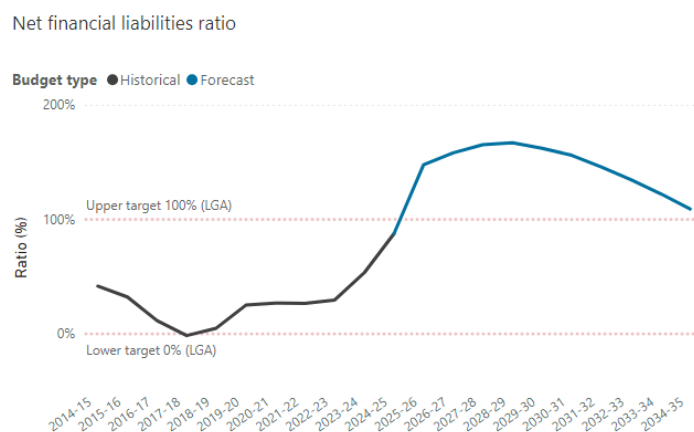
- ▶ The Council's NFLR averaged 25.4 percent, indicating that the Council had capacity to service its liabilities.

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5.4.2.2 Over the Forecast Period

- ▶ The NFLR is forecast to peak at 166.8 percent in 2028-29, averaging 145.2 percent. It increases sharply from 2025-26 and remains high throughout the Forecast Period brought about by the Council's capital expenditure projects that are financed mostly through borrowings. Projects include:
 - Payneham Memorial Swimming Centre Redevelopment (2023–2026)
 - The Parade Masterplan (2023–2029)
 - Norwood Library Redevelopment (2028–2031)
 - Trinity Valley Stormwater Drainage Upgrade (2023–2025)
 - George Street Upgrade (2024–2025).

Figure 4: Net financial liabilities ratio – historical and forecast



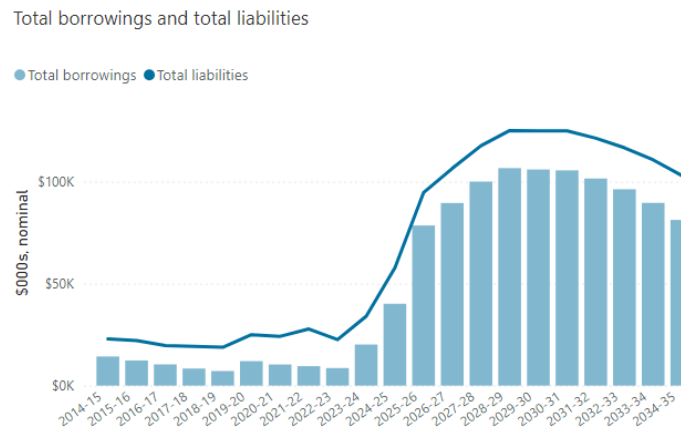
The LGA recommends that the Council's net financial liabilities do not exceed total income. The Council forecasts that it will exceed that level throughout the Forecast Period.³⁴ This might indicate difficulty in servicing its financial liabilities, depending upon its borrowing arrangements (See Figure 4)

Figure 5 shows that borrowings are forecast to rise from \$20.2 million in 2023-24 to \$106.7 million in 2028–29 before declining. The average debt for the Forecast Period is \$95.5 million, compared with \$11.3 million over the Historical Period. The Council's capacity to reduce debt towards the end of the Forecast Period will depend upon containing growth in costs to below historical trends and achieving forecast surpluses – or further rate increases might be necessary.

³⁴ The net financial liabilities ratio is defined as: Net financial liabilities ÷ Total operating income. This ratio measures the extent to which a council's total operating income covers, or otherwise, its net financial liabilities. The suggested LGA target range is between zero and 100.0 percent of total operating income, but possibly higher in some circumstances (LGA SA Financial Indicators Paper, pp. 7-8).

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Figure 5: Total borrowings and total liabilities – historical and forecast



5.4.3 Impact of the Payneham Memorial Swimming Centre project on financial liabilities

The Council's increased debt is primarily due to the redevelopment of the Payneham Memorial Swimming Centre, which escalated in cost from \$24 million to \$60 million, raising concerns about scope and project management, community consultation and financial transparency.

5.4.3.1 Project timeline:

- ▶ In 2021, the Council received a \$5.6 million grant via the Local Government Infrastructure Partnership Programme and set an initial budget of \$24 million based on its Masterplan.³⁵
- ▶ The initial project budget of \$24 million was based on a cost estimate of the Masterplan concept adopted by the Council in December 2020.
- ▶ In May 2022, the Council adopted the schematic design for the Payneham Memorial Swimming Centre as the basis for preparing the construction documentation. The Council also resolved to construct a new 50 metre main pool at the Payneham Memorial Swimming Centre (instead of refurbishing the existing 50 metre pool), and that the new 50 metre main pool be a ten (10) lane pool.
- ▶ October 2022: revised estimate of \$32.6 million due to post-pandemic economic pressures.³⁶
- ▶ November 2023: final cost increased to \$60 million following updated financial assessments and tender evaluations.³⁷ Financial impacts presented to elected members.

³⁵ City of Norwood Payneham & St Peters, Payneham Memorial Swimming Centre Redevelopment Project Information, p. 4, available at <https://www.npsp.sa.gov.au/projects/payneham-memorial-swimming-centre-redevelopment>.

³⁶ City of Norwood Payneham & St Peters, Payneham Memorial Swimming Centre Redevelopment Project Information, p. 4, available at <https://www.npsp.sa.gov.au/projects/payneham-memorial-swimming-centre-redevelopment>.

³⁷ City of Norwood Payneham & St Peters, Payneham Memorial Swimming Centre Redevelopment Project Information, p. 5, available at <https://www.npsp.sa.gov.au/projects/payneham-memorial-swimming-centre-redevelopment>.

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- ▶ December 2023: updated Prudential Management Report presented to the Audit & Risk Committee and committee recommendations adopted by Council.
- ▶ January 2024: it is the Commission's understanding that the Council awarded the construction contract to Badge Constructions in January 2024;³⁸ construction began in February 2024 and is expected to be completed by early 2026.
- ▶ May 2024: The Council's draft ABP 2024-25 and LTFP 2024-25 to 2033-34 were released to its community later in 2024, after the Council had signed the construction contract.

5.4.3.2 Observations

- ▶ The extent to which the Council consulted with its community regarding the increased cost and/or scale of the project and impact on rates, before committing to the project, is not clear.
- ▶ The project has a significant impact on the Council's financial sustainability.
- ▶ Separating out the finances of the asset in published accounts would help the Council and community to understand whether or the extent to which general rates subsidise the asset's operations.

5.5 Asset renewals expenditure

5.5.1 Key points

- ⚠ The increasing value of asset stock creates an increasing stream of future operating costs that the community will have to pay for.
- 🔴 Over the Forecast Period the cost of asset renewal and replacement is double that of the Historical Period.
- 🔴 The community would benefit from a detailed review and consultation on the financial and service delivery implications of the Council's capital expenditure plans, what service levels the community wants and is willing to pay for and opportunities for asset rationalisation to support long-term financial sustainability.

5.5.2 Asset management practices

The Council has established a structured and strategic approach to asset management, supported by updated plans, regular assessments, and lifecycle planning, that includes indexing its asset values between revaluations. The Council has individual AMPs for major asset classes, updated in 2024. Expenditure requirements per the AMPs are aligned with the LTFP.

The Council has a rolling schedule for condition assessment and revaluation (in subsequent years) for all major asset classes.

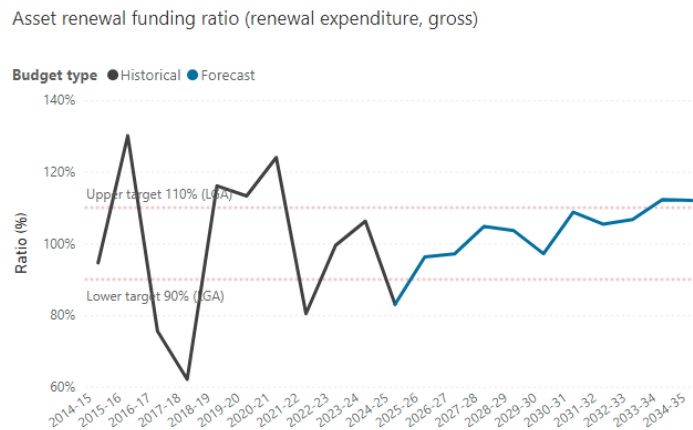
³⁸ City of Norwood Payneham & St Peters, Payneham Memorial Swimming Centre Redevelopment Project Information, p. 6, available at <https://www.npsp.sa.gov.au/projects/payneham-memorial-swimming-centre-redevelopment>.

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The Council's gross ARFR³⁹ averaged 98.5 percent⁴⁰ over the Historical Period and it forecasts 104.6 percent over the Forecast Period, indicating that asset renewal and replacement requirements were sufficiently funded relative to the requirements set out in its Asset Management Plans (AMPs) (See Figure 6).

The cost of asset renewal and replacement averaged \$8.1 million per annum over the Historical Period and is planned to cost \$16.4 million over the Forecast Period, indicating that the Council will need to double its renewal spending compared to its Historical Period to ensure it adequately maintains its growing infrastructure asset base.

Figure 6: Asset renewal funding ratio (renewal expenditure gross) – historical and forecast



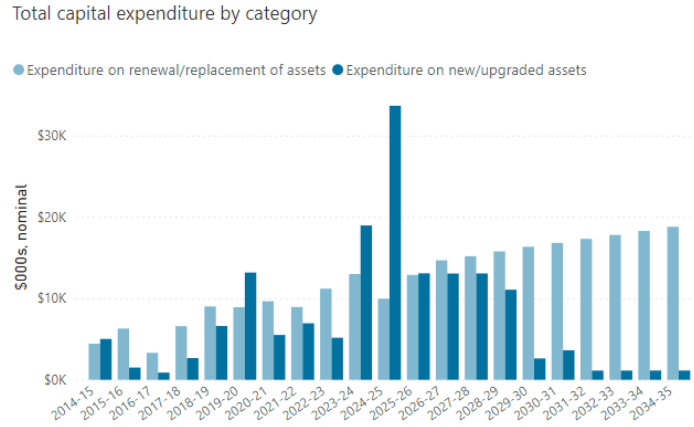
³⁹ The IAMP-based method is the current industry standard whereby asset renewal/replacement expenditure is divided by the recommended expenditure in the IAMP (or AMP). Ideally, this will show the extent to which a council's renewal or replacement expenditure matches the need for this expenditure, as recommended by the plan. The suggested LGA target range for the ratio is 90.0 to 110.0 percent (LGA SA Financial Indicators Paper, p. 9).

⁴⁰ The quoted averages for the ratio are based on 'gross asset renewal expenditure' (before the sale of replaced assets) rather than 'net asset renewal expenditure'.

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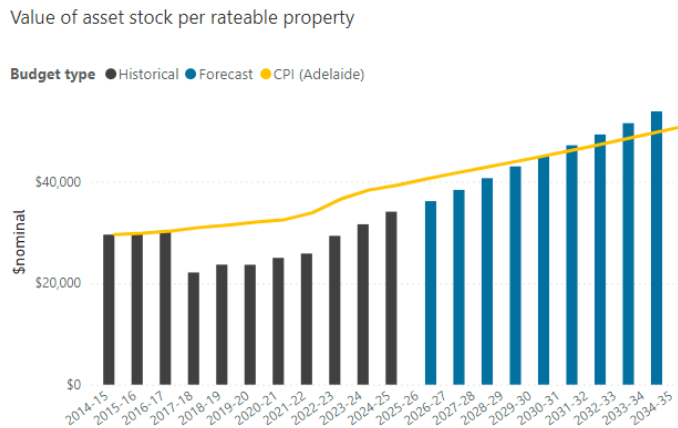
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Figure 7: Total capital expenditure by category – historical and forecast



As shown in Figure 7, over the Historical Period, 45.0 percent of capital expenditure was on new and upgraded assets. This is planned to be 27.1 percent over the Forecast Period. While expenditure on new and upgraded assets adds amenity and level of service, it also creates a stream of future operating costs for renewal and replacement that the community must fund.

Figure 8: Value of asset stock per rateable property – historical and forecast



The Council's asset stock per rateable property declined in real terms over the Historical Period, despite recent increases in capital investment, primarily due to a significant downward revaluation of land and buildings in 2017-18 (See Figure 8). The Council's asset stock per rateable property is forecast to increase at an annual average rate of 5.0 percent over the Forecast Period, which is twice the rate of forecast inflation.

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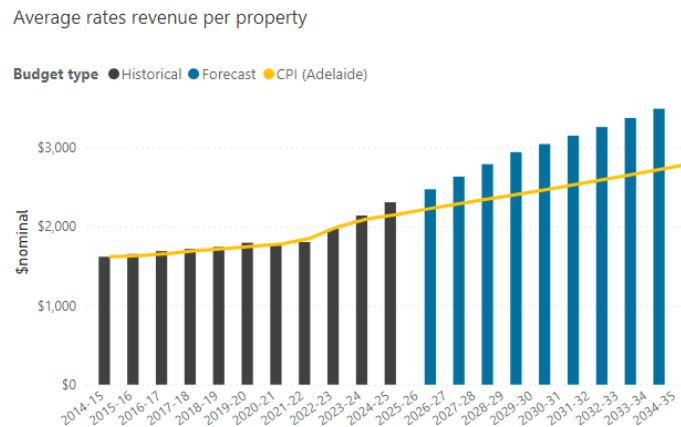
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6 Advice on current and projected rate levels

6.1 Key points

- ✓ Rate revenue per property increased at an average rate of 3.2 percent per annum over the Historical Period, which is slightly above the average rate of inflation (2.9 percent over the Historical Period).
- ✗ Over the Forecast Period rate revenue per property is proposed to increase at a rate significantly higher than the Historical Period, at 4.3 percent.
- ✗ Affordability risk among the community for the further rate increases appears to be emerging.

Figure 9: Average rates revenue per property – historical and forecast



6.2 Historical rates increases

Over the Historical Period, rate revenue per property increased at an average annual rate of 3.1 percent (See Figure 9). This growth was slightly above the average annual CPI increase of 2.9 percent, indicating an increase in real terms, noting that the number of rateable properties grew by 0.5 percent per annum over that period.

6.3 Proposed rates increase for 2025-26

The Council states in its 2025-26 ABP that it considered both the CPI and the Local Government Price Index (LGPI) when determining the 8.5 percent overall rate revenue increase,⁴¹ to account for inflationary pressures on operational and capital costs, particularly in materials, labour, and construction. The Council's average residential rates are broadly in line with the state average, however, the Commission notes that included in the overall rate revenue increase is an average residential rate revenue increase of 9.4 percent.

⁴¹ City of Norwood Payneham & St Peters, 2025-26 Annual Business Plan, p. 9.

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The Council uses a differential rating system based on land use, under which non-residential properties' cent-in-the-dollar is 20.0 percent higher than that for residential properties, to reflect their typically higher demand on infrastructure and services.

The Council also raises separate rates from The Parade precinct, in consultation with traders, for promotion and projects in those areas.

6.4 Projected further rate increases

Over the Forecast Period, the Council projects annual average rate revenue increases of 4.8 percent. Taking into consideration the forecast growth in the numbers of rateable property, this represents an increase of 4.3 percent growth per annum per property.

6.5 Affordability risk

The Commission notes the Council has relatively mid-range Socio-Economic Indexes for Areas (SEIFA) economic resources ranking.⁴² However, affordability risk among the community for these further rates increases appears to be emerging on balance, when considering:

- ▶ the cumulative effect of further planned increases in rates per existing ratepayer of approximately 4.3 percent per annum for the Forecast Period, which is above the forecast rate of CPI of 2.5 percent per annum
- ▶ community concerns expressed through 42 written submissions received during the 2025-26 budget process regarding the planned 2025-26 residential rate rise of 9.4 percent and concerns about the cost and scope of the Payneham Memorial Swimming Centre Redevelopment
- ▶ doubt about the feasibility of forecast constraint in expense growth, with a risk of further rate increases, and
- ▶ the cost of maintaining the Council's expanding asset base.

6.6 The Commission's recommendations on affordability risk

The Council's public consultation report concluded that there was a strong message within the consultation findings that the community is concerned about the impact the rate increases will have on their household budgets in the current economic climate.

The Commission's recommendations on financial sustainability in this report are designed to help to reduce the need for future rate increases above CPI.

⁴² City of Norwood Payneham & St Peters area is ranked 36 among 71 South Australian 'local government areas' (including Anangu Pitjantjatjara and Maralinga Tjarutja Aboriginal community areas and 'unincorporated SA') on the Australian Bureau of Statistics SEIFA Index of Economic Resources (2021), where a lower score (e.g., 1) denotes relatively lower access to economic resources in general, compared with other areas, available at <https://www.abs.gov.au/statistics/people/people-and-communities/socio-economic-indexes-areas-seifa-australia/latest-release>.

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7 The Commission's next advice and focus areas

In the next cycle of the scheme, the Commission will review and report upon:

- ▶ how the Council has addressed emerging financial sustainability risks and affordability risks
- ▶ achievement of debt reduction and its continued reporting of debt reduction strategies
- ▶ ongoing performance against its LTFP forecasts, including containment of costs and rate increases
- ▶ the identification of opportunities for cost savings, including the disposal of assets that are surplus to requirements to reduce debt and exposure to future streams of operating costs, and
- ▶ greater reporting transparency, including more in-depth discussions in its LTFP of its approach to capital expenditure projects, and how these relate to ratepayer affordability and asset/service rationalisation.

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8 Appendix: Glossary of terms

Term	Explanation
ABS	Australian Bureau of Statistics
AMP	Asset management plan (also called an IAMP)
ARFR	<p>Asset Renewal Funding Ratio: renewal expenditure based (gross):</p> $\text{Asset Renewal Expenditure} / \text{IAMP Renewal Expenditure}$ <p>(where IAMP expenditure includes sale of replaced assets)</p> <p>Asset Renewal Funding Ratio - renewal expenditure based (net) - if IAMP excludes sale of replaced assets:</p> $\text{Asset Renewal Expenditure} / \text{IAMP Renewal Expenditure}$ <p>(where IAMP expenditure excludes sale of replaced assets)</p> <p>Asset Renewal Funding Ratio (depreciation based):</p> $\text{Asset Renewal Expenditure} / \text{Depreciation}$ <p>(IAMP Renewal Expenditure is that required according to the IAMP.)</p>
CAGR	<p>Compound Annual Growth Rate:</p> $\text{CAGR} = (\sqrt[t]{\text{Vfinal} / \text{Vbegin}}) - 1$ <p>CAGR represents the mean annualized growth rate for compounding values over a given time period. CAGR smooths the effect of volatility of periodic values that can render arithmetic means less meaningful. (Source: Wikipedia)</p>
Commission	Essential Services Commission, established under the <i>Essential Services Commission Act 2002</i>
CPI	Consumer Price Index (Adelaide, All Groups)
Council	City of Norwood Payneham and St Peters
ESC Act	<i>Essential Services Commission Act 2002</i>
F&A	Local Government Advice: Framework and Approach – Final Report
Forecast Period	10 years from 2025-26 to 2034-35
FTE	Full Time Equivalent
Historical Period	10 years 2014-15 to 2023-24
IAMP	Infrastructure and asset management plan (also called an AMP)
LG Act	<i>Local Government Act 1999</i>
LGA SA Financial Indicators Paper	Local Government Association of South Australia, Financial Sustainability Information Paper 9 - Financial Indicators Revised May 2019

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Term	Explanation
LTFP	Long-term financial plan
NFLR	<p>Net Financial Liabilities Ratio</p> <p>Net Financial Liabilities are defined as: Total Liabilities LESS Current Assets (Cash and Cash Equivalents) LESS Current Assets (Trade and Other Receivables) LESS Current Assets (Other Financial Assets) LESS Non-Current Assets (Financial Assets - excluding equity accounted investments in council businesses)</p> <p>The net financial liabilities ratio is: Net financial liabilities ÷ Total Operating Income</p>
OSR	<p>Operating Surplus Ratio</p> <p>The Operating Surplus (Deficit) is defined as: Total Operating Income LESS Total Operating Expenses</p> <p>The Operating Surplus Ratio is defined as: Operating Surplus (Deficit) ÷ Total Operating Income</p>
Regulations	<i>Local Government (Financial Management) Regulations 2011</i>
RBA	Reserve Bank of Australia
SEIFA	Socio-Economic Indexes for Areas
SMP	Strategic management plan
The scheme or advice	Local Government Advice Scheme

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APRIL 2026

April 2026

REVIEW OF ESCOSA'S LOCAL GOVERNMENT ADVICE

City of Norwood Payneham & ST Peters

Final Report

Review of ESCOSA Advice

City Norwood Payneham & St Peters

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1. EXECUTIVE SUMMARY

This report reviews the Essential Services Commission of South Australia's (ESCOSA) Local Government Advice, City of Norwood Payneham & St Peters (February 2026) and assesses the implications for the Council's long-term financial sustainability. It considers ESCOSA's findings and recommendations, evaluates actions undertaken by the Council, and identifies additional measures to strengthen financial resilience.

ESCOSA found that the Council has historically maintained a financially sustainable position supported by sound financial and asset management practices. However, based on the 2025/26 Long-Term Financial Plan (LTFP), the Council is entering a period of increased financial risk, driven by elevated capital investment, rising debt levels, and emerging affordability pressures. As a result, ESCOSA assessed the Council's projected financial performance as **potentially unsustainable**, with future sustainability dependent on achieving ongoing operating surpluses, supported by rate increases above CPI and effective control of expenditure growth.

Consistent with ESCOSA's observations, this report identifies several key financial sustainability risks, including debt servicing pressures, reliance on operating performance assumptions, the need to fund renewal of an expanding asset base, increasing affordability pressures on ratepayers, and the importance of maintaining transparency in financial planning and decision-making.

Importantly, these risks are not unexpected and largely reflect a period of strategic investment rather than an immediate financial concern. The Council has established governance and planning frameworks in place and has already identified many of these risks within its existing financial strategies.

In response, this report outlines a Financial Sustainability Improvement Plan, comprising targeted short and medium-term actions aligned with ESCOSA's recommendations. These include enhancing the Long-Term Financial Plan, strengthening cost control and efficiency measures, improving capital program prioritisation, progressing asset rationalisation, and reviewing revenue and rating strategies. The plan also emphasises improved transparency, ongoing performance monitoring, and regular reporting to Council and the Audit and Risk Committee.

Overall, while the Council is entering a period of increased financial complexity, it remains well positioned to maintain long-term financial sustainability, provided that the identified actions are implemented and financial discipline is maintained.

2. PURPOSE OF REPORT

This report aims to

- Assess the findings and recommendations of the Essential Services Commission of South Australia (ESCOSA) as outlined in its Local Government Advice Report for the Council, and consider their implications for the Council's long-term financial sustainability
- Identify and outline additional actions required to strengthen financial resilience, improve transparency and support informed decision-making

3. ESCOSA FINDINGS AND RECOMMENDATIONS

3.1. Findings

ESCOSA observed that the Council has maintained a financially sustainable position over the past 10 years, supported by established financial and asset management practices. Based on the Council's 2025/26 Long-Term Financial Plan, looking forward the Council's financial outlook reflects a period of increased investment in new assets, funded in part through higher debt levels, which introduces additional risks leading to a projected rating of **potentially unsustainable**. ESCOSA stated that "the Council appears to be consciously transitioning from historically sustainable financial position to one of elevated financial risk, without a clear or compelling rationale"¹. The reported projected financial position by the Council is dependent on achieving operating surpluses over time, supported by rate revenue increases above CPI and growth and management of expenditure. ESCOSA also noted the importance of maintaining transparency in financial planning and ensuring alignment between service delivery, community expectations and long-term funding capacity.

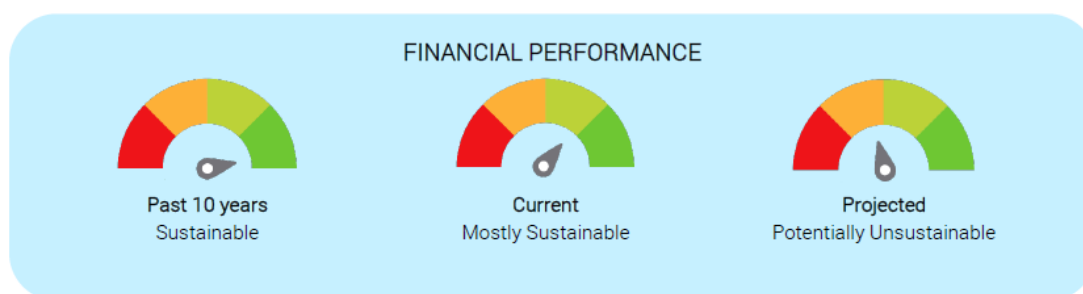


Figure 1: ESCOSA overview of NPSP financial performance²

3.2. ESCOSA Recommendations

While ESCOSA highlighted that the Council was doing a number of things well to reduce the potential of being financially unsustainable it also provided the following recommendations³.

- 1) Adopt a more comprehensive and transparent Long-Term Financial Plan annual review process to ensure ongoing financial sustainability and accountability.
- 2) Improve the transparency of assumptions and explicitly state the basis of preparation of Annual Business Plans, budgets and the Long-Term Financial Plan.

¹ Essential Services Commission of South Australia, *Local Government Advice – City of Norwood Payneham & St Peters* (ESCOSA, February 2026), 5.

² ESCOSA, *Local Government Advice – City of Norwood Payneham & St Peters*, 3.

³ ESCOSA, *Local Government Advice – City of Norwood Payneham & St Peters*, 5-6.

- 3) Consider strategically rationalising assets in consultation with the community, to reduce debt, streamline the Council's cost structure and provide the service standards that the community wants and is prepared to pay for, aiming for a more robust and sustainable position.
- 4) Improve the reporting of debt reduction targets or productivity improvements in its Long-Term Financial Plan and Annual Business Plans (as appropriate), to assure the community of how debt will be reduced.
- 5) Review its pace of development of new and upgraded assets, having regard to debt levels, rates affordability, the affordability of the stream of future operating costs created by new and upgraded assets, and the need to prioritise and fully fund asset renewal and replacement.
- 6) Disclose cost savings targets or productivity improvements in its Long-Term Financial Plan and Annual Business Plans (as appropriate), to provide evidence of constraining cost growth and achieving efficiency across its operations and service delivery.
- 7) Update the costings for The Parade Masterplan project, including indexing out-years of the staged implementation, based on the detailed design and before commencing the project, and consult with the community if the new costings exceed the earlier \$30 million projection.
- 8) Undertake deeper and ongoing community consultation regarding the scale, cost escalation, and long-term financial impact of any future significant capital expenditure projects.
- 9) Consider providing more clarity around the risks and the impact on rates (and develop mitigation strategies) if the Council's expectations regarding its operational performance do not materialise and/or its financial strategy becomes stressed.
- 10) Consider publicly separating out the finances of the Payneham Memorial Swimming Pool Centre in the Council's overall accounts, to provide transparency on its performance and adequacy of user charges.

These recommendations are ways of mitigating the risks that should they eventuate lead the council to becoming financially unsustainable.

4. KEY FINANCIAL SUSTAINABILITY RISKS

ESCOSA's advice identifies a number of key financial sustainability risks associated with the Council's current and projected financial position. These risks largely arise from a period of increased capital investment, associated debt levels, and the need to balance service delivery with long-term affordability. While these risks are important considerations, they are not unexpected and are consistent with the Council's strategic direction and planning assumptions. This section outlines the principal risk areas identified.

4.1. Debt Servicing Risk (Rating: High)

The Council's debt servicing risk arises from the projected increase in borrowings associated with its capital investment program. Borrowings are forecast to peak at approximately \$106.7 million in 2028–29 should the current projects in the Long-Term financial plan proceed, with the Net Financial Liabilities Ratio exceeding the Council's target range from 2025–26 and remaining elevated across the forecast period.

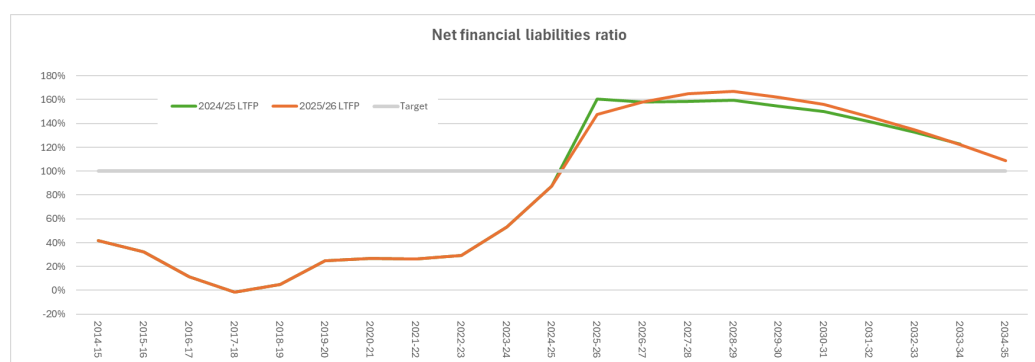


Figure 2:NPSP Net Financial Liabilities Ratio

This increase in debt is driven by significant investment in new and upgraded infrastructure, including the Payneham Memorial Swimming Centre Redevelopment, the Parade Masterplan, Norwood Library Redevelopment, Trinity Valley Stormwater Drainage Upgrade, and previous major projects of recent years.

The Council has taken a prudent and conservative approach in its long-term financial planning by primarily assuming that capital projects will be funded from its own revenue sources, including rates and borrowings, and only incorporating external grant funding where it is confirmed or highly certain. This approach reduces reliance on uncertain funding streams and ensures that the Long-Term Financial Plan is based on realistic and achievable assumptions. While this may result in higher projected debt levels in the absence of assumed grant income, it provides greater financial certainty and resilience, and avoids the risk of funding shortfalls should anticipated grants not be realised. This conservative methodology supports more robust financial decision-making and strengthens the credibility of the Council's long-term financial projections.

However, if grants are not realised however, the elevated level of debt increases the Council's exposure to higher finance costs and places greater reliance on achieving forecast operating surpluses to service

and ultimately reduce borrowings. While the Long-Term Financial Plan provides for a peak and subsequent decline in debt, this outcome is dependent on key assumptions relating to revenue growth and control of expenditure being achieved.

As debt levels increase, so too does the proportion of operating revenue required to service interest and repayments, reducing financial flexibility and limiting the Council's capacity to respond to unforeseen financial pressures or changing economic conditions. This creates a heightened risk that, if assumptions are not realised, debt servicing costs may become increasingly burdensome and place pressure on future financial sustainability.

The Council is managing this risk through its established financial planning and monitoring framework, including regular review of debt levels, aligning borrowings with long-life infrastructure, and ongoing assessment of its capacity to service debt within acceptable limits. Continued discipline in managing operating performance and capital expenditure will be critical to ensuring that debt remains sustainable over the long term.

4.2. Operating Performance and Cost Control Risk (Rating: High)

The Council's operating performance and cost control risk arises from its reliance on achieving ongoing operating surpluses through a combination of sustained rate increases above CPI and the assumption that expenditure growth can be constrained below historical levels.

INCOME FORECAST	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-33	2033-34	2034-35
Rates	8.0%	7.0%	6.5%	6.0%	4.0%	4.0%	4.0%	4.0%	4.0%	4.0%
Statutory charges	-9.3%	2.0%	2.0%	2.0%	2.0%	2.0%	2.0%	2.0%	2.0%	2.0%
User charges	8.5%	2.0%	2.0%	2.3%	2.2%	2.3%	2.2%	2.2%	2.3%	2.3%
Grants, subsidies and contributions	-9.9%	-8.1%	3.0%	1.9%	-18.3%	2.4%	2.4%	2.4%	2.4%	2.4%
Other income	-38.6%	2.1%	2.3%	2.4%	2.2%	2.3%	2.2%	2.2%	2.3%	2.2%
EXPENSE FORECAST										
Employee costs	16.3%	3.0%	3.0%	3.0%	3.0%	3.0%	3.0%	3.0%	3.0%	3.0%
Materials, contracts and other expenses	1.5%	4.6%	4.5%	1.6%	4.6%	2.8%	2.5%	2.9%	3.1%	2.3%
Depreciation, amortisation and impairment	-4.7%	11.3%	3.5%	3.8%	3.6%	2.9%	3.0%	2.8%	2.8%	2.8%
Finance costs	117.9%	17.6%	17.0%	9.6%	7.2%	0.6%	-1.1%	-4.5%	-7.6%	-9.1%

Figure 3 : NPSP Percentage Increase of Income and Expense⁴

As reflected in the Long-Term Financial Plan, income growth is driven predominantly by rates, while other revenue streams remain relatively modest and stable over time. At the same time,

⁴ Based on City of Norwood Payneham & St Peters, *Annual Business Plan 2025-2026* (2025), 88.

expenditure pressures particularly employee costs, materials and contracts, depreciation, and finance costs are forecast to moderate after initial increases, requiring a high degree of cost discipline to achieve the projected financial outcomes.

This creates a degree of sensitivity within the financial model, as the achievement of forecast surpluses is contingent on both revenue and expenditure assumptions being realised concurrently. Should expenditure growth exceed projections, or if planned rate increases are not adhered to, there is a risk that operating performance may deteriorate, placing pressure on financial sustainability. This risk is further heightened by potential additional operating costs associated with new and upgraded assets arising from the Council's strategic projects.

The Council is managing this risk through its established financial planning and governance framework, including regular review of the Long-Term Financial Plan, annual budget processes, and ongoing monitoring of financial performance. However, maintaining financial sustainability will require continued focus on cost control, clear identification and delivery of efficiency measures, and responsiveness to changes in underlying assumptions.

As the Council's long-term financial forecast is based on assumptions, those assumptions must be updated with the most current information available. It must appropriately account for both positive and negative impacts to ensure that the financial performance required to support long-term sustainability is achieved.

4.3. Asset Sustainability and Renewal Risk (Rating: Medium/High)

The Council's asset sustainability and renewal risk arises from the need to maintain an expanding and increasingly complex asset base while ensuring adequate long-term funding for renewal and replacement.

ESCOSA has highlighted that renewal expenditure is required to significantly increase over the forecast period to maintain service levels, reflecting both the scale of existing infrastructure and the addition of new assets.

While the Council has demonstrated strong asset management practices, including established Asset Management Plans and alignment with the Long-Term Financial Plan, the increasing cost of renewal, combined with ongoing investment in new and upgraded assets, places pressure on future financial capacity. If renewal funding does not keep pace with asset deterioration, there is a risk of asset condition decline and reduced service outcomes; conversely, continued expansion of the asset base without corresponding lifecycle funding may increase future obligations.

The Council is managing this risk through integrated asset and financial planning, regular condition assessments, and ongoing review of capital priorities, with a continued focus on balancing renewal requirements against new investment to support sustainable service delivery.

4.4. Affordability Risk (Rating: High)

The Council's affordability risk arises from the projected need to increase rate revenue at levels above CPI over the forecast period to support operating performance, fund increased service levels including new strategic projects, and service rising debt levels. The Long-Term Financial Plan indicates that rate increases will be the primary driver of revenue growth, with average increases per property exceeding forecast inflation over the life of the plan. While this approach supports financial sustainability objectives, it places increasing pressure on ratepayers, particularly in the context of broader cost-of-living challenges.

ESCOSA has identified that affordability risk is emerging, driven by the cumulative impact of rate increases, the expanding asset base, and uncertainty regarding the Council's ability to constrain expenditure growth. Community feedback during the budget process has also indicated sensitivity to recent and proposed rate increases, particularly in relation to major capital projects and their long-term financial implications.

The Council is managing this risk through its established planning and consultation processes, including the Annual Business Plan and budget engagement activities, which provide opportunities for community input into service levels and funding priorities. The Long-Term Financial Plan also reflects a moderating profile of rate increases in the outer years, indicating an intention to stabilise impacts over time. In addition, the Council is undertaking a review of its rating structure, looking to review other revenue services, and align service delivery with community expectations and willingness to pay.

Maintaining affordability will require an ongoing balance between financial sustainability and community capacity to absorb rate increases. This will necessitate continued transparency regarding the drivers of rate changes, careful prioritisation of capital and operating expenditure, and proactive engagement with the community to ensure that service levels remain aligned with what the community values and can sustainably fund.

4.5. Governance and Transparency Risk (Rating: Medium)

The Council's governance and transparency risk arises from the need to clearly communicate its financial strategy, assumptions, and decision-making processes to support informed stakeholder understanding and confidence. ESCOSA has identified opportunities to strengthen transparency, particularly in relation to the articulation of Long-Term Financial Plan assumptions, cost control measures, debt reduction strategies, and the financial implications of major capital projects.

While the Council has put in place governance frameworks, including regular reporting through the Annual Business Plan, Long-Term Financial Plan and oversight by the Audit and Risk Committee, the increasing complexity of its financial position driven by higher debt levels and significant capital investment, places greater importance on clear, accessible and comprehensive financial disclosure. Without this, there is a risk that stakeholders, including elected members and the community, may have limited visibility of the underlying assumptions, trade-offs and risks associated with financial decisions.

The Council should actively address this risk through ongoing improvements to its planning and reporting processes, including enhanced disclosure of key assumptions, and increased transparency around major projects and their financial impacts in all reviews of the Long-Term Financial Plan. ESCOSA has also recommended more detailed reporting on cost savings, productivity improvements, and the separation of financial performance for significant assets, which would further strengthen accountability and understanding.

Maintaining strong governance and transparency will be critical to supporting community confidence, particularly as the Council navigates a period of increased financial complexity. Continued focus on clear communication, robust oversight, and alignment between financial strategy and community expectations will ensure that decision-making remains well-informed and supports long-term financial sustainability.

5. FINANCIAL SUSTAINABILITY IMPROVEMENT PLAN

The following Financial Sustainability Improvement Plan outlines a structured program of actions designed to address the risks identified by ESCOSA and to strengthen the Council's long-term financial position. The plan builds on existing strategies and incorporates a range of financial, operational and governance initiatives to improve resilience, enhance transparency, and ensure sustainable service delivery. Actions are prioritised over short and medium-term timeframes to provide a clear and achievable pathway, supported by ongoing monitoring and reporting to the Council and the Audit and Risk Committee. Together, these measures provide confidence that the Council is proactively managing its financial sustainability and is well positioned to respond to future challenges.



5.1. Short Term (0-12 Months)

Improved Annual LTFP Review

Undertake a comprehensive annual review of the Long-Term Financial Plan during the annual business plan development with clearly articulated assumptions, including

- Rate revenue increases clearly detailing growth, CPI and other factors,
- Inflation
- Debt levels, interest rates and debt servicing costs
- Major projects costs and cost escalations
- Operating results of major operating facilities such as the childcare centre and swimming centre

This should be supported by scenario and sensitivity modelling.

This will improve transparency, strengthen financial decision-making, and ensure alignment with long-term financial sustainability.

Risk Mitigated: Governance & Transparency, Operating Performance

ESCOSA Recommendation: 1 and 2

Debt Reduction Strategy

Develop and implement a clear debt reduction framework outlining

- Clear debt reduction targets,
- Clear timings of when the targets are to be achieved by
- Strategies for debt reduction
- Risks associated with strategies

This will ensure debt levels are actively managed and remain within sustainable limits over the long term.

Risk Mitigated: Debt Servicing

ESCOSA Recommendation: 4

Inclusion of financial sustainability in the Council's Strategic Risk Register

Incorporate financial sustainability risks and mitigation actions into the Council's Strategic Risk Register to ensure risks are formally monitored, managed and regularly reviewed.

Risk Mitigated: All

ESCOSA Recommendation: 9

Rating Strategy Review

Undertake a review of the rating structure to improve equity, transparency and sustainability in the distribution of the rate burden across the community.

Risk Mitigated: Affordability

ESCOSA Recommendation: 9 (indirect)

Financial Sustainability Performance Monitoring

Establish and maintain a financial sustainability performance framework, including the following key indicators

- Net Financial Liabilities Ratio
- Operating Surplus Ratio
- Debt servicing
- Interest cover ratio

Additional reporting on the achievement of improvement plan tasks recording both quantitative and qualitative results regarding financial sustainability should be reported regularly (six monthly) to the Council and Audit and Risk Committee.

Risk Mitigated: All

ESCOSA Recommendation: 4 and 9

Future Grants Strategy

Develop and implement a targeted grants strategy to increase external funding opportunities and reduce reliance on debt and rate revenue.

Risk Mitigated: Debt Servicing and Operational Performance

ESCOSA Recommendation: 4 and 9

5.2. Medium Term (1-3 Years)

Cost control

Maintain an organisation of continuous improvement finding efficiencies and reducing waste and undertake formal structured reviews of

- Efficiency and productivity improvement across departments/service areas
- Procurement practices and contract efficiency

Risk Mitigated: Operating Performance and Cost Control

ESCOSA Recommendation: 6

Service Level Review Program

Develop and implement a program of service level reviews to align service levels with community expectations, utilisation and affordability, ensuring resources are directed to areas of greatest value. This would include

- Developing a baseline service register detailing mandatory and discretionary services
- Reviewing service levels and utilisation of the Council's priority areas/services
- Align services with community expectations and affordability constraints

Risk Mitigated: Operating Performance and Cost Control, Affordability

ESCOSA Recommendation: 3 and 8

Major Project Improved Governance Framework

Strengthen governance, prioritisation and staging of major projects based on affordability and lifecycle cost to ensure projects are delivered within the Council's financial capacity and long-term financial sustainability.

- Review recent major projects and apply lessons learned
- Implement a clear capital/project prioritisation framework
- Align projects with the Council's financial capacity and consider full lifecycle costs in decision-making
- Improve transparency and reporting on project costs and risks

Risk Mitigated: Debt Servicing, Asset Sustainability & Renewal, and Governance & Transparency

ESCOSA Recommendation: 5, 7 and 8

Asset Rationalisation Strategy

Identify and assess underutilised or non-core assets for potential disposal or repurposing to reduce costs, optimise the asset base and support debt reduction.

Risk Mitigated: Debt Servicing and Asset Sustainability & Renewal

ESCOSA Recommendation: 3

Fees and Charges Review

Undertake a comprehensive review of fees and charges to understand the full cost of service delivery and the extent of subsidy (community service obligation) versus user-pays. This will support appropriate cost recovery, improve transparency, and ensure fees are set at an affordable level while aligning with financial sustainability and community expectations.

Risk Mitigated: Operating Performance & Cost Control and Affordability

ESCOSA Recommendation: 6

Separate Reporting for Major Facilities

Develop standalone financial reporting for major facilities and services to improve transparency, accountability and understanding of their financial performance

Risk Mitigated: Governance & Transparency, Operating Performance & Cost Control

ESCOSA Recommendation: 10

Asset Management Maturity (AMP Alignment)

Strengthen alignment between Asset Management Plans and the Long-Term Financial Plan, including lifecycle costing and operating costs, to ensure assets are sustainably funded over the long term.

Risk Mitigated: Asset Sustainability & Renewal, Operating Performance & Cost Control

ESCOSA Recommendation: 5 and 6

6. CONCLUSION

In summary, while ESCOSA has identified areas requiring ongoing attention, the Council's financial position remains sound and well managed. The risks that have been identified reflect a period of planned investment and are being actively addressed through established governance and planning processes.

The proposed Financial Sustainability Improvement Plan provides a clear and structured pathway to further strengthen the Council's financial position and the progress of the plan will be regularly reported to the Council and the Audit and Risk Committee through formal reporting and informal briefings.

With continued focus on financial discipline, transparency and alignment with community expectations, the Council is well placed to maintain long-term financial sustainability while continuing to deliver valued services and infrastructure to the community.

13.4 DRAFT COMMUNITY ENGAGEMENT POLICY

REPORT AUTHOR: Manager, Governance
APPROVED BY: General Manager, Governance & Civic Affairs
ATTACHMENTS: A - D

PURPOSE OF THE REPORT

The purpose of this report is to present the new draft Community Engagement Policy to the Council for endorsement for consultation with the community.

BACKGROUND

The *Statutes Amendment (Local Government Review) Act 2021* (Reform Act), contains the most significant reform to Local Government since the commencement of the *Local Government Act 1999* (the Act).

The final changes contained within the Reform Act commenced on 11 December 2025, coincide with the release of the Community Engagement Charter (the Charter) established by the Minister for Local Government pursuant to Section 50 of the Act.

The Charter replaces the old, detailed public consultation rules that were contained in the Act and sets different levels of engagement based on how important a decision is which has resulted in the following categories:

- Significant – Annual Business Plan and Rating Policy
- Significant
- Standard
- Local
- Inform

Each category has minimum engagement requirements.

In accordance with Section 50A of the Act, the Council is required to adopt a Community Engagement Policy that aligns with the Charter. This Policy will replace the Council's current Community Consultation Policy.

Before the Council adopts the Policy, community consultation must be undertaken.

The Community Engagement Charter is contained within **Attachment A**.
The Council's current Community Consultation Policy is contained within **Attachment B**.
The new draft Community Engagement Policy is contained within **Attachment C**.

STRATEGIC DIRECTIONS

Not Applicable.

FINANCIAL AND BUDGET IMPLICATIONS

Not Applicable.

RISK MANAGEMENT

Not Applicable.

CONSULTATION

Elected Members

Not Applicable.

Community

In accordance with Section 50A(6) of the Act, before the Council adopts or alters its Community Engagement Policy, the Council must undertake public consultation on the Policy.

Staff

Not Applicable

Other Agencies

The Local Government Association of South Australia (LGASA), in conjunction with Norman Waterhouse (Lawyers), has developed a Model Policy which aligns with the requirements of the Act and the Charter.

DISCUSSION

The updated community engagement provisions contained within the Act, commenced on 11 December 2025. The previous Part 5 of Chapter 4 of the Act which was titled '*Public consultation policies*' was replaced with a new Part 5 called '*Community Engagement*'.

Section 50A of the Act requires that all Councils must prepare and adopt a policy relating to community engagement for the purposes of the Act. The Community Engagement Policy must be consistent with, and comply with the requirements specified by, the Charter.

In accordance with the transitional arrangements put in place by the State Government following the commencement of the Charter, Councils have been given nine (9) months to adopt the new Community Engagement Policy and therefore, the Council must adopt the new Policy by 11 September 2026.

Prior to adopting the Policy, public consultation must first occur in accordance with Section 50A(6) of the Act. Section 4(1aaa) of the Act provides that public consultation is undertaken if consultation is conducted in accordance with the relevant provisions of the Charter and Community Engagement Policy.

Given that the Council will not have an applicable Community Engagement Policy until it is adopted, consultation on the new Policy will be undertaken in accordance with the Charter.

Consultation on a Community Engagement Policy falls within the 'Standard' category in the Charter, which requires that the Council to:

- publish information on website;
- consult with the whole council area; and
- seek and consider feedback from the community.

To meet the above requirements, the draft new Community Engagement Policy will be available on the Council's website and feedback sought from the community. Any submissions received will be collated and presented to the Council to inform the Council's adoption of the Policy at the Council meeting to be held on 4 August 2026.

To ensure compliance with the Act and the Charter, the Council's new draft Community Engagement Policy has been prepared based on the Model Policy prepared by the LGASA.

A *Community Engagement Comparison Table* prepared by the LGASA, which summarises the former and new legislative requirements for Councils, is contained within **Attachment D**.

OPTIONS

Not Applicable.

The Council must adopt a Community Engagement Policy and must consult with the public prior to the adoption of the Policy.

CONCLUSION

Effective engagement assists the Council in making informed decisions that consider a number of factors, including legislative requirements, budget constraints, strategic directions, public safety, expert advice and community views. When making decisions, the Council must also weigh and balance a variety of competing factors which may include social, economic, technical, environmental and cultural considerations.

The new draft Community Engagement Policy ensures that the Council is meeting its legislative obligations.

RECOMMENDATION

That the draft Community Engagement Policy contained within Attachment C, be endorsed for the purposes of undertaking community consultation in accordance with the process set out in this report.

LOCAL GOVERNMENT ACT 1999

Section 50 Community Engagement Charter

The Community Engagement Charter (the Charter) is established by the Minister for Local Government pursuant to Section 50 of the *Local Government Act 1999* (the Act) for the purposes of this Act.

Principles

This charter has been prepared taking into account the following principles contained in Section 50(2) of the *Local Government Act 1999*—

- (a) members of the community should have reasonable, timely, meaningful and ongoing opportunities to gain access to information about proposed decisions, activities and processes of councils and to participate in relevant processes;
- (b) information about issues should be in plain language, readily accessible and in a form that facilitates community participation;
- (c) participation methods should seek to foster and encourage constructive dialogue, discussion and debate in relation to proposed decisions, activities and processes of councils;
- (d) participation methods should be appropriate having regard to the significance and likely impact of proposed decisions, activities and processes;
- (e) insofar as is reasonable, communities should be provided with information about how community views have been taken into account and reasons for decisions or actions of councils.

Categories

In recognition of the fact that the matters included for community engagement in this Charter have differing levels of impact on councils' communities, this Charter establishes the following categories of engagement and requirements that are appropriate to each group—

- **Significant—annual business plan and rating policy:** decisions related to a council's adoption of its annual business plan or proposed changes to the basis of its council rates.
- **Significant:** decisions that a council makes that have a significant impact on most or all ratepayers and residents, or the wider community or area.
- **Standard:** decisions that a council makes that benefit from community input across the council area.
- **Local:** decisions that impact an identifiable smaller group of residents/ratepayers or a local area.
- **Inform:** matters where councils provide information to a community impacted by a decision.

Mandatory Requirements Definitions

Where the Charter includes a mandatory requirement, the following table provides more information about actions that must be taken at a minimum to meet that requirement for community engagement.

While these actions are mandatory, councils should actively consider all activities that should be undertaken for each matter that it is consulting on to give community members the best chance to make their views known. In particular, councils should undertake additional engagement for matters that have greater significance, greater community interest or a greater impact on communities.

In this Charter 'community' means individuals, groups or stakeholders that are impacted by or interested in a particular council decision or action. Councils should seek broad, diverse and representative views across its community.

Whenever a council is preparing information to support engagement, it should be in plain language, readily accessible and in a form that facilitates community participation.

Categories

Mandatory Requirement	Mandatory Minimum Actions to Achieve the Mandatory Requirements	Mandatory Requirement that Applies to Matters Categorised as: (X indicates that the mandatory requirement applies)				
		Significant— Annual Business Plan and Rating Policy	Significant	Standard	Local	Inform
Website	Publish information about the matter that can be easily found on a council website.	X	X	X	X	X
News publication	Publish information about the matter in a local news publication (print where available, but otherwise digital) that circulates in the council area and is not produced by the council.	X	X			
Consult with the whole council area	Consider appropriate forms of notifications to the council area. Consider whether additional information or notification should be made available to the community to bring their attention to the matter and to support participation.	X	X	X		

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Mandatory Requirement	Mandatory Minimum Actions to Achieve the Mandatory Requirements	Mandatory Requirement that Applies to Matters Categorised as: (X indicates that the mandatory requirement applies)				
		Significant— Annual Business Plan and Rating Policy	Significant	Standard	Local	Inform
Invite submissions	Provide information about how the community can make a submission, including timeframe.	X	X			
Explain decision-making process	In material prepared explain what the council proposes to do, why it proposes to do it, and what it seeks to achieve. Explain how community feedback will inform the council's decision.	X	X			
Seek and consider feedback from the community—significant matters	Consider how best to invite feedback from the community. Provide a minimum community engagement period of 21 days to enable the community to provide feedback. Include a summary of community engagement feedback to the council ahead of the decision.	X	X			
Public meeting	Hold a public meeting where the community is invited to provide submissions (written or verbal) on the matter. The public meeting may be part of a council meeting or a separate event.	X				
Council meeting invitation	Invite people who have made a written submission to attend a council meeting to speak to their submission before the decision is made.		X			
Seek and consider feedback from the community	Consider how best to invite feedback from the community Provide information about how community feedback will inform the council's decision. Ensure an appropriate period of time is provided to enable communities to provide feedback.			X	X	
Consult with local community	Consider appropriate forms of notifications to the area within the council affected by the council decision or action. Consider whether additional information or notification should be made available to the local community to bring their attention to the matter and to support participation.				X	
Information to the whole council area	Provide information to the whole of the council's community if it may be directly affected by the council decision or action.					X

Mandatory Requirement	Mandatory Minimum Actions to Achieve the Mandatory Requirements	Mandatory Requirement that Applies to Matters Categorised as: (X indicates that the mandatory requirement applies)				
		Significant— Annual Business Plan and Rating Policy	Significant	Standard	Local	Inform
Information to local community	Provide information to the local community that may be directly affected by the council decision or action.					X

Matters (in Legislative Order)

Category	Matter	Act Reference	Description
Significant	Representation reviews	Section 12(7) of the <i>Local Government Act 1999</i>	Consultation that a council undertakes when it is doing a review of its internal representation (including possible changes to its ward structure, number of council members, change of council or ward names).
Inform	Minor changes to opening hours and place of council offices	Section 45(3) of the <i>Local Government Act 1999</i>	A council's decision about the manner, places and times at which its offices will be open to the public, where the impact of the decision would be minor.
Standard	Substantial changes to the opening hours and place of council offices	Section 45(3) of the <i>Local Government Act 1999</i>	A council's decision about the manner, places and times at which its offices will be open to the public, where the impact of the decision would be substantial.
Standard	Community engagement policy	Section 50A(6)(b) of the <i>Local Government Act 1999</i>	Councils must consult before adopting its community engagement policy, which is the document that demonstrated how the council will consult in accordance with this charter and on other matters.
Standard	Council behavioural support policies	Section 75(F)(6) of the <i>Local Government Act 1999</i>	Consultation that a council undertakes when it is proposing to adopt behavioural support policies.
Standard	Access to meetings and documents	Section 92(5) of the <i>Local Government Act 1999</i>	How councils ensure that council documents are made available and accessible to community members.
Significant	Strategic Management Plans	Section 122(6) of the <i>Local Government Act 1999</i>	The development and review of a council's strategic management plan. Strategic management plans lay out the council's strategic directions for a future ten-year period, including council's long-term financial plan and infrastructure and asset management plan.
Significant— annual business plan and rating policy	Annual Business Plan	Section 123(3)(b) of the <i>Local Government Act 1999</i>	Adopting an annual business plan. Annual business plans set out the decisions a council makes each year on the rates and income they will receive and how they will spend these funds.
Significant— annual business plan and rating policy	Basis of rating	Section 151(5)(e) of the <i>Local Government Act 1999</i>	Consultation that a council takes when it is proposing changes to the basis of its council rates, including declaring differential rates; imposing a separate rate, service rate or service charge; changing the basis on which land is valued for the purposes of rating.
Significant	Differential rating and special adjustments	Section 156 (14a)(b) of the <i>Local Government Act 1999</i>	Consultation that a council takes when it is proposing changes to its use of differential rating.
Significant	Revocation of classification of land as community land—in all other cases	Section 194(2)(b) of the <i>Local Government Act 1999</i>	Consultation that councils must undertake before revoking the community land status of any land that is community land.

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Category	Matter	Act Reference	Description
Significant	Community Land Management Plans—adoption	Section 197(1) of the <i>Local Government Act 1999</i>	Before a council adopts a community land management plan, it must undertake consultation.
Significant	Community Land Management Plans—significant amendments	Section 198(3) of the <i>Local Government Act 1999</i>	If a council amends a community land management plan, and the amendment has a significant impact on the community, it must undertake consultation.
Significant	Alienation of community land by lease or licence	Section 202(2) of the <i>Local Government Act 1999</i>	Consultation that a council undertakes when it is proposing to lease or licence community land.
Inform	Council is proposing a permit or authorisation for alternation of a road or use of roads for business purposes	Section 223(1) of the <i>Local Government Act 1999</i>	Consultation that a council takes when there are works on a road that require the council's permit and authorisation, and where traffic will be impeded for less than 48 hours and the council ensures that a detour is in place.
Local	Council is proposing a permit or authorisation for alternation of a road or use of roads for business purposes	Section 223(1) of the <i>Local Government Act 1999</i>	Consultation that a council takes when there are works on a road that require the council's permit and authorisation, and where traffic will be impeded for more than 48 hours (with a detour in place) or where no detour will be available.
Local	Consultation on proposed planting of vegetation on a road	Section 232(b) of the <i>Local Government Act 1999</i>	Consultation that a council takes when it proposes or authorises or permits for planting street trees or other vegetation on council roads, if the planting may have a significant impact on residents, nearby business or advertisers in the area.
Standard	Power to make orders	Section 259(2)(b) of the <i>Local Government Act 1999</i>	Councils must have policies in place on how they make orders relating to hazards on land adjoining a public place and the inappropriate use of a caravan or vehicle as a place of habitation and must consult before they adopt these policies.
Inform	Election information	Section 13A(2) of the <i>Local Government (Elections) Act 1999</i>	Councils must provide information, education and publicity for local government elections.

Commencement

The Community Engagement Charter comes into operation on the day on which it is published in the Gazette.

Dated: 2 December 2025

HON JOE SZAKACS MP
Minister for Local Government



City of
Norwood
Payneham
& St Peters

NAME OF POLICY: Community Consultation

POLICY MANUAL: Governance

BACKGROUND

Section 50 of the *Local Government Act 1999*, requires that the Council must develop a Public Consultation Policy and specifies the minimum standards regarding community consultation. This is expressed both in terms of the activity (for example, changes to the basis of rating) and the type of consultation (for example, public notification in a newspaper and the calling of submissions).

Notwithstanding the provisions of the *Local Government Act 1999* (the Act), and other relevant legislation, the Council has a number of policies which require or may require consultation to be undertaken in certain circumstances.

The Council has identified that community engagement and consultation is important and indeed fundamental to its role and is committed to enhancing the methods and techniques which are used when engaging with the community across a broad range of issues. It is also recognised that the community is multi-dimensional and that different sections of the community respond better to certain methods of consultation and that appropriate structures are necessary to enable input by the community to be made.

KEY PRINCIPLES

In shaping the Key Principles for this Policy, it is recognised that engagement and consultation is not an end in itself and that the purpose of consultation (in its broadest sense), is to provide structured or facilitated opportunities for the broad community, community interest groups and other viewpoints, to be taken into account.

Community consultation is designed to inform the decision making process, but does not involve making the decision as this rests with the Council. To this end, it is therefore not a substitute for the decision making role which forms part of the governance role of the Council.

The task of reconciling competing interests rests with the Council itself and in addition, it is important that the decisions of the Council do not alienate particular sections of the community.

The Community Consultation Policy is guided by the Council's Community Development Principles and the processes which contribute to the good governance of the City, as follows:

- *Equity – We promote equality of opportunity*
- *Access – We are committed to removing barriers to participation and improving access to services, facilities and programs*
- *Participation – We encourage active involvement in community life*
- *Inclusion – We value diversity*
- *Collaboration – We value a partnership approach to achieving shared goals*

Associated with the above Principles, is the adoption by this Council of the International Association for Public Participation's *Public Participation Spectrum*. (Refer to Attachment 1)

DISCUSSION

Local Government as a level of government, is regarded as the closest and most accessible to the people. Whilst the decisions of the Federal and State Governments impact significantly on the community, it is the expectation of the community and indeed of Local Government, that the community can interact with its local council and make representations on issues which impact on them.

Local Government has a strong history of respecting the rights of its local citizens and has a number of processes which enable this to occur on a regular basis. These include Deputations to the Council, presentation of Petitions and Representation through Elected Members – the procedures for which are set out in *Code of Practice Access to Meetings & Documents*.

The Decision Making Process

The Council is bound to make decisions that are equitable, economically, socially, culturally and environmentally appropriate, timely and in accordance with the relevant legislation.

Decisions are made, in keeping with legislative requirements, to determine:

- policies to be applied by the Council in exercising its discretionary powers;
- the type, range and scope of projects to be undertaken by Council;
- the resources which are to be made available to undertake such works and services.

Other factors are also taken into consideration when the Council is considering and ultimately making a decision on an issue. These include:

- the impact (cultural, social, economic, environmental, etc);
- any financial and resource implications for the Council.

In making decisions, the Council will have regard to a number of factors. In this respect an important factor which may be taken into account, is community opinion.

Communication between the community and the Council improves decision making and is valued by the Council, as it enables the Council to be responsive to the needs and aspirations of the local community.

Nevertheless, input derived as a result of community consultation needs to be considered in the decision making process together with a range of other factors to ensure that balanced and equitable decisions are made.

The Purpose of Communication, Engagement and Consultation

Community engagement and consultation is an essential component of local governance, assisting the Council to govern in the knowledge that the directions have the support of the Community. Engagement and consultation is however, one component of a whole community involvement approach to governance. To ensure that engagement and consultation leads to greater information and improved decision-making processes, it needs to be undertaken in tandem with education and other partnership and communication programmes.

This Council believes that open communication, engagement and consultation with the community, will lead to community capacity building, the formation of partnerships and the development of better governance and is therefore committed to a policy and process of meaningful communication, engagement and consultation.

Community engagement and consultation is a way of supporting principles of social justice and:

- building partnerships with the community;
- providing people with a process to exercise their right to have access to information;
- providing people with the ability to contribute to and influence decisions that will affect them;

- ensuring that plans, actions and services reflect, where relevant, the aspirations of the community; and
- utilising community networks and resources.

Definitions and Nomenclature

"Communication" - the act of imparting or exchanging news and information.

"Community" - for the purposes of this policy the term Community is used to include all residents, businesses and landowners and any other individual or organisation with an interest in the City of Norwood Payneham & St Peters. Community is used in this Policy in place of the term "public".

"Consultation" - the act of seeking input and feedback on specified issues and matters affecting the City.

"Engagement" - 'Community engagement' is any process *'that involves the public in problem solving or decision making and uses public input to make decisions'*. *The International Association of Public Participation, (IAP2)*

"The Act" - for the purposes of this Policy, the Act refers to the *Local Government Act 1999*.

Provision of Information

To ensure that the community is well informed about all matters pertaining to the City and Council business, the Council will provide a range of culturally and gender sensitive information.

The information may be provided and distributed in a range of forms including, but not limited to:

- the Council's Newsletter, *Look East*;
- commercial print media;
- fact sheets;
- brochures;
- the Council's Website;
- the Council's E-Newsletter, *Your NPSP*;
- the Council's digital marketing platforms (ie, Facebook, Instagram, Twitter);
- Library Noticeboards;
- via letterbox drops of various publications both generic and specific; and
- through public displays.

To supplement the requirements of Section 132 of the *Local Government Act 1999*, the Council has a philosophy of equity in respect to access to information and therefore, will provide information for inspection at its Principal Office, Libraries and on its web site, free of charge. This includes all information of a non-confidential nature including:

- advance notice of Council and Committee meetings and meeting schedules;
- Council Meeting Agendas;
- Council Minutes;
- notice of forums;
- matters for public consultation and any supporting documentation;
- Council Policies, Procedures and By-Laws;
- Development Plans;
- Infrastructure works and special projects;
- changes (eg: suburb names, new legislation etc.)
- Council registers; and
- other administrative information.

Section 132 of the Act enables the Council to charge for copies of information. However, to ensure that there is equity in access to Council information, copies of such information will generally be provided to citizens free of charge. In cases where the provision of the information incurs a significant cost to the Council, basic cost recovery charges will apply.

All information will be provided in a timely fashion and in accordance with copyright and privacy laws.

The Council will endeavour to make all information freely available and thereby reduce the need for formal applications under the *Freedom of Information Act 1991*. However, this Policy does not replace the requirements of the *Freedom of Information Act 1991* and therefore the provisions of the *Freedom of Information Act 1991* will apply in those circumstances whereby information is not made freely available by the Council.

POLICY

The City of Norwood Payneham & St Peters recognises that community consultation enables the Council to best meet the needs of the community, by ensuring that planning and decision making is based upon an understanding of the needs, aspirations and expectations of the community.

The objectives of effective community consultation are to:

- foster positive relations between the community and the Council;
- promote effective communication and consultation between the community and the Council;
- promote access and equity so that the community can participate in planning and decision-making processes;
- provide a framework for community involvement in City planning and decision making.
- enhance decision making – based on a comprehensive understanding of the needs, aspirations and expectations of the community;
- increase participation by citizens in the life and future directions of the City.

Options for Consultation

There are a number of alternative methods of consultation recognised as providing the opportunity for people to have meaningful input into decision-making processes. The most appropriate process for consultation will be dependant largely on the topic or issue upon which consultation is occurring and consequently the “target market” with which the consultation will occur.

Accordingly the Council will develop specific consultation programs, with regard to the *International Association for Public Participation's Public Participation Spectrum (IAP2)* (Refer to Attachment 1) for each specific matter upon which consultation is to occur.

It is important that the broadest cross section of the community can become involved. This requires the removal of any barriers that individuals or sections of the community may face in respect to becoming involved in the consultation process. Employing a number of varied relevant consultation techniques and providing information to the community to enable discussion on the issues, is important and leads to meaningful community input and can assist to overcome these barriers.

The consultation techniques may be drawn from, but are not limited to, the following list of options and any specific consultation program may include all or some of these techniques as judged appropriate for each specific topic:

- Invitation for submissions (written and verbal) to be placed in the local media and on the Council's website. (The time for written submission will be no less than a minimum of 21 working days and may be extended subject to the complexity of the topic under consultation.)
- Letterbox drop (for example, individual letters or notices), to the community to notify of an issue.
- Public meetings/hearings/workshops and problem solving sessions.
- Focus groups.
- Questionnaires and surveys.

- The opportunity for interested persons to appear before the Council or a Committee of the Council in support of their comments.
- Publication of information brochures, booklets and papers.
- Dedicated issue based Forums.
- Information displays in public places.

All relevant documentation will be available for inspection free of charge at the Council's Principal Office, Libraries and on the Council's website.

Public Consultation - Provisions under the *Local Government Act 1999*

Pursuant to Section 50 of the *Local Government Act 1999*, each council must develop a Public Consultation Policy. This Policy must set out the steps that the council will follow in cases where the Act requires the council to follow its Public Consultation Policy.

Section 50(4) of the Act requires that the Public Consultation Policy must, as a minimum, provide for:

- the publication in a newspaper circulating within the area of the council a notice describing the matter under consideration and inviting interested persons to make submissions in relation to the matter within a period (which must be at least 21 days) stated in the notice; and
- the consideration by the council of any submissions made in response to the invitation.

In accordance with Section 50(5) of the Act, the Council may from time to time alter its Public Consultation Policy, or substitute a new Policy. However, prior to adopting, substituting or altering the Policy, the Act stipulates a consultation process, of documentation and public notification that must occur.

The Council is required to have reference to its Public Consultation Policy in regard to the following matters as contained in the *Local Government Act 1999*:

- Principal Office opening hours - Section 45(3);
- Code of Practice - Access to meetings and documents – Section 92;
- Rating – Section 151
- Community Land classification – Section 193(2);
- Community Land Revocation of classification –Section 194(2);
- Community Land Management Plans – Section 197(1);
- Community Land Amendment or Revocation of Management Plans – Section 198;
- Community Land Alienation by Lease or Licence – Section 202(2);
- Public Consultation – Section 223; and
- Trees – Section 232.

The Act also requires that specific consultation should be undertaken in respect to other detailed activities. In this respect, the Council will follow the requirements as set out in the relevant sections of the Act, namely:

- Representation Reviews - Section 12;
- Status of a Council and Change of Name - Section 13;
- Commercial activities prudential requirements - Sections 48(2)(d), 48(5), 48(6);
- Strategic Management Plans – Section 122(6);
- Passing By-Laws – Section 249; and
- Policies on Orders – Section 259.

The document, *Schedule of Requirements – Instances Where Public Consultation Must Be Followed*, provides a summary of the legislative requirements associated with the items listed above. (Refer to Attachment 2).

Additional matters for which the Council may undertake consultation in accordance with this Policy

In addition to the matters which are set out in the Act, the Council may choose to follow this Policy in regard to other matters. Without limiting the extent of the operation of this Policy, other situations may include:

- major development programmes;
- the provision of services and facilities;
- significant planning initiatives (strategic, corporate and local area);
- physical infrastructure;
- traffic management; and
- proposals for significant change.

This Policy may also be used to supplement specific public consultation requirements as required by statute.

Any decision to undertake consultation in this regard, is at the discretion of the Council.

This Policy does not apply in respect to Development Applications which are lodged, assessed and determined under the *Development Act 1993*.

Reporting on Community Consultation

At the conclusion of the decision-making process, and dependent on the nature of the consultation, the number of submissions received and the complexity of the matter, a Council response to the consultation may be provided, at the discretion of the Council, via one or more of the following methods:

- a letter/or email to all citizens who provided comments as part of the consultation; and/or
- a letter/or email to all affected citizens; and/or
- a notice published on the Council's website; and/or
- a notice published via the Council's digital marketing platforms (ie, Facebook, Instagram, Twitter); and/or
- a notice published in a newspaper circulating within the area.

ATTACHMENTS

Attachment 1: *International Association Public Participation's (IAP2) Public Participation Spectrum.*

Attachment 2: *Schedule of Requirements – Instances Where Public Consultation Must Be Followed*

REVIEW PROCESS

The Council will review this Policy within 12 months of the next Local Government General Elections to be conducted in November 2022. The Council does, however, have the ability to review this Policy and to amend or replace it at any time.

INFORMATION

The contact officer for further information at the City of Norwood Payneham & St Peters is the Council's General Manager, Governance & Community Affairs.

ADOPTION OF THE POLICY

This Policy was adopted by the Strategy & Policy Committee on 8 April 2002.

This Policy was reviewed by the Council on 6 November 2006.

This Policy was reviewed by the Council on 13 October 2008.

This Policy was reviewed by the Council on 4 March 2019.

This Policy was reviewed by the Council on 1 March 2021.

TO BE REVIEWED


By November 2023

Attachment 1

IAP2'S PUBLIC PARTICIPATION SPECTRUM



The IAP2 Federation has developed the Spectrum to help groups define the public's role in any public participation process. The IAP2 Spectrum is quickly becoming an international standard.

		INCREASING IMPACT ON THE DECISION 				
		INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
PUBLIC PARTICIPATION GOAL		To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.	To obtain public feedback on analysis, alternatives and/or decisions.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision making in the hands of the public.
	PROMISE TO THE PUBLIC	We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.

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Attachment 2

COMMUNITY CONSULTATION POLICY

SCHEDULE OF REQUIREMENTS - INSTANCES WHERE THE COMMUNITY CONSULTATION POLICY MUST BE FOLLOWED

Section 50 of the *Local Government Act 1999*, stipulates the **minimum** consultation requirements of a council in the following instances:

- (a) the publication in a newspaper circulating within the area of the Council a notice describing the matter under consideration and inviting interested persons to make submissions in relation to the matter within a period (which must be at least 21 days) stated in the notice; and
- (b) the consideration by the council of any submissions made in response to an invitation.

NB: Council should always refer directly to the relevant Section of the Act before determining the appropriate consultation requirements.

TOPIC	SUMMARY OF LEGISLATIVE REQUIREMENT
Principal Office – Opening hours (Section 45)	Consult in accordance with Council’s Community Consultation Policy about the manner, places and times at which its Offices will be open to the public for the transaction of business and about any significant changes to these arrangements.
Code of Practice – Access to meetings and documents (Section 92(5)(b))	Before a council adopts, alters or substitutes a Code of Practice under S.92 it must follow steps set out in its public consultation policy.
Community Land Classification: All local government land (except roads) that is owned, or under care, control and management of Council is to be classified as community land unless Council resolves to exclude it from classification within 3 years of the commencement of the Act. (Section 193(1), (2))	Before a council excludes land from classification as Community Land (within three (3) years after commencement of the Act), it must follow the relevant steps set out in its public consultation policy.
Revocation of classification of land as community land (Section 194(2))	A Council must: <ul style="list-style-type: none"> • follow the relevant steps set out in its public consultation policy before revoking the classification of land as community land • submit a proposal with a report on all submissions made as part of the public consultation process to the Minister.

Attachment 2

TOPIC	SUMMARY OF LEGISLATIVE REQUIREMENT
Management Plans - Public Consultation (Section 197(1))	Before a council adopts a management plan for Community Land it must: <ul style="list-style-type: none"> • make copies of the proposed plan available for inspection or purchase at the Council's Principal Office • follow the relevant steps set out in its public consultation policy • give public notice of its adoption of a management plan. If a council has adopted a management plan after a process of public notification and consultation before the commencement of the Act, S197 (1) does not apply.
Amendment or revocation of management plans NB: A Council cannot dispose of Community Land until revocation of its classification as community land. (Section 198)	Public consultation is required for a new management plan and is to be carried out prior to adopting a proposal for amendment or revocation of a management plan. Public consultation is not required if the amendment has no significant impact on the interests of the community.
Alienation by lease or licence (Section 202)	A council must follow the relevant steps set out in its Community Consultation Policy, prior to granting a lease or licence relating to Community Land. Exceptions apply in circumstances where: <ul style="list-style-type: none"> • lease or licence is authorised in an approved management plan and the term is five (5) years or less; and • regulations provide for an exemption for compliance with a Community Consultation Policy.
Permits <ul style="list-style-type: none"> • Right of exclusive occupation • Restricting access to a road • Use or activity for which public consultation required under regulations (Section 223)	A council must follow the relevant steps set out in its Community Consultation Policy prior to granting the authorisation or permit.
Roads – Trees (Section 232)	Before planting or authorising planting of vegetation: <ul style="list-style-type: none"> • If the vegetation may have a significant impact on residents, the proprietors of nearby businesses or advertisers in the area, councils must follow the relevant steps set out in its Community Consultation Policy.

Attachment 2

TOPIC	SUMMARY OF LEGISLATIVE REQUIREMENT
Representation Reviews. <ul style="list-style-type: none"> Review and reporting to the Electoral Commissioner (Section 12)	<ul style="list-style-type: none"> Public notice of a review inviting written submissions within six (6) weeks, including notice in a newspaper circulating within its area Provide opportunity for person who makes written submission to appear before the Council or a Council Committee to be heard on submissions Council to prepare report on the public consultation By public notice inform of the completion and availability of the report for inspection and invite written submissions within 3 weeks, including notice in a newspaper circulating within its area Provide opportunity for person who makes written submission to appear before Council or a Council committee to be heard on submissions Council must then finalise its report and refer to the Electoral Commissioner.
Status of a Council/ Change of Name <ul style="list-style-type: none"> Change from a municipal council to a district council, or change from a district council to a municipal council Alter the name of the council, the area of the council, or the name of a ward. (Section 13)	<ul style="list-style-type: none"> Public notice of the proposal inviting written submissions within 6 weeks, including notice in a newspaper circulating within its area Provide opportunity for person who makes written submission to appear before Council or a Council committee to be heard on submissions.
Commercial Activities – Prudential Requirements (Section 48(2)(d) & 48(5)(6))	Report addressing prudential issues to include <ul style="list-style-type: none"> the level of consultation with the local community, including contact with persons who may be affected by the project and representations made by them the means by which the community can influence or contribute to the project or its outcomes.

Attachment 2

TOPIC	SUMMARY OF LEGISLATIVE REQUIREMENT
Public Consultation Policies (Section 50)	Requirements for preparation, adoption and alteration to Council's public consultation policy. <ul style="list-style-type: none"> • Policy must set out steps that Council will follow in cases where the Act prescribes public consultation • Policy may also set out steps to follow in other cases involving council decision making • Steps may vary, but must provide for a reasonable opportunity to make submissions in relevant circumstances • Section 50 (4) sets out minimum steps which require Councils to: <ul style="list-style-type: none"> • publish notice describing the matter under consideration in a newspaper circulating within the area, and inviting submissions within stated period (at least 21 days) • consider submissions made in response. • Section 50 (40) applies before Council adopts, substitutes and/or alters a public consultation policy, unless the alteration is only of minor significance. • Council's public consultation policy is to be made available for inspection without charge at the principal office during ordinary office hours, and for purchase on payment of a fixed fee by Council.
Strategic Management Plans (Section 122(6))	A council must adopt a process or processes to ensure that members of the public are given a reasonable opportunity to be involved in the development and review of its strategic management plans (Plans for between 3 – 5 years).
Annual Business Plans and Budget (Section 123(4))	Before Council adopts an Annual Business Plan, it must: <p>Publicise in a newspaper circulating within the area of the council a notice informing the public of the preparation of the draft annual business plan and inviting interested persons—</p> <ol style="list-style-type: none"> (1) to attend <ol style="list-style-type: none"> a. a public meeting in relation to the matter to be held on a date (which must be at least 21 days after the publication of the notice) stated in the notice; or b. a meeting of the Council to be held on a date stated in the notice at which members of the public may ask questions, and make submissions, in relation to the matter for a period of at least 1 hour (2) to make written submissions in relation to the matter within a period (which must be at least 21 days) stated in the notice <p>The Council must make arrangements for the meeting outlined in (1) and the consideration by the Council of any submissions made at that meeting or in response to the invitation outlined in (2). Council may then adopt its annual business plan after considering submissions made during the consultation period.</p> <p>The council must ensure that copies of the report are available at the meeting, and for inspection (without charge) and purchase (on payment of a fee fixed by the council) at the principal office of the council at least seven days before the date of that meeting.</p>

Attachment 2

TOPIC	SUMMARY OF LEGISLATIVE REQUIREMENT
<p>Rates</p> <ul style="list-style-type: none"> • Amending the basis of rating • Amending the basis of the valuation of land for rating • Introducing a new rate • Changes to the basis of differential rating <p>(Sections 151 & 156)</p>	<p>Prepare a report on the proposed change.</p> <p>Publicise in a newspaper circulating within the area of the council a notice describing the proposed change, informing the public of the preparation of the report, and inviting interested persons—</p> <ol style="list-style-type: none"> (1) to attend a public meeting in relation to the matter to be held on a date (which must be at least 21 days after the publication of the notice) stated in the notice; or (2) to make written submissions in relation to the matter within a period (which must be at least 21 days) stated in the notice <p>The council must ensure that copies of the report are available at the meeting, and for inspection (without charge) and purchase (on payment of a fee fixed by the council) at the principal office of the council at least 21 days before the date of that meeting. The public consultation required may be undertaken as part of the public consultation for Council's draft annual business plan.</p>
<p>Passing by-laws</p> <p>NB: No specific reference to Council's Public Consultation Policy, but minimum standards apply (Section 249)</p>	<p>At least 21 days before resolving to make a by-law, the Council must:</p> <ul style="list-style-type: none"> • make copies of the proposed by-law (and other code, standard or other document proposed to be applied or incorporated by the by-law) available for public inspection • inform the public of the proposed by-law and set out the terms or describe in general terms the nature and effect of the by-law, through a notice in a newspaper circulating in the City of Norwood Payneham & St Peters • give reasonable consideration to a written or other acceptable submission made on a proposed by-law <p>Publish a notice of the making of a by-law in a newspaper circulating in the City of Norwood Payneham & St Peters.</p>
<p>Power to Make Orders Councils must take reasonable steps to prepare and adopt policies relating to power to make orders. (Section 259(2))</p>	<p>The Council must</p> <ul style="list-style-type: none"> • prepare a draft of a policy • by notice in a newspaper circulating in the City of Norwood Payneham & St Peters, advise where the draft is available for inspection (without charge) or purchase (on payment of a fee fixed by Council), and invite written representations on the draft with a period specified by the Council (at least four weeks) • consider any submission made in response to the invitation. <p>The requirements of Section 259 (2) of the <i>Local Government Act 1999</i> apply prior to the Council adopting an amendment to a policy, unless Council determines that the amendment is of only minor significance.</p>



City of
Norwood
Payneham
& St Peters

NAME OF POLICY: Community Engagement

POLICY MANUAL: Governance

1. Introduction

- 1.1. Council is committed to open, accountable and responsive decision making, which is informed by effective communication and engagement between Council and the community and stakeholder interest groups.
- 1.2. Including communities and stakeholder interest groups in decision-making processes is important to the successful development of appropriate and informed decisions and policies by Council.
- 1.3. Council's community includes people who live, work, study, own property, conduct private or government business, visit or use the services, facilities and public spaces and places of Council. Council recognises that a community may be a geographic location (community of place), a community of similar interest (community of interest) or a community of affiliation, practice or identity (such as industry or sporting clubs).
- 1.4. Section 50A of the *Local Government Act 1999* (the Act) requires Council to prepare and adopt a policy relating to community engagement for the purposes of the Act. The policy must be consistent with and comply with any requirements specified by the Community Engagement Charter (the Charter) which is provided as an appendix to this Policy.

2. Purpose and Scope

- 2.1. The purpose of this policy is to ensure that Council meets its legislative obligations regarding public consultation by:
 - 2.1.1. Meeting the requirements set out in the Act and the Charter.
 - 2.1.2. Using appropriate and cost-effective engagement methods which are relevant to the specific circumstances of each decision, activity or process.
 - 2.1.3. Providing for appropriate participation by the local community, key stakeholders and interested parties.
 - 2.1.4. Using feedback to enhance decision making.
 - 2.1.5. Providing information on the reasons for decision or actions of Council, where reasonable and appropriate.
- 2.2. This policy is a statement of Council's general position in relation to community engagement (public consultation), as required under the Act and the Charter.
- 2.3. This policy applies to decisions, activities and processes undertaken by the Council, a delegate of the Council or a person exercising power on the Council's behalf, where public consultation is required to be undertaken in accordance with the Act, the Charter, or this policy. A reference in this policy to 'Council' includes a reference to a delegate or other person exercising power on the Council's behalf.
- 2.4. The Chief Executive Officer is responsible for the implementation and application of this policy, and where necessary reporting the outcomes of consultations to the Council. The specific delegations made under this Policy are outlined in part 8 of this policy.

- 2.5. This policy does not apply where the Council is exercising powers and functions under any other Act. Where there are consultation requirements under other legislation, e.g. the *Planning, Development and Infrastructure Act 2016*, those specific processes take precedence over this policy.

3. Principles

- 3.1. The preparation and adoption of this policy fulfil the Council's obligations to prepare and adopt a policy under section 50(A) of the Act. The following principles in the Charter have been considered in the preparation of this policy:
- 3.1.1. community members should have reasonable, timely, meaningful and ongoing opportunities to gain access to information about proposed decisions, activities, processes of councils and to participate in relevant processes;
 - 3.1.2. information about issues should be in plain language, readily accessible and in a form that facilitates community participation;
 - 3.1.3. participation methods should seek to foster and encourage constructive dialogue, discussion and debate in relation to proposed decisions, activities and processes of councils;
 - 3.1.4. participation methods should be appropriate having regard to the significance and likely impact of proposed decisions, activities and processes; and
 - 3.1.5. insofar as is reasonable, communities should be provided with information about how community views have been taken into account and reasons for decisions or actions of councils.
- 3.2. Council will undertake public consultation in accordance with the Act, the Charter and this policy.
- 3.3. Council may, in its absolute discretion, determine to undertake a step or steps in addition to those set out in this policy in relation to a matter for which it is required by the Act and/or the Charter to undertake public consultation.
- 3.4. However, Council is not required to give prior consideration and/or to determine whether or not to undertake any additional step or steps in relation to such a matter. A well-intentioned engagement that does not generate the anticipated level of engagement is not a breach of this policy.
- 3.5. Council may, from time to time, alter or substitute a new policy, following public consultation.

4. Roles

4.1. Elected Members

- 4.1.1. Encourage participation
- 4.1.2. Support the promotion of engagement opportunities and encourage community members to actively participate in council's decision-making processes.
- 4.1.3. Consider feedback
- 4.1.4. Consider community feedback provided through official engagement processes alongside other
- 4.1.5. influences on decision making (e.g. legislation, policy, resources, expert advice, previous decisions).

4.2. Administration

- 4.2.1. Plan and deliver engagement programs and activities.
- 4.2.2. Ensure engagement activities align with legislation and this policy.
- 4.2.3. Present feedback.
- 4.2.4. Provide decision makers with clear, unbiased summaries of engagement outcomes, outlining how community views have informed any recommendation(s).

4.3. Community Members

- 4.3.1. Participate in the engagement process.
- 4.3.2. Participate in engagement opportunities in ways that suit their needs, noting that community views are one of several influences considered in council's decision making.
- 4.3.3. Provide local knowledge and lived experience relevant to the Council's decision-making process:
 - Share local insights, experiences, stories and perspectives to support shared understanding.
 - Provide feedback, ideas, support or sentiment to inform the Council's consideration of options, impacts and potential outcomes.

5. Public Consultation Categories

- 5.1. The Charter addresses minimum mandatory community engagement activities for matters where the Act requires public consultation to be undertaken.
- 5.2. The Charter establishes different categories of consultation for matters, as follows:

Significant – Annual business plan and rating policy

- Adopting an Annual Business Plan - section 123(3)(b)
- Changes to basis of rating, declaring differential rates, imposing a separate rate, service rate or service charge, or changing the basis on which land is valued for the purpose of rating - section 151(5)(e).

Significant

- Representation reviews - section 12(7)
- Development and review of Strategic Management Plans - section 122(6)
- Changes to use of differential rating - section 156(4a)(b)
- Revocation of classification of land as community land - sections 194(2)(b)
- Community Land Management Plans - adoption - section 197(1)
- Community Land Management Plans – significant amendments - section 198(3)
- Alienation of community land by lease or license - section 202(2).

Standard

- Opening hours and place of principal office - substantial changes - section 45(3)
- Community Engagement Policy - section 50A(6)(b)
- Council behavioural support policies - section 75F(6)
- Access to meetings and documents - section 92(5)
- Power to make orders - section 259(2)(b).

Local

- Proposed permit or authorisation for alteration or use of a road for business purposes when there are works and traffic impeded for more than 48 hours (with a detour in place) or where no detour will be available - section 223(1)
- Proposed planting of vegetation on a road – significant impact - section 232(b).

Inform

- Opening hours and place of principal office – minor changes - section 45(3)
- Proposed permit or authorisation for alteration or use of a road for business purposes when there are works and traffic impeded for less than 48 hours and the Council ensures that a detour is in place - section 223(1)
- Election information - section 13A (2) of the *Local Government (Elections) Act 1999*.

- 5.3. The table in Part 6 of this policy sets out the engagement activities that Council will undertake to meet the requirements of each matter for which public consultation must be undertaken in accordance with the Act and the Charter.

6. Charter Engagement Requirements

- 6.1. Council will comply with the minimum mandatory public consultation requirements for each category of matters set out in the Charter.
- 6.2. The following table sets out the engagement activities that Council will undertake to meet the public consultation requirements in the Act and the Charter.
- 6.3. In circumstances where more than one engagement activity is specified, there is no obligation on Council to utilise all engagement activities in respect of each Charter requirement.

Charter requirement	Mandatory minimum actions to achieve Charter requirement	Charter Category					Engagement activities
		Significant ABP and Rating Policy	Significant	Standard	Local	Inform	
Website	Publish information about the matter that can be easily found on a Council website.	X	X	X	X	X	Information published on the Council's website.
News publication	Publish information about the matter in a local news publication (print where available, but otherwise digital) that circulates in the Council area and is not produced by the Council.	X	X				Information published in a print or digital newspaper, community newsletter or other (non-council) publication circulating in the area of Council.
Consult with the whole Council area	Consider appropriate forms of notifications to the Council area. Consider whether additional information or notification should be made available to the community to bring their attention to the matter and to support participation.	X	X	X			Information published on a social media platform maintained by Council. Information available at the Council's principal office, libraries and/or community centres. Consider if roadside and/or site-specific signage would be suitable for this engagement.
Invite submissions	Provide information about how the community can make a submission, including timeframe.	X	X				Engagement material provides information about how the community can make a submission, including the minimum 21 day timeframe for submissions.

Charter requirement	Mandatory minimum actions to achieve Charter requirement	Charter Category					Engagement activities
		Significant ABP and Rating Policy	Significant	Standard	Local	Inform	
Explain decision making process	In material prepared explain what the Council proposes to do, why it proposes to do it, and what it seeks to achieve and to what level the community can influence the decision. Explain how community feedback will inform the Council's decision.	X	X				Engagement material explains what the Council proposes to do, why it proposes to do it, and what it seeks to achieve. Information published explains how feedback received will inform the Council's decision.
Seek and consider feedback from the community—significant matters	Consider how best to invite feedback from the community. Provide a minimum community engagement period of 21 days to enable the community to provide feedback. Include a summary of community engagement feedback to the Council ahead of the decision.	X	X				Depending on the matter being consulted on, and noting the specific requirement for a Public Meeting with respect to the Council's Annual Business Plan & Budget and Rating Policy consultation, submissions on a matter for consultation may be made ie in writing (including letter or email), and/or via an online or paper survey/feedback form or email. In some circumstances submissions may be made by attendance at Council or public meeting, workshop or community forum. Community Engagement period iopen for a minimum of 21 days. Summary of community engagement feedback considered by Council ahead of decision.
Public Meeting	Hold a public meeting where the community is invited to provide submissions (written or verbal) on the matter. The public meeting may be part of a Council meeting or a separate event.	X					A public meeting will be held either as part of a Council meeting, or as a separate event, for the making of written or verbal submissions.

Charter requirement	Mandatory minimum actions to achieve Charter requirement	Charter Category					Engagement activities
		Significant ABP and Rating Policy	Significant	Standard	Local	Inform	
Council meeting invitation	Invite people who have made a written submission to attend a Council meeting to speak to their submission before the decision is made.		X				People who made written submissions will be invited to attend a Council meeting and speak to their submissions before a decision is made.
Seek and consider feedback from the community	Consider how best to invite feedback from the community Provide information about how community feedback will inform the Council's decision. Ensure an appropriate period of time is provided to enable communities to provide feedback.			X	X		<p>Depending on the matter, feedback may be invited by one or a combination of the following:</p> <ul style="list-style-type: none"> • Written submissions • Completion of a survey or questionnaire (online or it may be in paper format) • Provision of an online response. • Attendance at Council or public meeting, workshop or community forum. • Promote opportunities to make submissions at a pop-up engagement activity or community event. • Submissions may be considered by the person or body with delegated authority to make the proposed decision or undertake the proposed activity or process (if delegable). <p>Information published indicates how feedback received will inform the Council's decision.</p> <p>Community Engagement period open for a minimum period of 14 days or such other period as determined by Council.</p>

Charter requirement	Mandatory minimum actions to achieve Charter requirement	Charter Category					Engagement activities
		Significant ABP and Rating Policy	Significant	Standard	Local	Inform	
Consult with local community	Consider appropriate forms of notifications to the area within the Council affected by the Council decision or action. Consider whether additional information or notification should be made available to the local community to bring their attention to the matter and to support participation.				X		Depending on the matter: <ul style="list-style-type: none"> Information published on the Council's website and social media platforms maintained by the Council. Information published in targeted letters or leaflet drops to the area within the Council affected by the Council decision or action. Information made available at Council's principal, libraries and/or community centres in the area within the Council affected by the Council decision or action.
Information to the whole Council area	Provide information to the whole of the Council's community if it may be directly affected by the Council decision or action.					X	Depending on the matter: <ul style="list-style-type: none"> Information published on the Council's website and social media platforms maintained by the Council. Information made available at the Council's principal office, libraries and/or community centres.
Information to local community	Provide information to the local community that may be directly affected by the Council decision or action.					X	Depending on the matter: <ul style="list-style-type: none"> Information published on the Council's website and social media platforms maintained by the Council. Information published in targeted letters or leaflet drops to the area within the Council affected by the Council decision or action. Information made available at Council's principal, libraries and/or community centres in the area within the Council affected by the Council decision or action.

7. Other decisions, activities and processes

- 7.1. Council recognises there may be decisions, activities and processes where the Act and Charter are silent in relation to community engagement, but for which community engagement may nevertheless be appropriate.
- 7.2. Council may undertake community engagement activities for community participation in relation to other decisions, activities or processes of the Council not specified in the Charter at its absolute discretion. However, Council is not required to give prior consideration and/or to determine whether or not to undertake any such steps in relation to these matters.

8. Delegation

- 8.1. Specific engagement activities to be undertaken in relation to any particular decision, activity or processes shall be determined on a case-by-case basis, by:
 - 8.1.1. Council, by resolution;
 - 8.1.2. the Chief Executive Officer;
 - 8.1.3. a delegate with the power to undertake community engagement under the Act, the Charter or this policy; or
 - 8.1.4. a delegate with power to make a decision or undertake an activity or process that requires community engagement under the Act, the Charter or this policy.
- 8.2. Council, the Chief Executive Officer or a delegate is not required by this policy to undertake, or to consider or determine whether to undertake, additional engagement activities or engagement methods. Such a decision is at the absolute discretion of the decision maker.

9. Information

The contact officer for further information at the City of Norwood Payneham & St Peters is the Council's Manager, Strategic Communications & Advocacy.

10. Adoption and Review

The Council will review this Policy every three (3) years or more frequently if legislation, relevant standards or organisational needs change.

This Policy was adopted by the Council on XXXXXX 2026 and it will be reviewed by XXXX 2029.

Helping local government
build stronger communities.

Community Engagement - Comparison Table

[Community Engagement Charter \('CEC'\)](#) requirements are set out in third column.

Council must also adopt a community engagement policy which may provide for:

- additional provisions specifying how council will:
 - comply with the CEC requirements, or
 - seek to achieve the CEC principles or performance outcomes in a relevant case
- community consultation on any other decision, activity or process not in the CEC.

Subject matter	Former legislative requirement (prior to 11/12/2025)	New legislative/Charter requirement 'undertake public consultation'
<p>Representation reviews (s12(7))</p>	<p>Follow steps in Public Consultation Policy (s50): <i>(refer regulation 8 LG (Transitional) Regulations 2021)</i></p> <p>Publish notice (newspaper circulating within council area + website decided by CEO).</p> <p>Provide at least 21 days for submissions.</p> <p>Invite/consider submissions.</p>	<p><u>Charter Category: Significant:</u></p> <p>Council website.</p> <p>Local news publication (print if available, but otherwise digital).</p> <p>Consult with the whole council area.</p> <p>Invite submissions.</p> <p>Explain decision-making process.</p> <p>Seek and consider feedback from the community (minimum 21-day engagement).</p> <p>Invite submitters to Council meeting.</p>
<p>Opening hours and place of council offices (s45(3))</p>	<p>Follow steps in Public Consultation Policy (s50):</p> <p>Publish notice (newspaper circulating within council area + website decided by CEO).</p> <p>Provide at least 21 days for submissions,</p>	<p>Minor changes:</p> <p><u>Charter Category: Inform.</u></p> <p>Council website</p> <p>Information to the whole council area, if it may be directly affected.</p> <p>Information to local community that may be directly affected.</p>

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Subject matter	Former legislative requirement (prior to 11/12/2025)	New legislative/Charter requirement 'undertake public consultation'
	Invite/consider submissions.	Substantial changes: <u>Charter Category: Standard.</u> Council website Consult with whole council area Seek and consider feedback from the community.
Public consultation policy (s50(6)) / Community engagement policy (s50A)	Prepare document setting out proposal Publish notice (newspaper circulating within council area + website decided by CEO) Provide at least 1 month for submissions Invite/consider submissions No requirement to comply if minor	<u>Charter Category: Standard.</u> Council website Consult with whole council area Seek and consider feedback from the community.
Council behavioural support policies (s75F(6))	Undertake public consultation	<u>Charter Category: Standard.</u> Council website Consult with whole council area Seek and consider feedback from the community.
Access to meetings and documents — code of practice (s92(5))	Follow steps in Public Consultation Policy (s50): <i>(refer regulation 8 LG (Transitional) Regulations 2021)</i> Publish notice (newspaper circulating within council area + website decided by CEO) Provide at least 21 days for submissions, Invite/consider submissions.	<u>Charter Category: Standard.</u> Council website Consult with whole council area Seek and consider feedback from the community.

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Subject matter	Former legislative requirement (prior to 11/12/2025)	<u>New legislative/Charter requirement</u> 'undertake public consultation'
Strategic Management Plans (s122(6))	Adopt a process that ensures members of public are given reasonable opportunity to be involved in development and review of strategic management plans	<u>Charter Category: Significant:</u> Council website Local news publication (print if available, but otherwise digital) Consult with the whole council area Invite submissions Explain decision-making process Seek and consider feedback from the community (minimum 21-day engagement) Invite submitters to Council meeting
Annual Business Plan (s123(3)(b) and (4))	Follow steps in Public Consultation Policy (s50): Publish notice (newspaper circulating within council area + website decided by CEO). Public meeting/meeting of council of at least 1 hour for community to ask questions/make submissions, given at least 21 day notice. Provide at least 21 days for submissions, Invite/consider submissions.	<u>Charter Category: Significant (ABP):</u> Council website Local news publication (print if available, but otherwise digital) Consult with the whole council area Invite submissions Explain decision-making process Seek and consider feedback from the community (minimum 21-day engagement) Invite public to a public (or Council) meeting

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Subject matter	Former legislative requirement (prior to 11/12/2025)	<u>New legislative/Charter requirement</u> 'undertake public consultation'
Basis of rating (s151(5)(e))	<p>Follow steps in Public Consultation Policy (s50):</p> <p>Publish notice (newspaper circulating within council area + website decided by CEO)</p> <p>Provide at least 21 days for submissions,</p> <p>Invite/consider submissions.</p>	<p><u>Charter Category: Significant (Rating):</u></p> <p>Council website</p> <p>Local news publication (print if available, but otherwise digital)</p> <p>Consult with the whole council area</p> <p>Invite submissions</p> <p>Explain decision-making process</p> <p>Seek and consider feedback from the community (minimum 21-day engagement)</p> <p>Invite public to public (or Council) meeting</p>
Differential rating and special adjustments (s156(14a(b) and (14d))	<p>Follow steps in Public Consultation Policy (s50):</p> <p>Publish notice (newspaper circulating within council area + website decided by CEO)</p> <p>Public meeting given at least 21 day notice.</p> <p>Provide at least 21 days for submissions,</p> <p>Invite/consider submissions.</p>	<p><u>Charter Category: Significant:</u></p> <p>Council website</p> <p>Local news publication (print if available, but otherwise digital)</p> <p>Consult with the whole council area</p> <p>Invite submissions</p> <p>Explain decision-making process</p> <p>Seek and consider feedback from the community (minimum 21-day engagement)</p> <p>Invite submitters to Council meeting</p>

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Subject matter	Former legislative requirement (prior to 11/12/2025)	New legislative/Charter requirement 'undertake public consultation'
Revocation of classification of land as community land (s194(2)(b))	<p>Follow steps in Public Consultation Policy (s50):</p> <p>Publish notice (newspaper circulating within council area + website decided by CEO)</p> <p>Provide at least 21 days for submissions,</p> <p>Invite/consider submissions.</p>	<p><u>Charter Category: Significant:</u></p> <p>Council website</p> <p>Local news publication (print if available, but otherwise digital)</p> <p>Consult with the whole council area</p> <p>Invite submissions</p> <p>Explain decision-making process</p> <p>Seek and consider feedback from the community (minimum 21-day engagement)</p> <p>Invite submitters to council meeting</p>
<p>Community Land Management Plan Adoption (s197(1))</p> <p>Significant Amendment or Revocation (s198(2))</p>	<p>Follow steps in Public Consultation Policy (s50):</p> <p>Publish notice (newspaper circulating within council area + website decided by CEO)</p> <p>Provide at least 21 days for submissions,</p> <p>Invite/consider submissions.</p> <p><i>(No requirement if amendment has no impact or no significant impact on the interests of the community)</i></p>	<p><u>Charter Category: Significant:</u></p> <p>Council website</p> <p>Local news publication (print if available, but otherwise digital)</p> <p>Consult with the whole council area</p> <p>Invite submissions</p> <p>Explain decision-making process</p> <p>Seek and consider feedback from the community (minimum 21-day engagement)</p> <p>Invite submitters to council meeting</p> <p><i>(No requirement if amendment has no impact or no significant impact on the interests of the community)</i></p>

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Subject matter	Former legislative requirement (prior to 11/12/2025)	New legislative/Charter requirement 'undertake public consultation'
Alienation of community land by lease or licence (s202(2))	<p>Follow steps in Public Consultation Policy (s50):</p> <p>Publish notice (newspaper circulating within council area + website decided by CEO)</p> <p>Provide at least 21 days for submissions,</p> <p>Invite/consider submissions. <i>(exemptions in s202(3) apply)</i></p>	<p><u>Charter Category: Significant:</u></p> <p>Council website</p> <p>Local news publication (print if available, but otherwise digital)</p> <p>Consult with the whole council area</p> <p>Invite submissions</p> <p>Explain decision-making process</p> <p>Seek and consider feedback from the community (minimum 21-day engagement)</p> <p>Invite submitters to Council meeting <i>(exemptions in s202(3) apply)</i></p>
Permit/authorisation for alteration/use of roads (business purposes) — (s223(1))	<p>Follow steps in Public Consultation Policy (s50):</p> <p>Publish notice (newspaper circulating within council area + website decided by CEO)</p> <p>Provide at least 21 days for submissions,</p> <p>Invite/consider submissions.</p>	<p>Traffic impeded < 48 hours with detour</p> <p><u>Charter Category: Inform.</u></p> <p>Council website</p> <p>Information to the whole council area if it may be directly affected</p> <p>Information to local community that may be directly affected</p> <hr/> <p>Traffic impeded > 48 hours (with detour) or no detour</p> <p><u>Charter Category: Local.</u></p> <p>Council Website</p> <p>Seek and consider feedback from the community.</p> <p>Consult with the local community</p>

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Subject matter	Former legislative requirement (prior to 11/12/2025)	<u>New legislative/Charter requirement</u> 'undertake public consultation'
<p>Planting vegetation on a road (significant local impact) (s232(b))</p>	<p>Follow steps in Public Consultation Policy (s50) where planting may significantly impact residents/businesses.</p> <p>Publish notice (newspaper circulating within council area + website decided by CEO)</p> <p>Provide at least 21 days for submissions,</p> <p>Invite/consider submissions.</p>	<p><u>Charter Category: Local.</u></p> <p>Council Website</p> <p>Seek and consider feedback from the community.</p> <p>Consult with the local community</p>
<p>Power to make orders — policy (hazards; inappropriate habitation) (s259(2)(b))</p>	<p>Publish notice (newspaper circulating within council area)</p> <p>Draft policy available for inspection and purchase</p> <p>Provide at least 4 weeks for submissions,</p> <p>Invite/consider submissions.</p> <p><i>(exemptions for minor amendments apply s259(5))</i></p>	<p><u>Charter Category: Standard.</u></p> <p>Council website</p> <p>Consult with whole council area</p> <p>Seek and consider feedback from the community.</p> <p><i>(exemptions for minor amendments apply s259(5))</i></p>
<p>Election information (s13A(2) LG (Elections) Act 1999)</p>	<p>Inform potential electors of requirement to apply to enrol on the voters roll.</p>	<p><u>Charter Category: Inform.</u></p> <p>Council website</p> <p>Information to the whole council area, if it may be directly affected</p> <p>Information to local community that may be affected</p>

13.5 LEASES UPDATE - 49 GEORGE STREET & LINDE RESERVE

REPORT AUTHOR: Manager, Governance
APPROVED BY: General Manager, Governance & Civic Affairs
ATTACHMENTS: Nil

PURPOSE OF THE REPORT

The purpose of this report is to seek the Council's endorsement for the key matters associated with two (2) new leases that will shortly be finalised with the current tenants of 49 George Street, Norwood (House of Health) and for a portion of the Linde Reserve (Linde Community Garden Inc.).

These leases will be finalised under delegation.

BACKGROUND

The Council has the ability to delegate many of its decision-making powers and functions under the *Local Government Act 1999* (the Act) and a number of other Acts and Regulations. The primary purpose of delegating powers and functions, is to facilitate an efficient and effective organisation by allowing decisions to be made by the staff who carry out the day-to-day operations and to ensure that decisions are made at the appropriate level.

Section 202 of the Act provides the power to grant a lease or licence over community land and this power was delegated to the Chief Executive Officer on 8 October 2024 and was subsequently sub-delegated by the Chief Executive Officer to relevant staff including the General Manager, Governance & Civic Affairs and the Manager, Governance.

The management of leases for Council's properties is undertaken by the Council's Governance Unit and decision-making is informed by legislative requirements, the Council's respective policies and contemporary property management principles.

The Council's lease documents contain standard clauses and use Special Conditions on an as needed and situational basis. All leases are legally checked and prepared using due diligence.

STRATEGIC DIRECTIONS

CityPlan 2030 Alignment

Outcome 1: Social Equity

An inclusive, connected, accessible and friendly community.

Outcome 3: Economic Prosperity

A dynamic and thriving centre for business and services.

Objective 1.3: An engaged and participating community.

Strategy 1.3.1: Promote and facilitate volunteering opportunities in the community and within the Council.

Strategy 1.3.2: Provide opportunities for community input in decision-making and program development.

Strategy 1.3.3: Recognise and use the skills, knowledge and resources of the community and promote community-based initiatives where possible.

Strategy 1.3.4: Facilitate community support networks and partnerships for the sharing of resources and skills in order to build community capacity.

Objective 3.2: Cosmopolitan business precincts contributing to the prosperity of the City.

Strategy 3.2.3: Promote the City as a visitor and shopping destination.

Objective 3.3: An attractive and supportive City for business and new enterprise.

Strategy 3.3.1: Provide an 'easy to do business with' and supportive experience for businesses, organisations and social enterprises.

Strategy 3.3.4: Promote and support local food and beverage manufacturing.

FINANCIAL AND BUDGET IMPLICATIONS

A commercial lease fee will continue to be applied to the House of Health lease of 49 George Street, Norwood.

A peppercorn rent is proposed to continue to apply to the NPSP Community Gardens Association lease of the portion of Linde Reserve.

RISK MANAGEMENT

Not Applicable.

CONSULTATION

Elected Members

Not Applicable.

Community

Not Applicable.

Staff

The preparation of the respective leases has been informed by collaboration between the Council's Governance, Community Development and Assets & Projects Units.

Other Agencies

Not Applicable.

DISCUSSION

House of Health Lease

The House of Health have been leasing 49 George Street, Norwood on a commercial basis since 1 July 2022. The current lease expires on 30 June 2026 and House of Health have advised the Council that they wish to enter into a new lease with the Council.

House of Health have, during the term of the current lease met all lease obligations and the current lease arrangements have been working well.

However, a new lease term of only five (5) years is proposed to ensure that the Council maintains flexibility in terms of any future potential works to the Norwood Concert Hall and the facilities that are currently occupied by the House of Health. House of Health are aware of this.

To this end, a new lease has been prepared based on a five (5) year term and in accordance with the *Retail and Commercial Leases Act 1995*. To inform the new lease a new commercial rent valuation was obtained and this valuation sets the lower range at \$62,000 per annum and the higher range at \$68,000 per annum.

It is proposed that the lease fee will be set at \$62,000 per annum recognising that this reflects a 5.5% increase from the current annual rent of \$58,739.40.

As the lease term is proposed to be five (5) years, community consultation is not required to be undertaken.

Linde Community Garden Inc.

The current lease with the Norwood, Payneham & St. Peters (NPSP) Community Garden Association Inc. (the Community Garden) commenced on 1 April 2021 and expired on 31 March 2026. The lease has been in holding over since the date of expiry.

The Linde Community Garden currently has 91 members, including some members with a disability. The Community Garden has two (2) plant days in Autumn and Spring which attract between 100 and 200 visitors.

The Community Garden operates on the basis that the beds are available for use by members. Members supply their plants and nurture them to harvest. All harvested plants are available for the use of all members.

Since the commencement of the Community Garden the members have been maintaining the site and have added improvements to the site, with the consent of the Council, which the members also maintain. These improvements include the construction of multiple storage sheds and compost bays, establishment of garden beds with recycled plastic borders, paving and irrigation systems.

The Community Garden contributes to achieving many of the objectives of the Council's *CityPlan 2030* and, in particular, those linked to Social Equity, Economic Prosperity and Environmental Sustainability. In addition, members of the Community Garden have maintained the site to a high standard, minimising costs to the Council.

Given the strategic alignment, community well-being and social connectivity benefits and the management of the asset by the Community Garden, it is appropriate that a peppercorn rent amount continue rather than apply the Council's policy position for community groups which is that rent will be calculated at 20% of the market rent.

The term of the lease is proposed to be five (5) years and therefore community consultation is not required to be undertaken.

OPTIONS

The Council may choose not to provide 'in principle' endorsement to the approach taken with respect to each lease, however this is not recommended given both parties at each location have been good tenants and have been negotiating with the Council in good faith.

CONCLUSION

The Council's endorsement of the approach that Governance staff have taken to progress these leases supports the appropriate delegation of Section 202 of the Act.

A draft Property Management Policy is being prepared which will encapsulate the respective policy decisions that the Council has made with respect to the leasing and licensing of Council's property. This policy will be presented to the Council for adoption in due course and will provide further guidance and a consistent framework for the decision-making process associated with Council leases and licences. The Policy will also provide clear guidance to the community on the Council's approach to leases and licences.

RECOMMENDATION

1. *That the Council endorses the approach taken as set out in this report regarding the lease negotiations with House of Health for the premises located at 49 George Street, Norwood and the Norwood, Payneham & St. Peters Community Garden Association Inc. for the Linde Community Garden located at Linde Reserve, Stepney.*
2. *That the Council notes that the leases will be finalised under delegation in accordance with the approach contained in this report.*

13.6 FUNDING DEED FOR THE DELIVERY OF TREE PLANTING IN THE O.G. ROAD CENTRAL MEDIAN

REPORT AUTHOR: Project Manager, City Projects
APPROVED BY: General Manager, Infrastructure & Major Projects
ATTACHMENTS: A - B

PURPOSE OF THE REPORT

The purpose of this report is to seek the Council's approval to sign and a funding deed (*the Deed*) between the Council and the Minister for Infrastructure and Transport for tree planting in the O.G. Road median strip between Pitt Street and Payneham Road, Marden.

BACKGROUND

As Elected Members will recall, at its Meeting held on Monday 3 February 2025, the Council resolved the following:

1. Council supports, in principle, planting trees in the median strip on the following arterial roads as part of its 2025 tree planting program:
 - O.G. Road (between Pitt Street and Payneham Road, Marden);
 - Nelson Street (Stepney);
 - Payneham Road;
 - Portrush Road; and
 - Lower Portrush Road.
2. Staff engage the Department for Infrastructure and Transport seeking the appropriate approvals to plant trees in the locations referred to in Part 1 of the motion and advise Council of the outcome.

In accordance with the Council's resolution, staff have engaged with the Department for Infrastructure and Transport (the Department) to understand the approval process and the specific requirements for undertaking tree planting in arterial roads. Additionally, a feasibility study including investigations of third-party assets (i.e. SA Power Networks, SA Water, Telstra, etc.) has been undertaken to ensure that tree planting considers the Department's and each asset owners' requirements.

The feasibility study, titled *Norwood Payneham & St Peters Council – Tree Planting in Central Medians Feasibility Study* and contained in **Attachment A**, was submitted to the Department's Network Management Services for review and consideration. The feasibility study was also provided to the the Department's Sustainability Unit to advocate for better greening outcomes and seek support in obtaining approval for the median strip tree planting proposals which have onerous technical requirements.

As a result, the Department's Sustainability Unit has recently advised Council that a grant of \$160,000 (GST exclusive) will be offered for the purpose of implementing a 'case study' which would be utilised as a resource for future applications for tree planting on the Department's roads. The grant funding is proposed to be used to undertake tree planting in the O.G. Road median strip between Pitt Street and Payneham Road, Marden.

A copy of the draft Funding Deed is contained in **Attachment B**.

The funding deed is required to be executed by affixing the Common Seal of the Council and signed by Chief Executive Officer and Mayor.

STRATEGIC DIRECTIONS

CityPlan 2030 Alignment

Outcome 4: Environmental Sustainability
A leader in environmental sustainability.

Objective 4.2: Generous tree canopy, and sustainable streets and open spaces.

Strategy 4.2.1: Improve the amenity and safety of streets for all users including reducing the impact of urban heat island effect.

Tree Strategy 2022-2027 Alignment

The Council's *2022-2027 Tree Strategy* is the Council's guide for the management, forward planning, planting and maintenance of all trees within the City, with a particular focus on street trees. It also sets out the Council's role in collaborating with various stakeholders and the community. The strategic objectives, themes, strategies and actions that are relevant are provided below:

Strategic Objective

Ensuring species diversity to support sustainability and biodiversity (Sustainability)

Theme 3: Plan for Growth and Renewal

A greener, cooler and more liveable City with an equitable distribution of trees for present and future generations

Strategy 3.1: Tree targets and priority areas. Increase the City's canopy cover by 20% by 2045 in a strategic and equitable manner.

Action 3.1.2: Continue to seek external funding where possible to boost the tree planting program.

Strategy 3.2: Tree species selection framework. Plant the right tree in the right place.

Action 3.2.2: Select and plant street trees in accordance with the Street Tree Planting Priority Criteria, Street Tree Palette and Street Tree Selection Criteria.

Action 3.2.5: Continue to collaborate with essential service providers such as SA Power Networks to influence the tree species appropriate for planting near utilities.

Strategic Objective

Adapting to climate change and mitigating against urban heat (Cooling)

Theme 5: Inspire and Influence

A City that recognises the power of collaboration to achieve an increase in the number of trees on private and public land to meet the City's tree canopy targets.

Strategy 5.2: Influence through Partnerships. Collaborate with others to share data, learnings and resources to strengthen impact and effect change.

Action 5.2.3: Continue to collaborate with the State Government to inform strategic directions that support the delivery of an increased tree canopy.

FINANCIAL AND BUDGET IMPLICATIONS

The grant funding from the Department will provide \$160,000 for the Council to deliver tree planting in the central median along O.G. Road. The Council is not required to contribute any money as a condition of the Funding Deed. However, the Council will provide in-house resources to manage the delivery of the tree planting including the preparation of detailed design documentation, procurement and construction management.

The Department has advised that the Funding Deed for the project must be executed prior to 30 June 2026, to be able to secure the grant.

The Department has also advised that any future grant funding from the Department for projects such as this are not guaranteed.

RISK MANAGEMENT

No significant risks have been identified with this proposal as it relates to the execution of a funding deed.

CONSULTATION

Elected Member

This report and the feasibility report contained in **Attachment A**, provides Elected Members with a status update regarding the ongoing review and approval process with the Department. Further information is provided in the Discussion section of this report.

Community

Community engagement in respect to the proposed works will include a letter to inform residents within close proximity of the proposed planting locations and traffic management arrangements prior to the commencement of the construction works.

Staff

General Manager, Infrastructure & Major Projects
Manager, Traffic & Integrated Transport
Manager, Assets & Projects
Manager, City Services

Other Agencies

Department for Infrastructure & Transport
Third party asset owners (e.g. SA Power Networks, SA Water)

DISCUSSION

The primary focus of this Project involved investigating the opportunities for undertaking tree planting and greening in the median islands of roadways which are under the care and control of the Department for Infrastructure and Transport.

The Department's approach to tree planting and the maintenance of trees and vegetation in urban road corridors, aims to balance the safety risk to road users with the Department's goals for a liveable city.

The Department has developed an Operational Instruction (*OI 19.8 – Trees in Medians and Roadsides in the Urban Environment*) to provide direction regarding tree planting in raised medians and footpaths within the Department's road corridors.

Councils are required to seek approval from the Department prior to planting trees along and within the Department's road corridors, which applies to both new planting and replacement planting. All proposals must be supported with evidence that the proposal complies with the Department's requirements including the following:

- sight distance and visibility requirements;
- tree setbacks;
- tree root control;
- tree selection;
- third party assets;
- maintenance operations; and
- traffic management.

Operational Instruction 19.8 also identifies that the delivery of landscaping work on arterial roads is likely to require work zone traffic management and may be subject to time restrictions, depending on traffic volumes and the nature of the work. The Operational Instruction encourages Councils to have visibility of roadworks permit applications to ensure they are not unnecessarily limiting work window and incurring additional costs.

As the roads that have been identified by the Council have different constraints and traffic volumes, it was determined that it would be prudent to submit a consolidated feasibility report to the Department to allow for internal consultation and preliminary feedback from the Department prior to submitting individual packages of drawings for each road for formal approval by the Department.

Feedback from the Department for Infrastructure and Transport

Preliminary comments from the Department have focussed on meeting the compliance requirements of the Operational Instruction and supporting Austroads guidance to ensure that sight lines and sight distance envelopes are maintained to existing traffic control devices such as lights, signs and pedestrian refuges.

When undertaking the feasibility study, it became evident that the minimum tree setbacks provided within the Operational Instruction cannot be achieved once the sight distance requirements for vehicles on arterial roads are applied, which would preclude almost all new tree planting in median strips. However, there are many existing trees within the Department's controlled medians that are currently located within the required sight distance envelopes. Therefore, Council staff have sought the Department's advice and have been requested to undertake additional analysis and provide supporting evidence as required to inform the Department consideration of the proposals.

The Department's Sustainability Unit facilitated a meeting with Council staff and the Department's Road Design and Network Management Units to work through the specifics requirements for seeking a departure from the Operational Instruction in order to obtain approval for median tree planting. The Department advised that in an urban environment, it would generally be comfortable with new trees being included within sight distance triangles provided that the trees do not result in entering vehicles and pedestrians losing reasonable sight of approaching vehicles. In addition, the Department advised that when there are obstructions present within sight triangles, applicants can raise a departure for consideration by the Department.

The departure will be required to be submitted in the form of a technical memo with supporting justification that the obstructions do not significantly obscure approaching vehicle visibility. The technical memo should also include check sketches which demonstrate reasonable visibility and be prepared by an independent road safety auditor who has Department accreditation.

Consolidated feedback from the Department on specific roads and elements is also provided below.

- **O.G. Road (between Pitt Street and Payneham Road, Marden)**

Tree planting was previously unsuccessful in the O.G. Road median. If new planting is to proceed, ensure existing road base is removed from the median.

- **Nelson Street (Stepney)**

There is currently a planning study being undertaken by the Department for this road and any tree planting should not proceed until the planning study is completed and the findings released.

- **Payneham Road**

Several proposed tree planting locations are likely to obstruct traffic signals and signs. Payneham Road opposite St Johns Lane is having a safety camera installed and any planting will need to ensure that the new camera is not obstructed. Tree planting locations will also need to consider overhead powerlines and be checked with the Office of the Technical Regulator.

- **Lower Portrush Road**

Underground electrical conduits for road lighting are located within the road median and are a constraint to tree planting in this area. Planting trees directly above or near these services increases the risk of root intrusion and potential damage as trees mature. The proposed spacing of the trees needs to consider the mature canopy spread. There is a risk that the canopy may interfere with existing road lighting poles, reducing lighting effectiveness and compromising road safety at night.

- **General**

Tree species selected should be in accordance with Operational Instruction 19.8 – Street tree species list.

Upon considering the feedback from the Department, Council staff believe that O.G. Road (between Pitt Street and Payneham Road, Marden) is the most suitable road to undertake tree planting at the present time. Planting at this location will also complement the new tree planting and landscaping to occur in front of the Payneham Memorial Swimming Centre.

To obtain the Department's approval for tree planting in the central median along O.G. Road, the Council needs to undertake further due diligence activities including the preparation of supporting documentation required to seek a departure from the Department for new tree planting for consideration and approval. A Department accredited consultant is currently undertaking this work for the Council.

Prior to undertaking the tree planting, the Council must also submit a detailed design and cost breakdown to the Department by August 2026. A significant component of the works will involve traffic management whilst working on a DIT road. As such, the Department acknowledges that the number of trees to be planted will be dependent on the Department's approvals and the available grant funding.

The funding period for the grant is from 1 July 2026 to 30 June 2029. The trees are proposed to be planted in March 2027, followed by a three-year establishment and maintenance period.

OPTIONS

There are two (2) options available to the Council in respect to this matter, namely;

Option 1 - The Council can decline the grant that has been offered.

If the Council does not accept the funding, the tree planting on O.G. Road (or other arterial road medians) will not proceed until a time that sufficient funding is available to undertake the works

Option 2 - The Council can accept the grant funding that has been offered.

This option is a pragmatic and financially sustainable approach. Under this option:

- the project realises multiple strategic objectives identified in the Council's *CityPlan 2030* and *2020-2027 Tree Strategy*;
- the costs of the tree planting construction works will be fully funded by the State Government; and
- the project will provide a case study for future tree planting work on Department roads.

It is recommended that Option 2 be approved for the reasons above.

CONCLUSION

The planting of trees in the O.G. Road median between Payneham Road and Pitt Street aims to balance the safety risk to road users with the Council's and the Departments objectives for an attractive, liveable City. Planting of trees in the medians along O.G. Road will increase the canopy cover in this road corridor which will contribute to reducing the urban heat island effect and improve climate resilience for the wider community. The State Government has agreed to fund the cost of the Project.

RECOMMENDATION

1. *That the work that has been undertaken by Council staff in progressing the Councils resolution in respect to this matter as resolved by the Council at its meeting held on 3 February 2026 be noted.*
2. *That the grant funding of \$160,000 that has been offered by the Department of Infrastructure & Transport be accepted.*
3. *That the Mayor and Chief Executive Officer be authorised to sign and seal the Funding Deed for the delivery of Tree Planting in the Central Median along O.G. Road.*

Norwood Payneham & St Peters Council

Tree Planting in Central Medians

Feasibility Study



Project Background

Tree Planting in Central Medians – Feasibility Study

The City of Norwood Payneham & St Peters (NPSP) is progressing initiatives that enhance canopy cover, improve amenity, and create greener arterial corridors. This feasibility study investigates opportunities for new tree planting within the central medians of key roads across the City, including

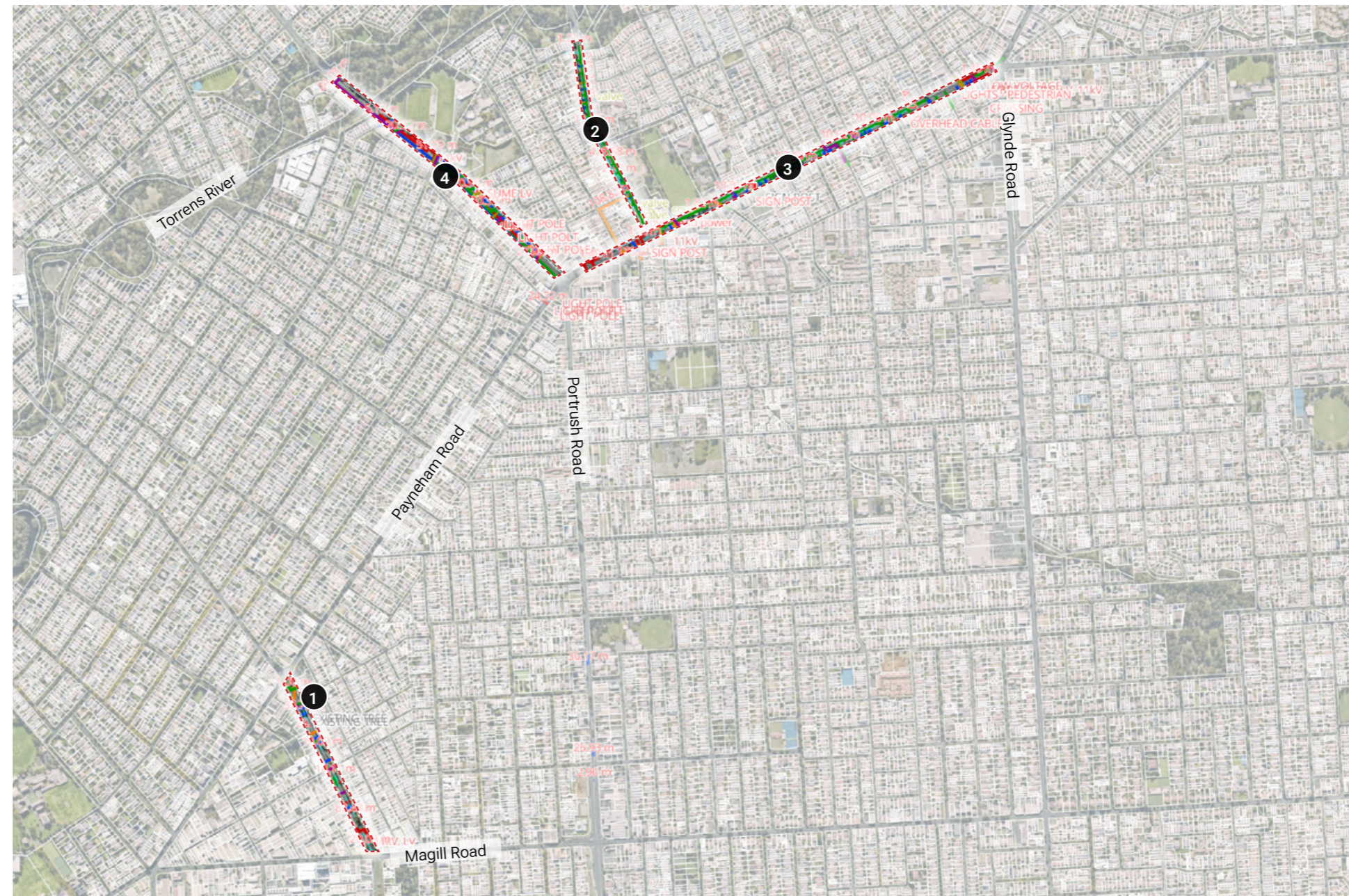
1. Nelson Street
2. OG Road
3. Payneham Road
4. Lower Portrush Road

The study responds to Council's objective of delivering high-impact, street-level greening outcomes. The investigation involved a review of the Department of Infrastructure and Transport (DIT) Operational Instruction 19.8, alongside desktop mapping, BYDA service investigations, and on-site assessments to evaluate constraints and identify suitable planting locations.

Opportunities identified include reinstating or modifying existing garden beds, refurbishment of existing garden beds, and optimising available space to support new, and where possible, frequent tree planting.

A selection of appropriate tree species has been proposed, along with indicative spacing and placement that meet service offset and visibility requirements. The species list is currently being reviewed by NPSP staff.

This feasibility study forms Stage 1 of the broader project and will inform concept design and cost estimation phases. Endorsement will be sought from relevant asset managers and internal stakeholders, with in-principle support to be pursued from DIT to guide the progression of planting works on these arterial roads.



Nelson Street

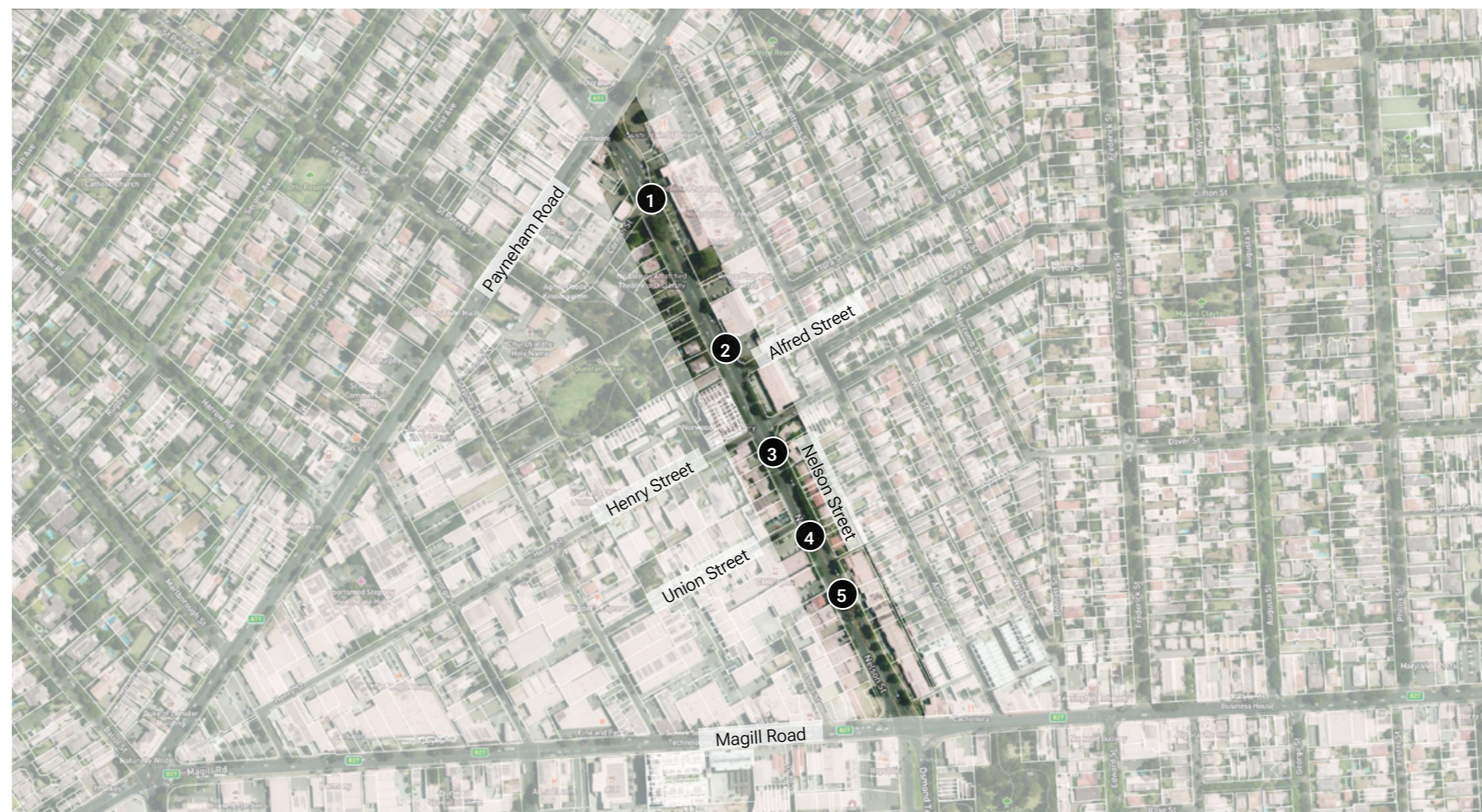
Tree Planting Opportunities

The following locations along Nelson Street have been identified for tree planting opportunities in the central median

1. Between Cornish Street and Alfred Street
2. Between Henry Street and Union Street
3. Between Union Street and Magill Road (northern section)
4. Between Union Street and Magill Road (southern section)

The surveyor shall locate all existing features including underground services running through the central median. A study has been done to locate existing gateway and traffic signage. In these instances, any proposed changes to the locations of signage, or location of trees respective to signage, will need to be assessed by DIT.

In some locations within Nelson Street central median **irrigation pipe exists within the garden beds**. Council proposes to install new garden beds to these areas and renew the irrigation system. The surveyor should locate any remaining irrigation infrastructure



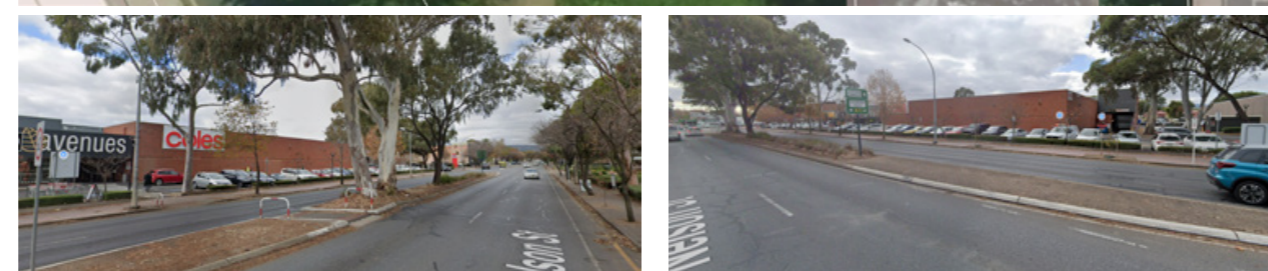
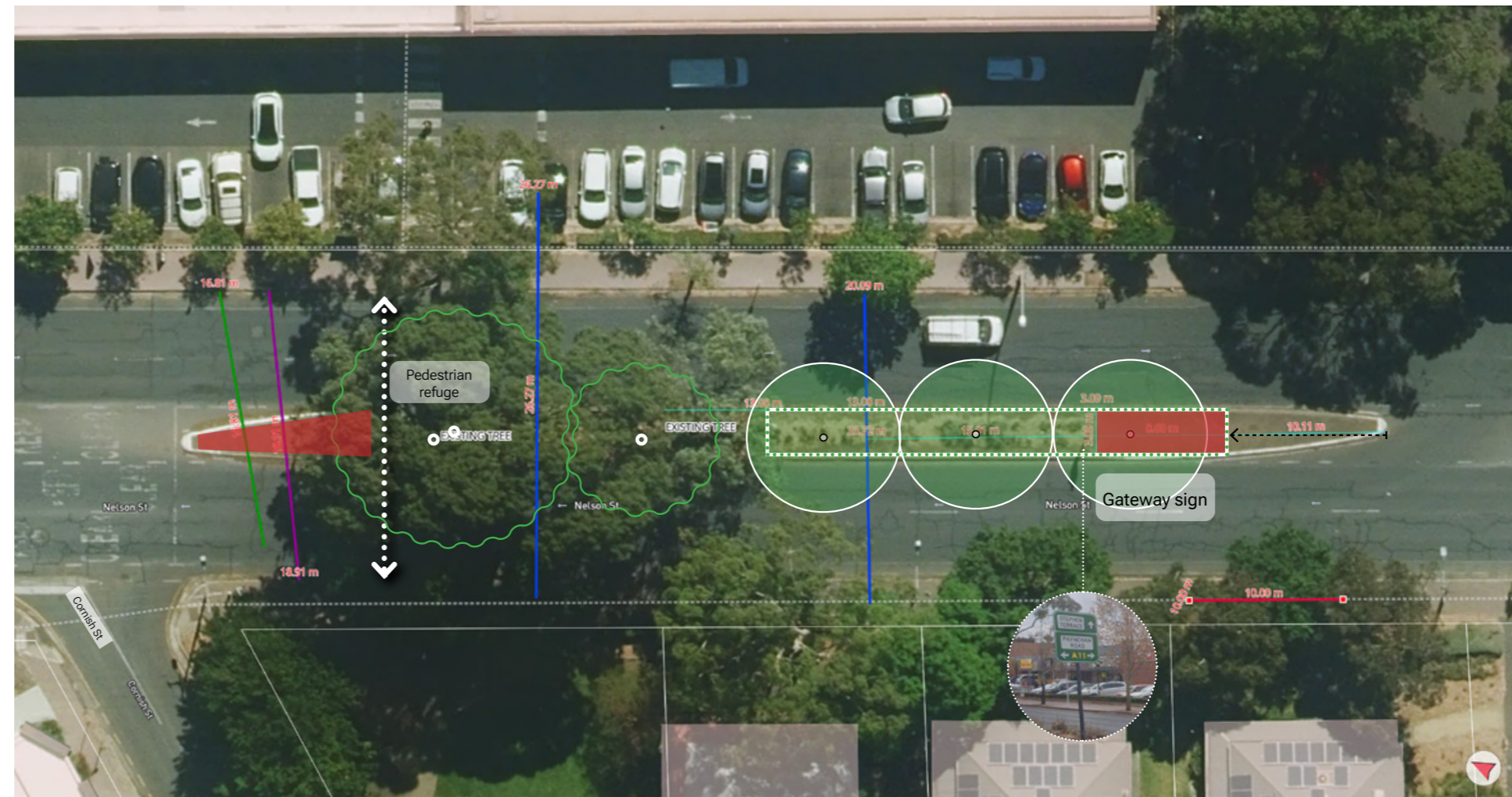
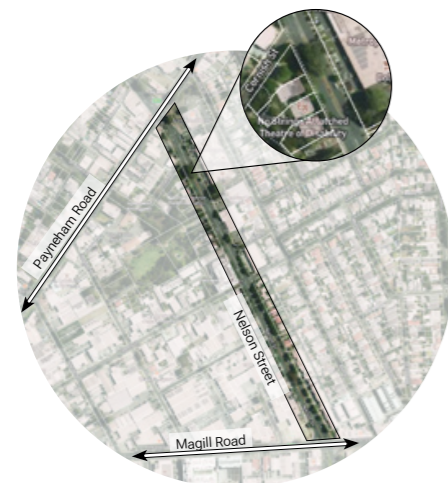
Nelson Street

Between Cornish Street and Alfred Street

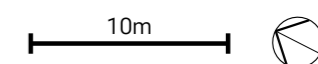
Key Opportunities

- ~3m median width will allow for DIT 1.2m offset requirements
- Replace existing garden bed soil, irrigation and understory planting
- Consider removal of the paved infill to achieve additional tree planting at the southern end. Note this requires negotiation with DIT to relocate the gateway sign further south along the median to accommodate a tree. The taper length of the southern end is to be assessed to confirm the feasibility of planting this tree.

3 New trees at 10m spacing



Services Legend (Based on available BYDA information)	Legend (Proposed works)
Electrical services	Demolition of pavement
Telecommunications	New Garden Bed
Gas	New Tree
Sewer	Existing tree
Water	Existing pedestrian crossing
Stormwater	
Reclaimed Water	



Nelson Street

Between Cornish Street and Alfred Street

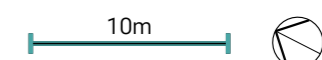
Key Opportunities

- 2.8 ~ 3.4m median width will allow for DIT 1.2m offset requirements
- Consider removal of rubber matting and paved infill to achieve tree planting

1-2 New trees



Services Legend (Based on available BYDA information)	Legend (Proposed works)
Electrical services	Demolition of pavement
Telecommunications	New Garden Bed
Gas	New Tree
Sewer	Existing tree
Water	
Stormwater	
Reclaimed Water	



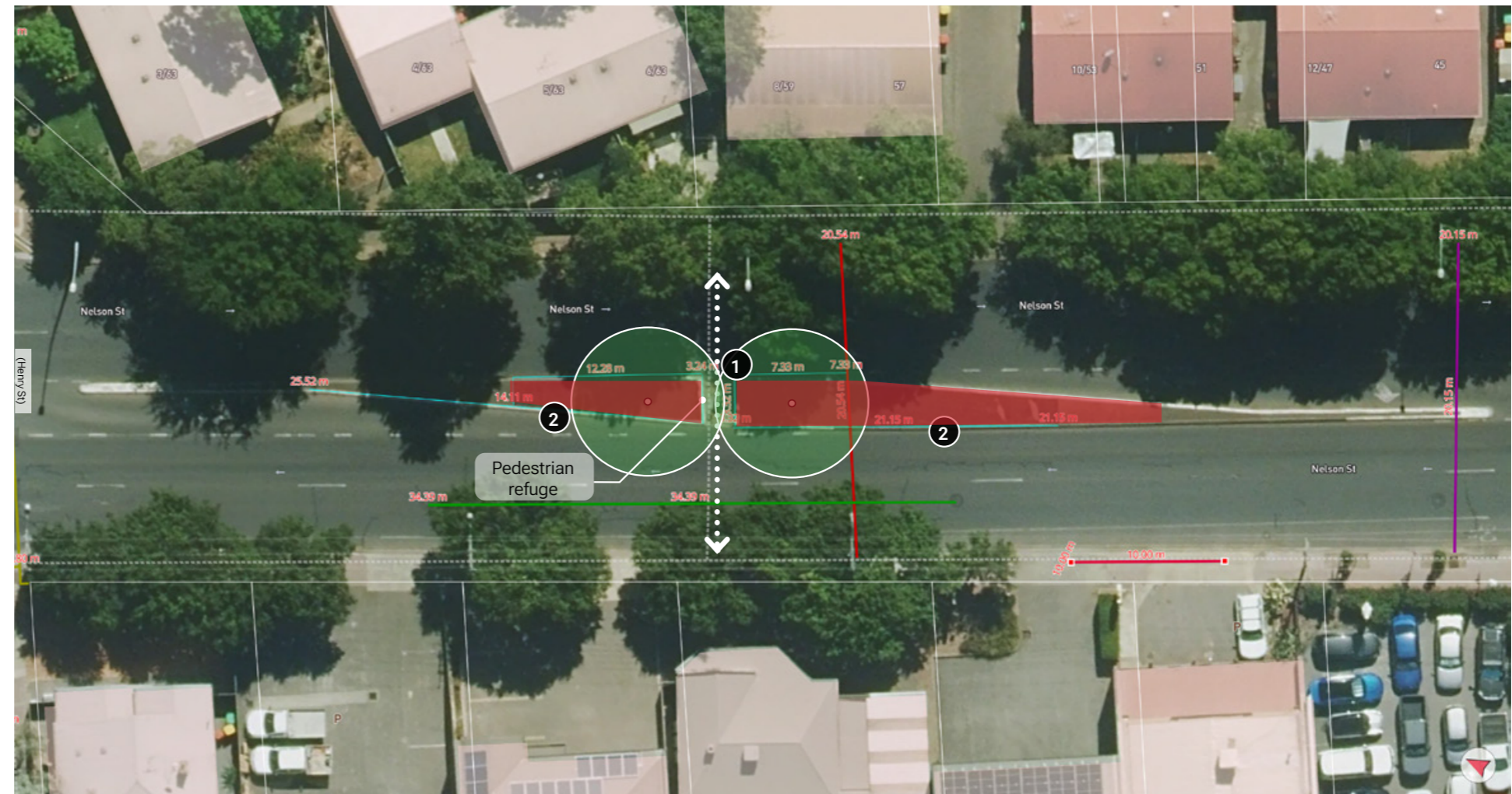
Nelson Street

Between Henry Street and Union Street

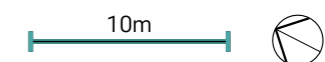
Key Opportunities

- ~3.3m median width will allow for DIT 1.2m offset requirements subject to taper length
- Opportunity to remove bitumen and paved infill to achieve additional tree planting and understory planting

2-3 New trees



Services Legend (Based on available BYDA information)	Legend (Proposed works)
Electrical services	Demolition of pavement
Telecommunications	New Garden Bed
Gas	New Tree
Sewer	Existing tree
Water	Existing pedestrian crossing
Stormwater	
Reclaimed Water	



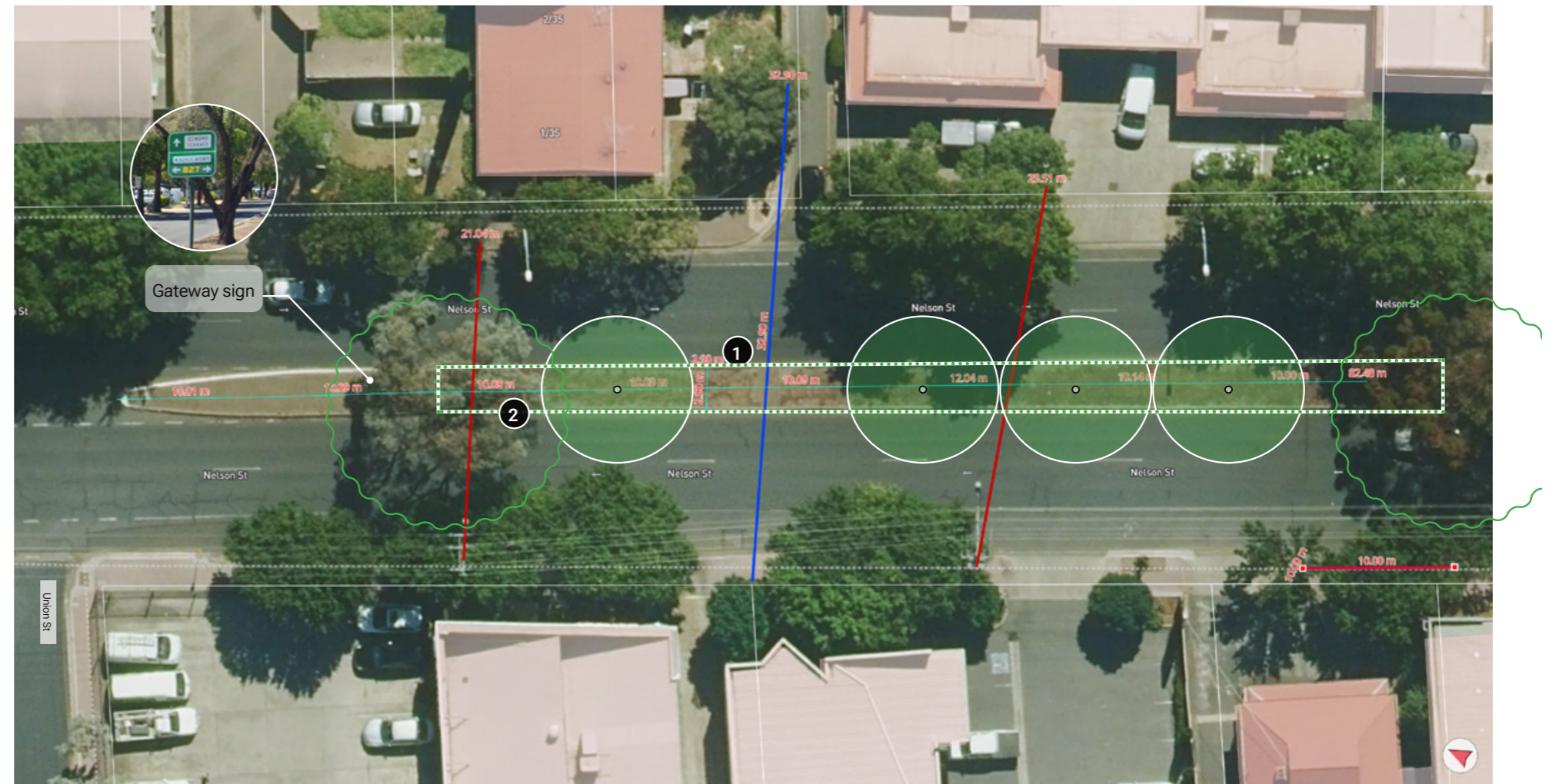
Nelson Street

Between Union Street and Magill Road

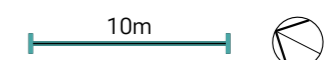
Key Opportunities

- ~3m median width will allow for DIT 1.2m offset requirements
- Opportunity to replace existing garden bed soil, irrigation and understory planting

4 New trees at ~10m spacing



Services Legend (Based on available BYDA information)	Legend (Proposed works)
Electrical services	Demolition of pavement
Telecommunications	New Garden Bed
Gas	New Tree
Sewer	Existing tree
Water	
Stormwater	
Reclaimed Water	



Nelson Street

Between Union Street and Magill Road

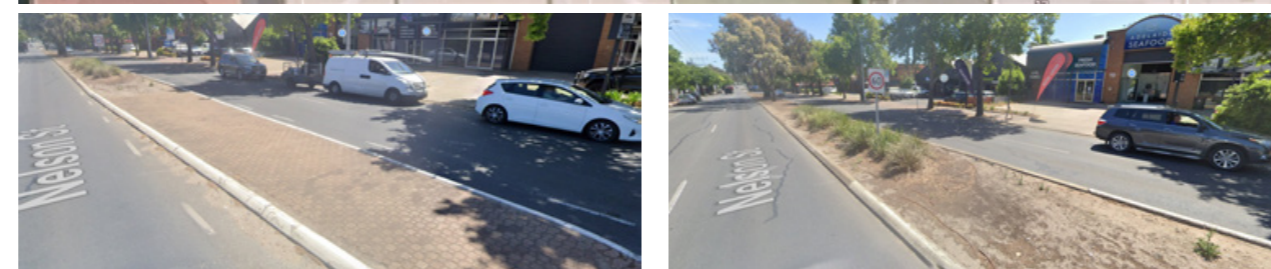
Key Opportunities

- 3.8~4m median width will allow for DIT 1.2m offset requirements
- Opportunity to replace existing garden bed soil, irrigation and understory planting
- Opportunity to remove bitumen and paved infill to achieve additional tree planting

4 New trees at ~10m spacing



Services Legend (Based on available BYDA information)	Legend (Proposed works)
Electrical services	Demolition of pavement
Telecommunications	New Garden Bed
Gas	New Tree
Sewer	Existing tree
Water	
Stormwater	
Reclaimed Water	



Nelson Street

Trees Species for Consideration

Ref	Botanic Name	Common Name
1	<i>Corymbia maculata</i>	Spotted Gum
2	<i>Angophora costata</i>	Smooth-barked Apple
3	<i>Eucalyptus sideroxylon</i> 'Rosea'	Red-flowering Ironbark



Mature Size 30 x 10m



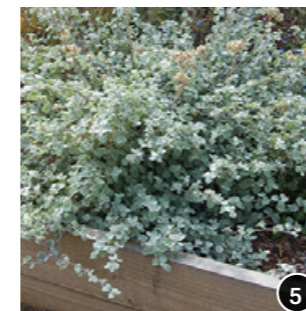
Mature Size 20 x 12m



Mature Size 15 x 6-10m

Shrub planting options

Ref	Botanic Name	Common Name
4	<i>Dianella spp</i>	'Flax Lily' (Breeze, Revelation or similar)
5	<i>Helichrysum petiolare</i>	'Licorice Plant'
6	<i>Lomandra longifolia</i>	'Mat Rush' (Verday, Tanika or similar)
7	<i>Callistemon viminalis</i>	'Better John' (or similar)
8	<i>Acacia fimbriata</i>	'Crimson Blush'
9	<i>Westringia sp</i>	'Mundi' or similar



O G Road

Tree Planting Opportunities

The following locations along O G Road have been identified for tree planting opportunities in the central median

1. South of Pitt Street
2. Adjacent Aldersgate Residential Aged Care
3. North of Turner Street
4. Adjacent Payneham Swim Centre
5. South of Kent Street

The surveyor shall locate all existing features including underground services running through the central median. A study has been done to locate existing gateway and traffic signage. In these instances, any proposed changes to the locations of signage, or location of trees respective to signage, will need to be assessed by DIT.

The median varies in size providing opportunities for proposing different tree species respective to the available space.



O G Road

South of Pitt Street

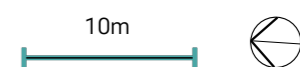
Key Opportunities

- ~2.8m median width will allow for DIT 1.2m offset requirements
- Opportunity to replace previous tree planted locations, remove compacted areas and cultivate existing soil
- Opportunity to remove compacted infill, install irrigation to achieve additional understory planting

4 New trees



Services Legend (Based on available BYDA information)	Legend (Proposed works)
Electrical services	Demolition of pavement
Telecommunications	New Garden Bed
Gas	New Tree
Sewer	Existing tree
Water	
Stormwater	
Reclaimed Water	



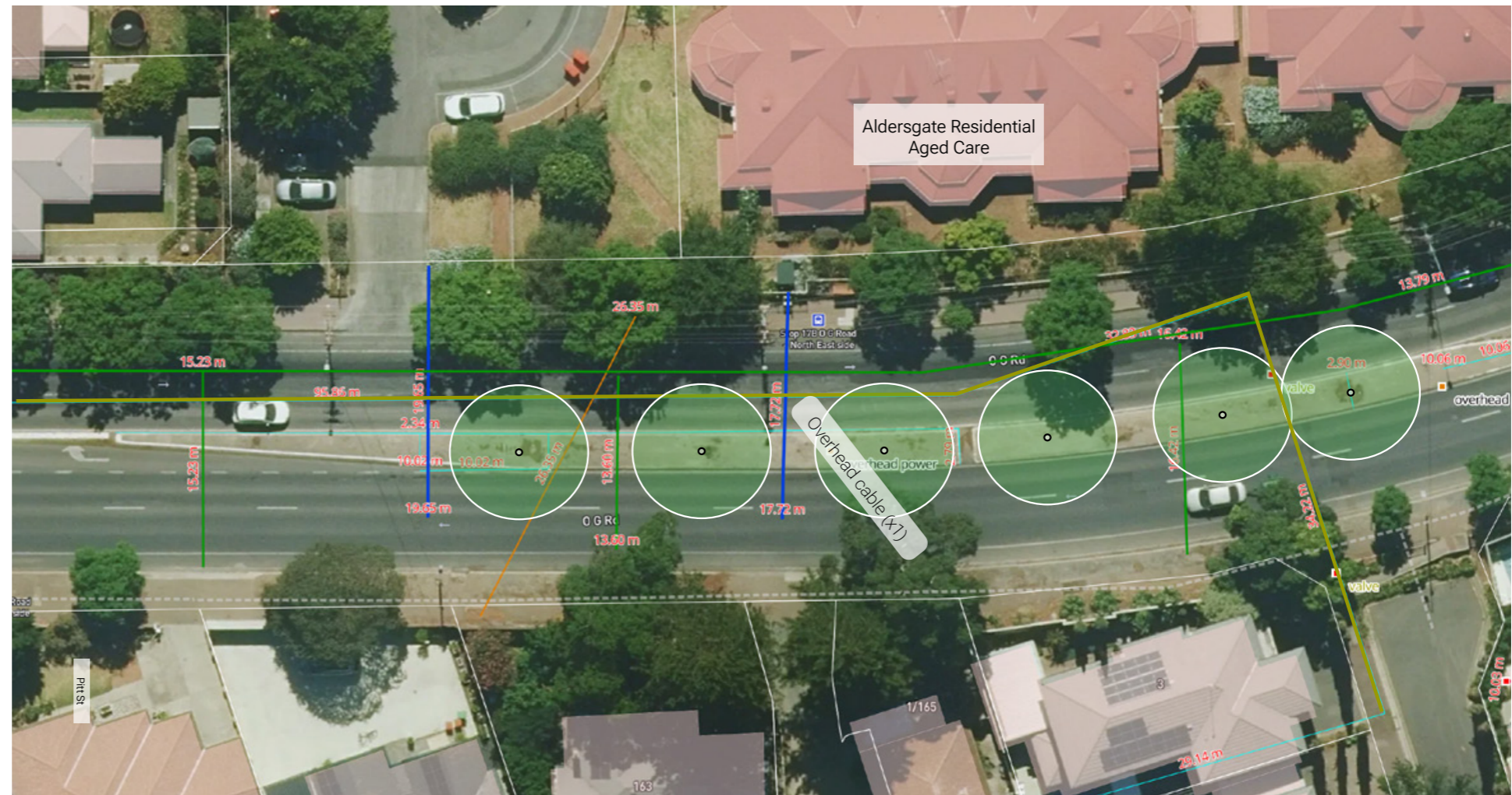
O G Road

Adjacent Aldersgate Residential Aged Care

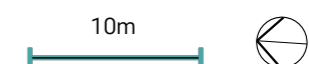
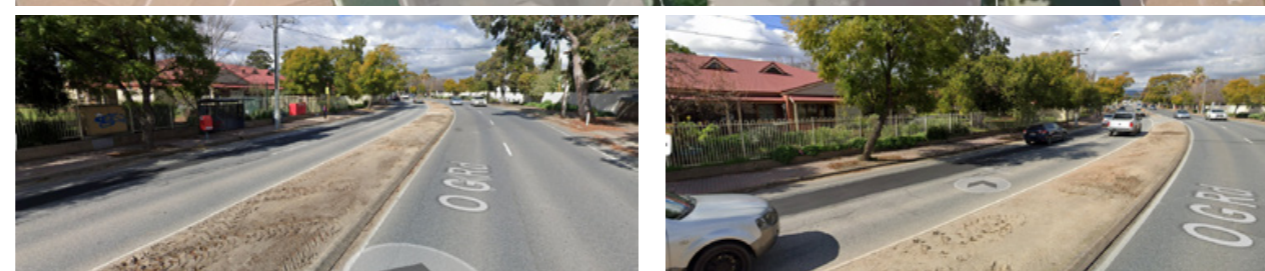
Key Opportunities

- ~2.9m median width will allow for DIT 1.2m offset requirements
- Opportunity to replace previous tree planted locations, remove compacted areas and cultivate existing soil
- Opportunity to remove compacted infill, install irrigation to achieve additional understory planting

6 New trees at ~10m spacing



Services Legend (Based on available BYDA information)	Legend (Proposed works)
Electrical services	Demolition of pavement
Telecommunications	New Garden Bed
Gas	New Tree
Sewer	Existing tree
Water	
Stormwater	
Reclaimed Water	



O G Road

North of Turner Street

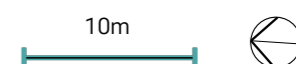
Key Opportunities

- ~1.8m median width will allow for DIT 1.2m offset requirements
- Opportunity to replace previous tree planted locations with a smaller tree, remove compacted areas and cultivate existing soil
- Opportunity to remove paving install irrigation to achieve additional understory planting

6 New trees at ~6-7m spacing



Services Legend (Based on available BYDA information)	Legend (Proposed works)
— Electrical services	 Demolition of pavement
— Telecommunications	 New Garden Bed
— Gas	 New Tree
— Sewer	 Existing tree
— Water	 Existing pedestrian crossing
— Stormwater	
— Reclaimed Water	



O G Road

Adjacent Payneham Swimming Centre

Key Opportunities

- ~2.8m median width will allow for DIT 1.2m offset requirements
- Opportunity to replace previous tree planted locations with a smaller tree, remove compacted areas and cultivate existing soil
- Opportunity to remove paving install irrigation to achieve additional understory planting
- Refer options for small tree species at the end of this section

5 New trees at ~6-7m spacing



<p>Services Legend (Based on available BYDA information)</p> <ul style="list-style-type: none"> — Electrical services — Telecommunications — Gas — Sewer — Water — Stormwater — Reclaimed Water 	<p>Legend (Proposed works)</p> <ul style="list-style-type: none"> ■ Demolition of pavement New Garden Bed ● New Tree Existing tree ↔ Existing pedestrian crossing
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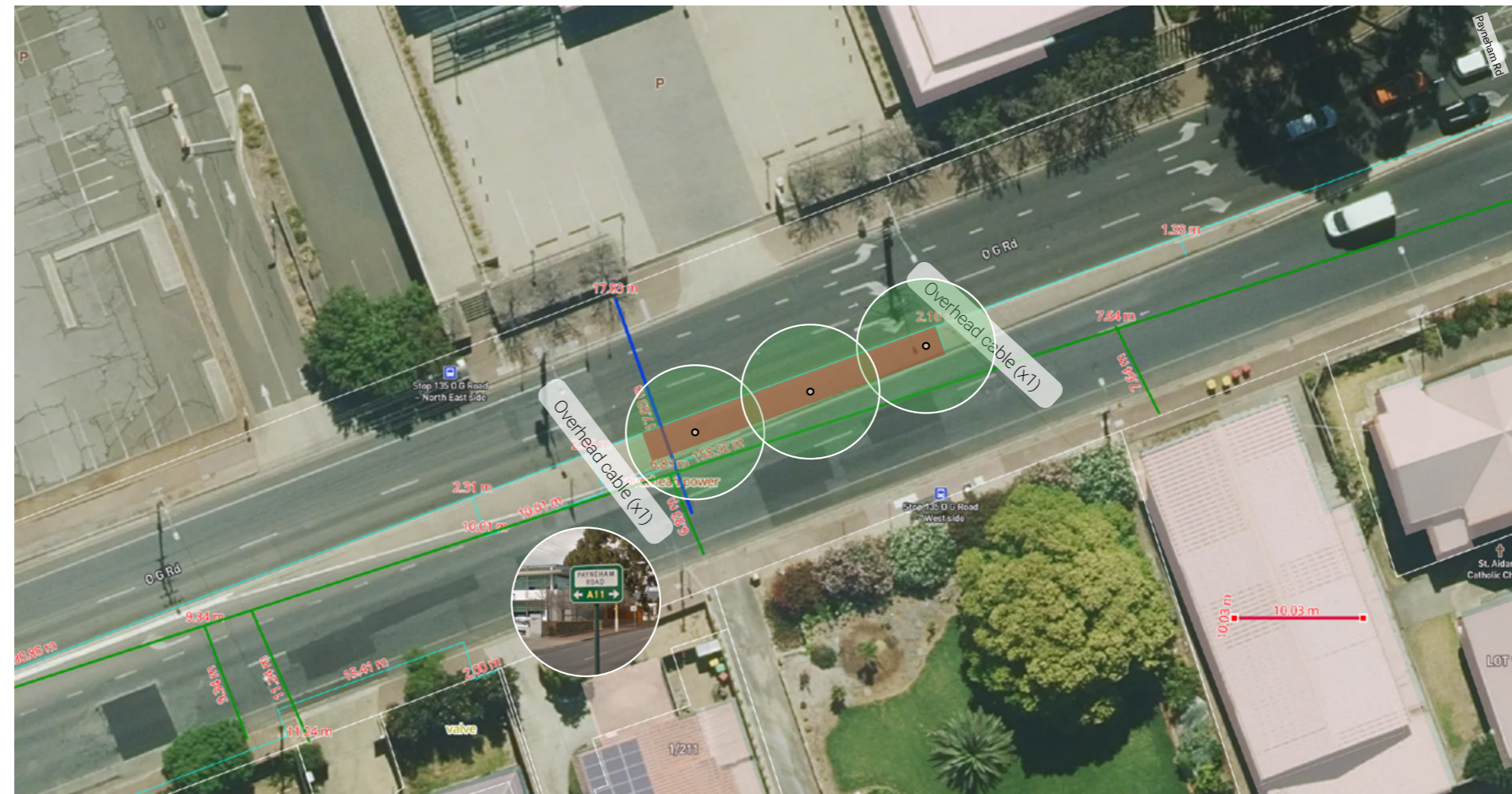
O G Road

Between Kent Street and Payneham Road

Key Opportunities

- ~2.8 meter median width (at widest point) to 2m
- Opportunity to remove compacted areas or pavement material and box out for new tree planting

3 New trees at ~ 8-10m spacing



Services Legend (Based on available BYDA information)	Legend (Proposed works)
Electrical services	Demolition of pavement
Telecommunications	New Garden Bed
Gas	New Tree
Sewer	Existing tree
Water	
Stormwater	
Reclaimed Water	



O G Road

Trees Species for Consideration

Ref	Botanic Name	Common Name
1	<i>Corymia maculata</i>	Spotted Gum
2	<i>Angophora costata</i>	Smooth-barked Apple
3	<i>Elaeocarpus reticulatus</i>	Blueberry Ash



Mature Size 30 x 10m



Mature Size 20 x 12m



Mature Size 9 x 4m

A Good option for narrow median adjacent Aldersgate Residential Aged Care

Alternative options;
 - *Pyrus calleryana* 'Capital'
 - *Geijera parvifolia* Wilga

Lower Portrush Road

Tree Planting Opportunities

The following locations along Portrush Road have been identified for tree planting opportunities in the central median

1. South of River Street
2. North of Beasley Street
3. Adjacent Adelaide Temple
4. North of Grigg Street (A)
5. North of Grigg Street (B)

The surveyor shall locate all existing features including underground services running through the central median. A study has been done to locate existing gateway and traffic signage. In these instances, any proposed changes to the locations of signage, or location of trees respective to signage, will need to be assessed by DIT.

With the generous width of Lower Portrush Road, there's a prime opportunity to create a grand boulevard lined with large, regularly spaced trees—establishing a striking green gateway into the City of Norwood Payneham & St Peters and reinforcing its identity along this key arterial corridor.



Lower Portrush Road

South of River Street

Key Opportunities

- ~5m width median will accommodate a large tree
- Consider thinning out existing shrubs or trees in poor condition to be replaced with tree planting that creates a consistent avenue

*Note: Low voltage power supply to existing light poles within central median based on BYDA information. Viability of new tree planting to be confirmed. Note the roll-over kerb is in poor condition in some locations.

3-6 New trees at ~ 10-12m spacing



Services Legend (Based on available BYDA information)

- Electrical services
- Telecommunications
- Gas
- Sewer
- Water
- Stormwater
- Reclaimed Water

Legend (Proposed works)

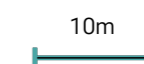
- New Tree
- Existing tree



Potential to thin out existing Callistemon and replace with larger canopy tree



Assess structural integrity long term viability of existing trees



Lower Portrush Road

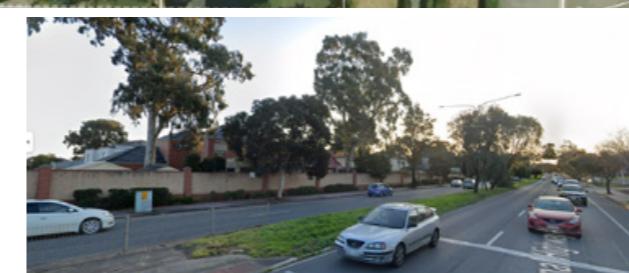
North of Beasley Street

Key Opportunities

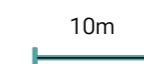
- ~5m width median will accommodate a large tree
- Consider thinning out existing shrubs or trees in poor condition to be replaced with tree planting that creates a consistent avenue

*Note: Low voltage power supply to existing light poles within central median based on BYDA information. Viability of new tree planting to be confirmed. Note the roll-over kerb is in poor condition in some locations.

5 New trees at ~ 10m spacing



Assess structural integrity long term viability of existing trees



Services Legend (Based on available BYDA information)

- Electrical services
- Telecommunications
- Gas
- Sewer
- Water
- Stormwater
- Reclaimed Water

Legend (Proposed works)

- New Tree
- Existing tree
- ◀▶ Existing pedestrian crossing

Lower Portrush Road

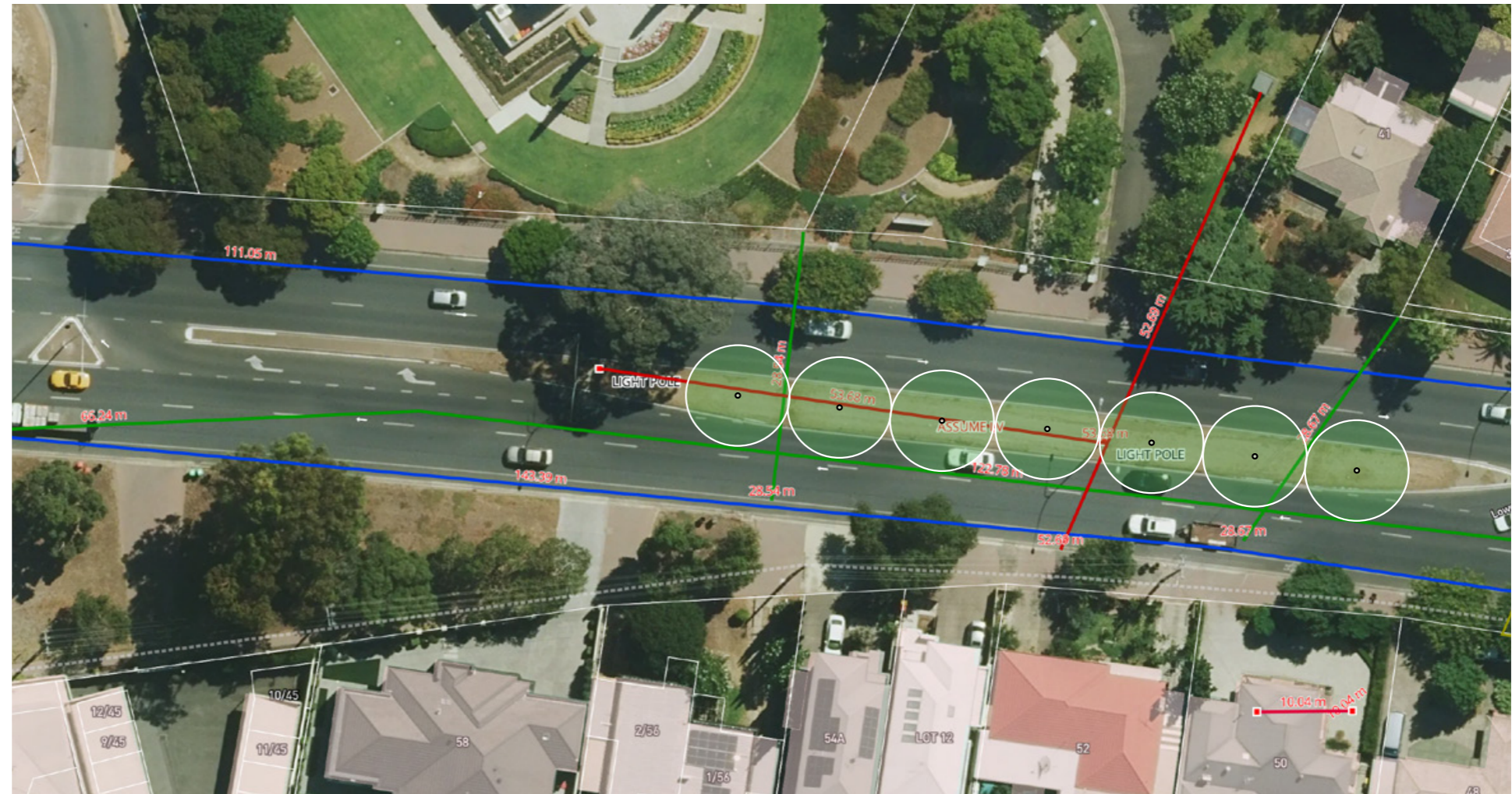
Opposite Adelaide Temple

Key Opportunities

- ~5m width median will accommodate a large tree
- Consider thinning out existing shrubs or trees in poor condition to be replaced with tree planting that creates a consistent avenue

*Note: Low voltage power supply to existing light poles within central median based on BYDA information. Viability of new tree planting to be confirmed. Note the roll-over kerb is in poor condition in some locations.

7 New trees at ~ 10m spacing



- | | |
|---|--|
| Services Legend
(Based on available BYDA information) | Legend
(Proposed works) |
| — Electrical services | New Tree |
| — Telecommunications | Existing tree |
| — Gas | |
| — Sewer | |
| — Water | |
| — Stormwater | |
| — Reclaimed Water | |



Lower Portrush Road

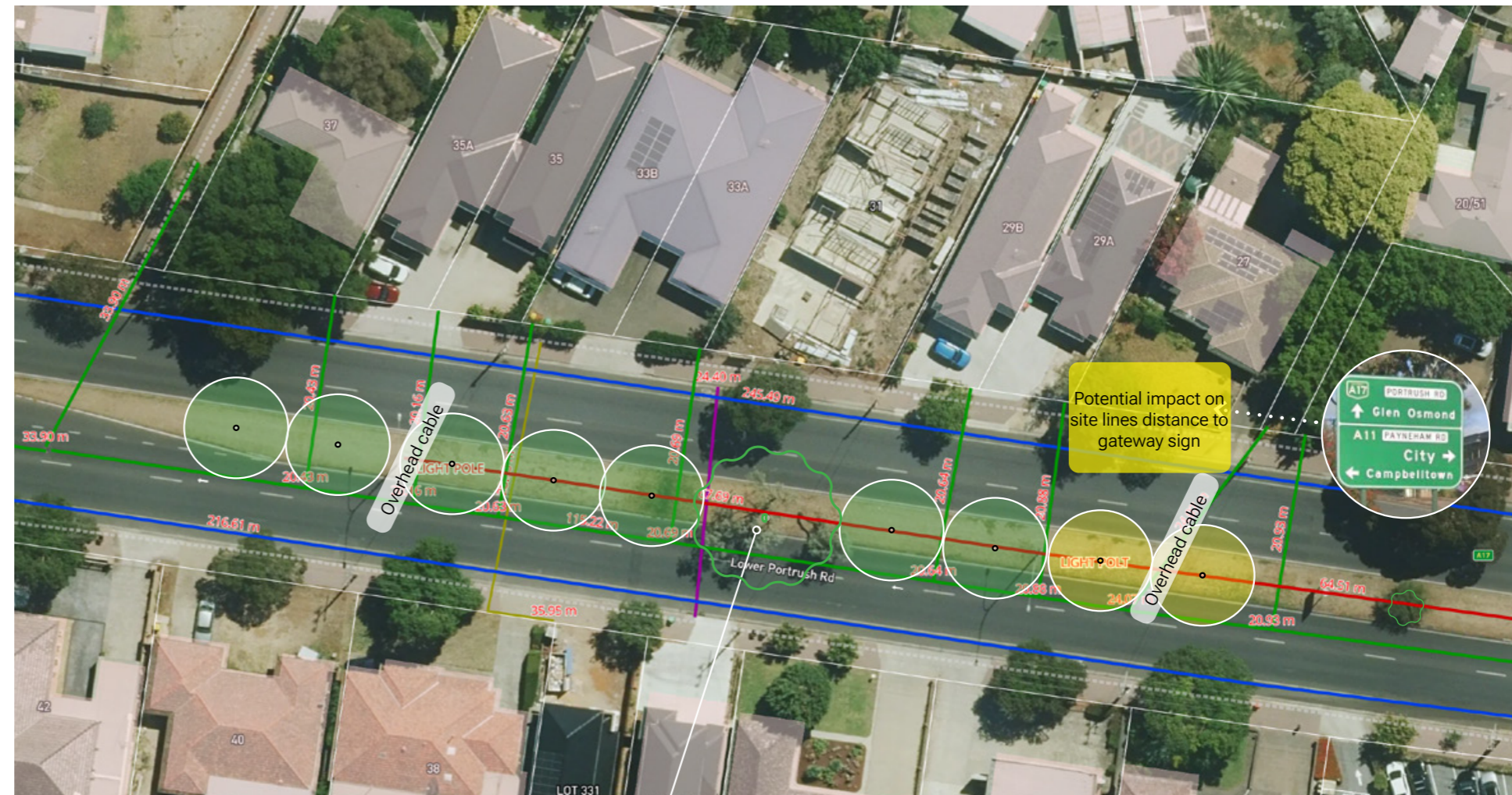
Adjacent Grigg Street (western section)

Key Opportunities

- ~5m width median will accommodate a large tree
- Consider thinning out existing shrubs or trees in poor condition to be replaced with tree planting that creates a consistent avenue

*Note: Low voltage power supply to existing light poles within central median based on BYDA information. Viability of new tree planting to be confirmed. Note the roll-over kerb is in poor condition in some locations.

7 New trees at ~ 10-12m spacing



Services Legend (Based on available BYDA information)	Legend (Proposed works)
— Electrical services	• New Tree
— Telecommunications	• Existing tree
— Gas	
— Sewer	
— Water	
— Stormwater	
— Reclaimed Water	



Lower Portrush Road

Adjacent Grigg Street (eastern section)

Key Opportunities

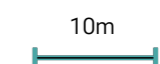
- ~5m width median
- Decompact and cultivate existing soil for new tree planting
- Consider replacing existing Callistemon shrubs with large canopy tree

*Note: Low voltage power supply to existing light poles within central median based on BYDA information. Viability of new tree planting to be confirmed. Note the roll-over kerb is in poor condition in some locations.

2 New trees at ~ 10-12m spacing



Assess existing Callistemon varieties for rereplacement with consistent, large tree planting to full length of median



Services Legend (Based on available BYDA information)

- Electrical services
- Telecommunications
- Gas
- Sewer
- Water
- Stormwater
- Reclaimed Water

Legend (Proposed works)

- New Tree
- Existing tree

Lower Portrush Road

Trees Species for Consideration

Ref	Botanic Name	Common Name
1	<i>Corymia maculata</i>	Spotted Gum
2	<i>Angophora costata</i>	Smooth-barked Apple
3	<i>Eucalyptus cladocalyx</i>	Sugar Gum
4	<i>Corymbia citriodora</i>	Lemon-scented Gum



Mature Size 30 x 10m



Mature Size 20 x 12m



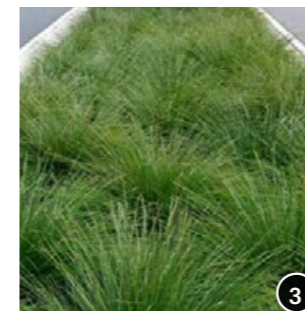
Mature Size 20 x 12m



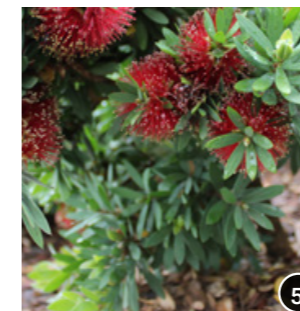
4



8



3



5



3



5

Payneham Road

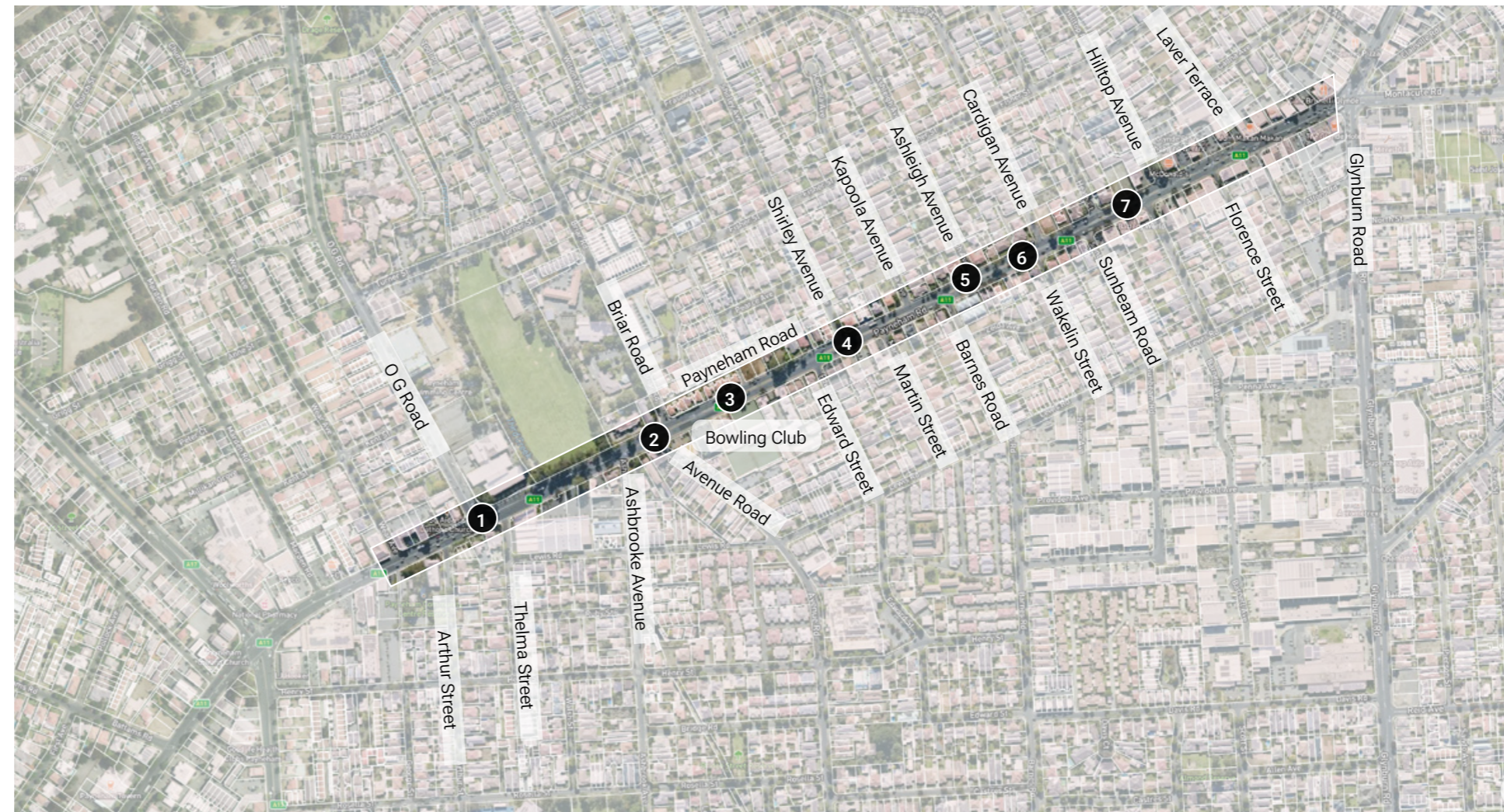
Tree Planting Opportunities

The following locations along O G Road have been identified for tree planting opportunities in the central median

1. O G Road Intersection
2. Between Ashbrook Avenue & Briar Road
3. Opposite St Johns Lane and Bowling Club
4. Between Edward Street and Kapoola Avenue
5. Between Kapoola Avenue and Ashleigh Avenue
6. Between Ashleigh Avenue and Cardigan
7. Between Hilltop Avenue and Glynburn Road (unfeasible)

The surveyor shall locate all existing features including underground services running through the central median. A study has been done to locate existing gateway and traffic signage. In these instances, any proposed changes to the locations of signage, or location of trees respective to signage, will need to be assessed by DIT.

Although limited, there are opportunities to replace the senescent deciduous trees with a more resilient alternative. Removal of the compacted areas in addition to installation of topsoil will ensure successful establishment.



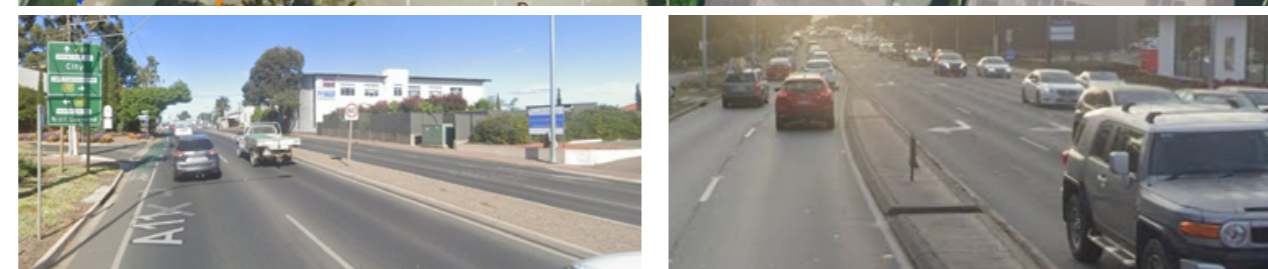
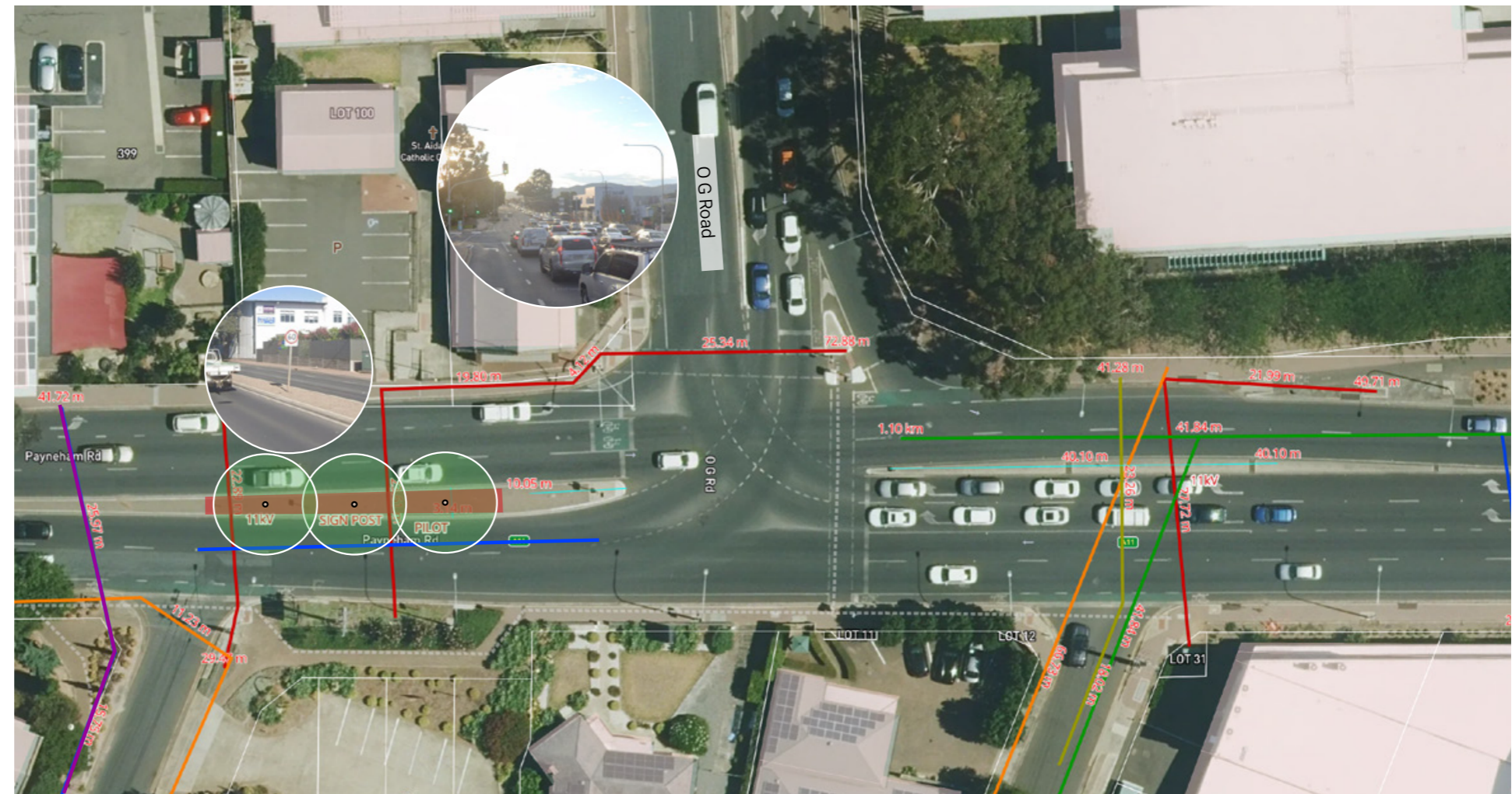
Payneham Road

Intersection with O G Road

Key Opportunities

- 2.1 ~ 3.1m median width
 - Opportunity to remove compacted areas or pavement material and box out for new tree planting
- *Note: Proximity of 11kV and pilot

3 New trees at ~ 8-10m spacing



Services Legend (Based on available BYDA information)	Legend (Proposed works)
— Electrical services	 Demolition of pavement
— Telecommunications	 New Garden Bed
— Gas	 New Tree
— Sewer	
— Water	
— Stormwater	
— Reclaimed Water	



Payneham Road

Between Ashbrook Avenue & Briar Road

Key Opportunities

Potential clash with site line distances to traffic signal clearances at pedestrian crossing

2 New trees at ~8m spacing (TBC)



- | Services Legend
(Based on available BYDA information) | Legend
(Proposed works) |
|--|------------------------------|
| — Electrical services | Existing pedestrian crossing |
| — Telecommunications | |
| — Gas | |
| — Sewer | |
| — Water | |
| — Stormwater | |
| — Reclaimed Water | |



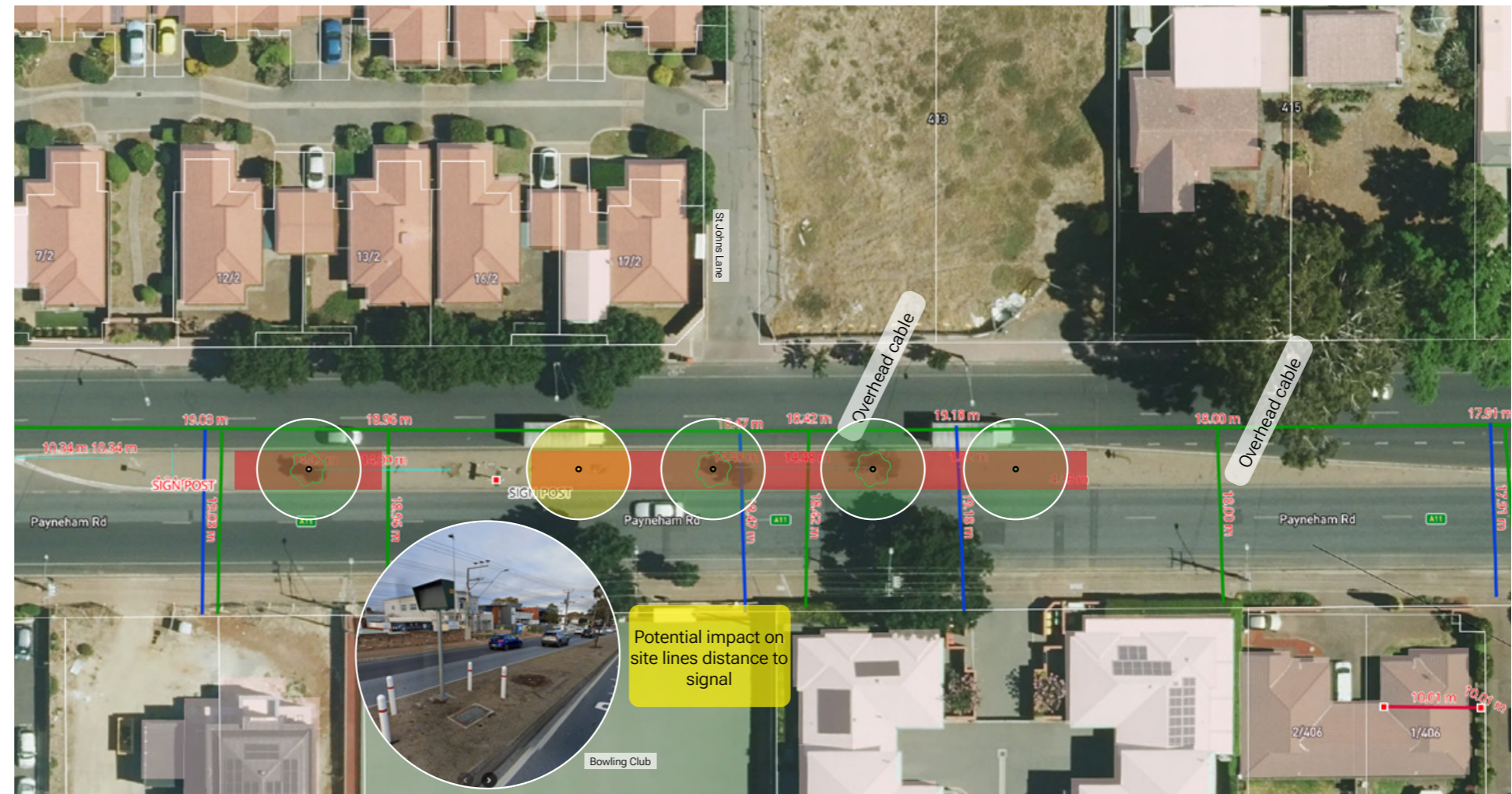
Payneham Road

Opposite St Johns Lane and Bowling Club

Key Opportunities

- ~ 4.4m median width
- Opportunity to remove compacted areas or pavement material and box out for new tree planting
- Opportunity to replace existing trees

4-5 New trees at ~ 15m spacing



Potential impact on site lines distance to signal

Services Legend (Based on available BYDA information)	Legend (Proposed works)
— Electrical services	 Demolition of pavement
— Telecommunications	 New Garden Bed
— Gas	● New Tree
— Sewer	 Existing tree
— Water	
— Stormwater	
— Reclaimed Water	



Remove failing trees and box out larger area to support healthy growth of new planting



Payneham Road

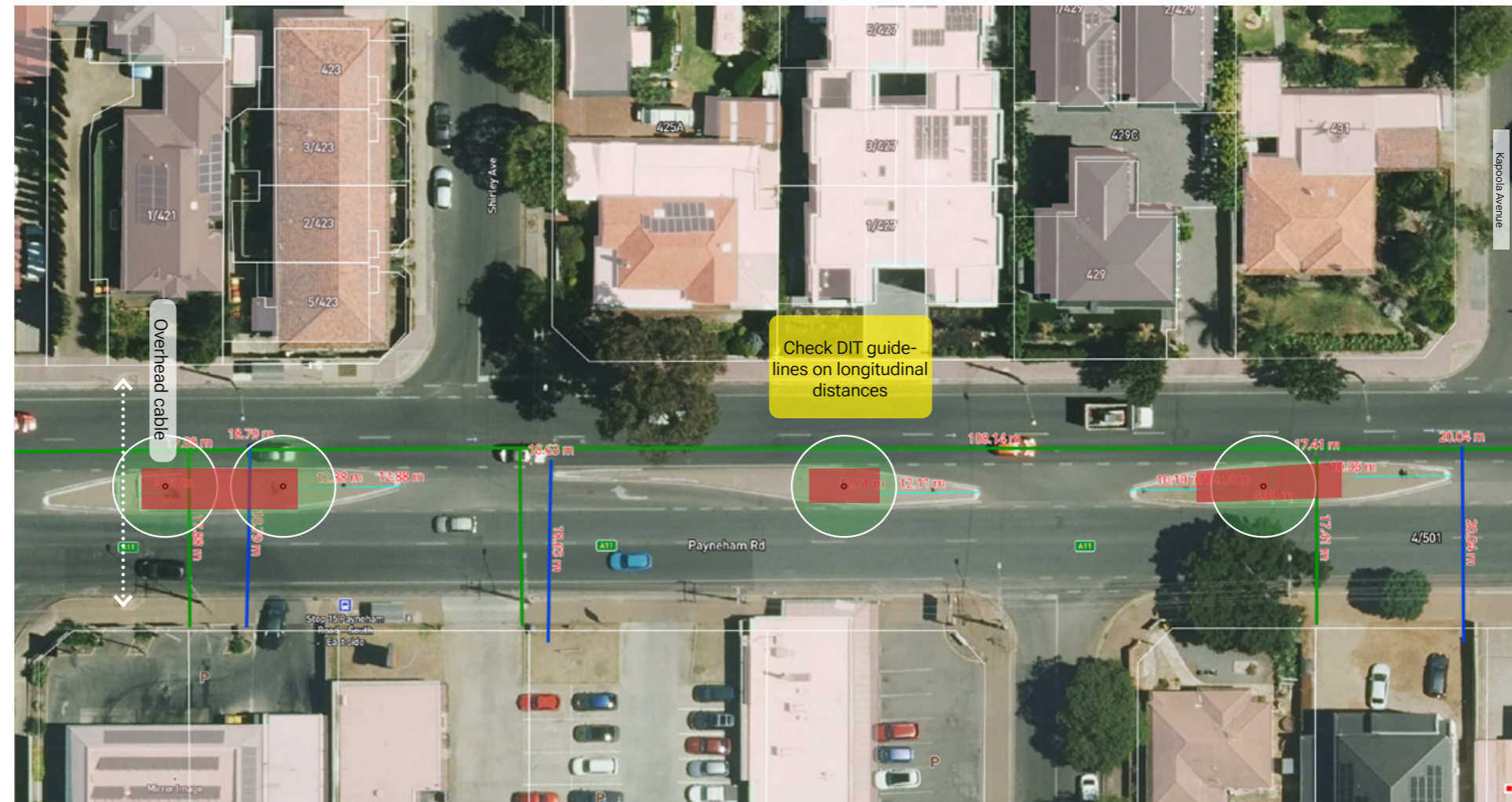
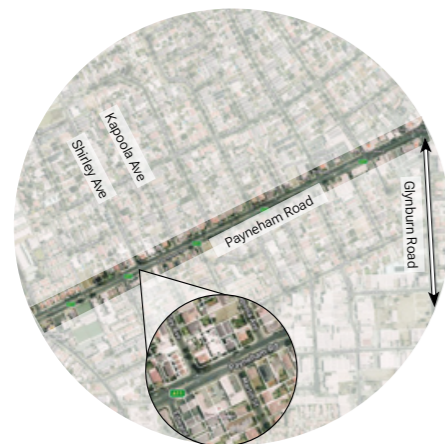
Between Edward Street and Kapoola Avenue

Key Opportunities

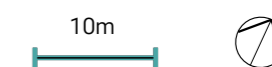
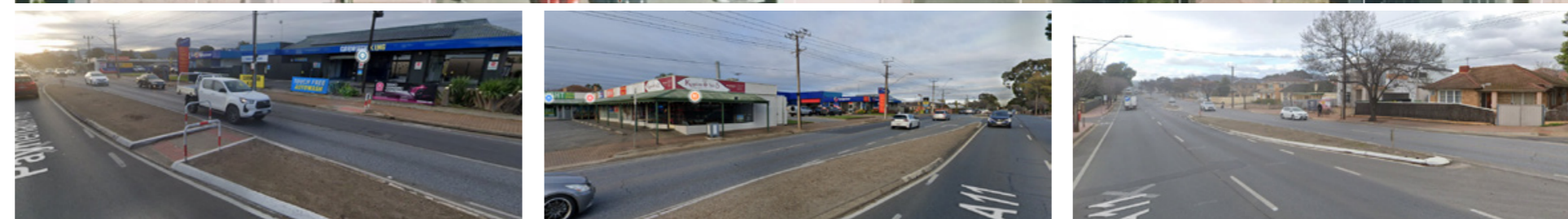
- 3.7 ~ 4.3m median width
- Opportunity to remove compacted areas or pavement material and box out for new tree planting
- Opportunity to replace existing trees

*Evidence of previous tree planting in many locations

4 New trees



<p>Services Legend (Based on available BYDA information)</p> <ul style="list-style-type: none"> — Electrical services — Telecommunications — Gas — Sewer — Water — Stormwater — Reclaimed Water 	<p>Legend (Proposed works)</p> <ul style="list-style-type: none"> Demolition of pavement New Garden Bed New Tree ← → Existing pedestrian crossing
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Payneham Road

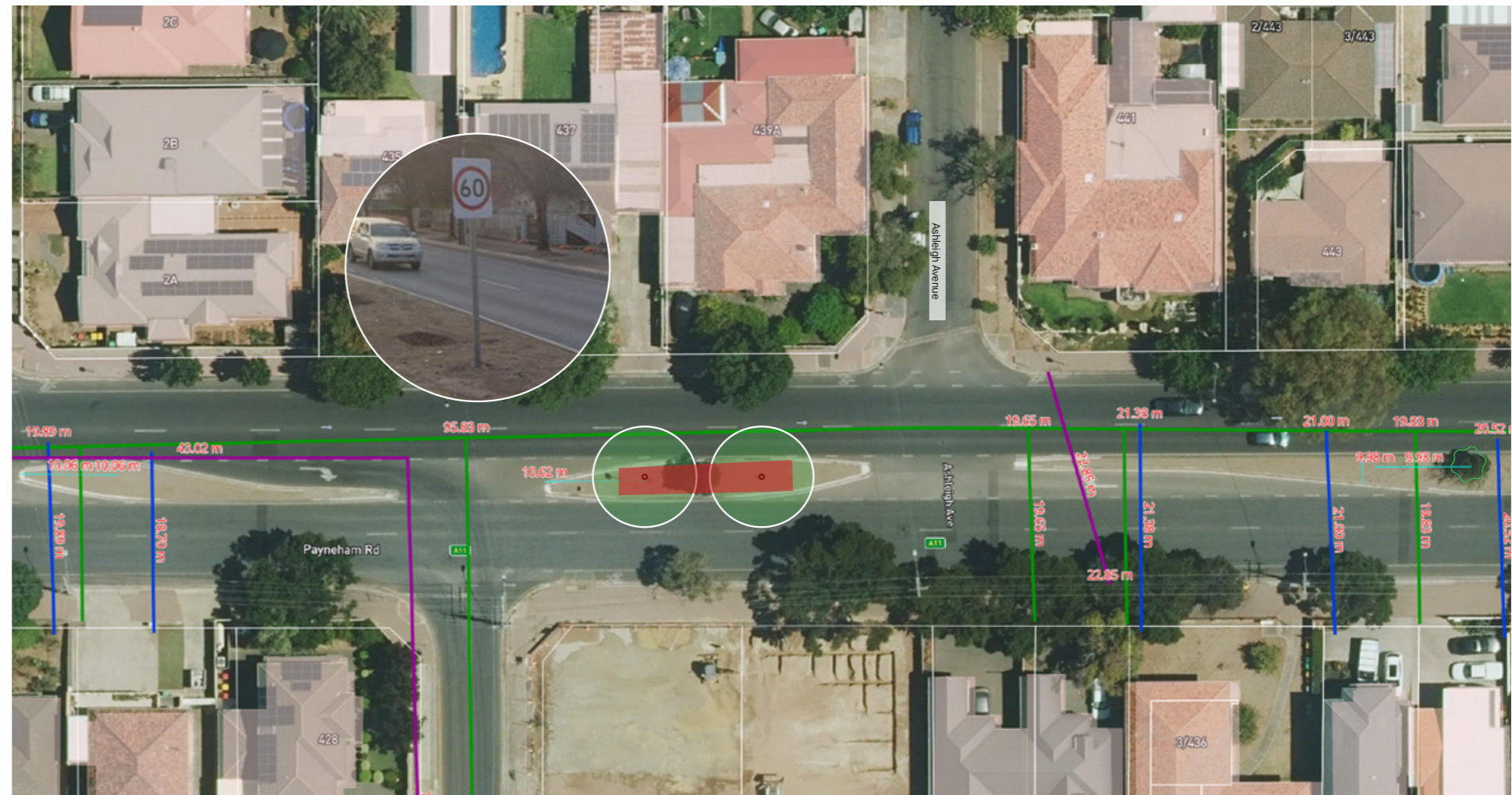
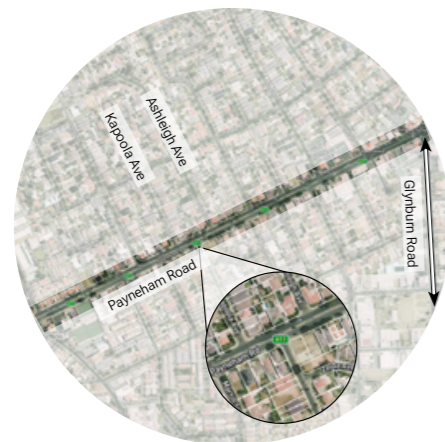
Between Edward Street and Kapoola Avenue

Key Opportunities

- 3.9 ~ 4.1m median width
- Opportunity to remove compacted areas or pavement material and box out for new tree planting
- Opportunity to replace existing trees
- DIT to check the taper length meets required offset as per the guidelines

*Evidence of previous tree planting in many locations.

1-2 New trees



Services Legend (Based on available BYDA information)	Legend (Proposed works)
Electrical services	Demolition of pavement
Telecommunications	New Garden Bed
Gas	New Tree
Sewer	Existing tree
Water	
Stormwater	
Reclaimed Water	



Payneham Road

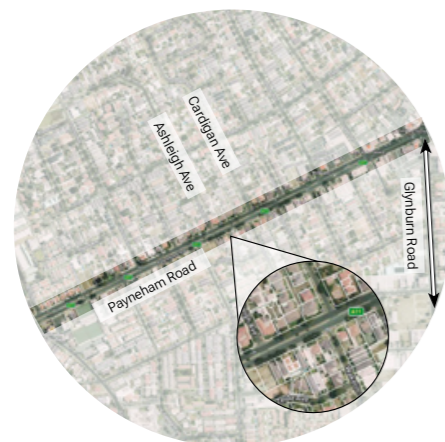
Between Ashleigh Avenue and Cardigan

Key Opportunities

1. ~ 4.1m median width
2. Opportunity to remove compacted areas or pavement material and box out for new tree planting
3. Opportunity to replace existing trees

*Evidence of previous tree planting in many locations

4 New trees at ~ 10m spacing



Services Legend (Based on available BYDA information)	Legend (Proposed works)
Electrical services	Demolition of pavement
Telecommunications	New Garden Bed
Gas	New Tree
Sewer	Existing tree
Water	
Stormwater	
Reclaimed Water	



Payneham Road

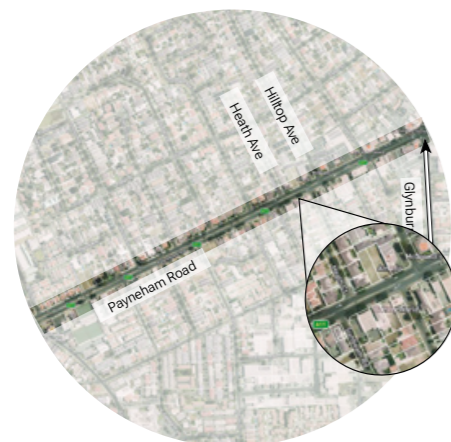
Between Sunbeam Road and Hilltop Avenue

Key Opportunities

1. ~ 4.1m median width
2. Opportunity to remove compacted areas or pavement material and box out for new tree planting
3. Opportunity to replace existing trees

*Evidence of previous tree planting in many locations

3 New trees at ~ 10m spacing



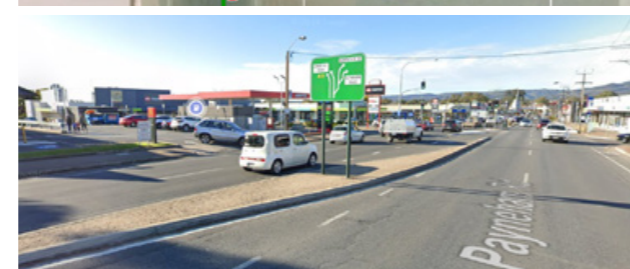
Services Legend (Based on available BYDA information)	Legend (Proposed works)
Electrical services	Demolition of pavement
Telecommunications	New Garden Bed
Gas	New Tree
Sewer	Existing tree
Water	
Stormwater	
Reclaimed Water	



Payneham Road

Between Hilltop Avenue and Glynburn Road

Minimal opportunity for tree planting



- | | |
|---|---|
| <p>Services Legend
(Based on available BYDA information)</p> <ul style="list-style-type: none"> — Electrical services — Telecommunications — Gas — Sewer — Water — Stormwater — Reclaimed Water | <p>Legend
(Proposed works)</p> <ul style="list-style-type: none"> Existing pedestrian crossing |
|---|---|



Payneham Road

Potential Tree Species

Ref	Botanic Name	Common Name
1	<i>Geijera parviflora</i>	Wilga, Native Willow
2	<i>Tristaniopsis laurina</i> 'DOW10' Luscious	Luscious Kanooka Gum, Water Gum
3	<i>Corymbia citriodora</i> 'Scentuous'	Dwarf Lemon-scented Gum



Mature Size 9 x 8m



Mature Size 8 x 4m



Mature Size 7 x 3m

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**FUNDING DEED FOR THE DELIVERY OF TREE PLANTING IN THE CENTRAL MEDIAN
ALONG OG ROAD**

Between

**MINISTER FOR INFRASTRUCTURE AND TRANSPORT
(Minister)**

And

**THE COUNCIL NAMED IN THE SCHEDULE
(Council)**

#24632972

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DEED dated the day of

PARTIES:

MINISTER FOR INFRASTRUCTURE AND TRANSPORT, a body corporate pursuant to the *Administrative Arrangements Act 1994*.....(**Minister**)

And

THE COUNCIL NAMED IN THE SCHEDULE a body corporate under the *Local Government Act 1999*.....(**Council**)

It is agreed:

1. **FUNDING**

- 1.1 Subject to this deed, the Minister will pay the Council up to the amount of money specified in the Schedule (**Funding**).
- 1.2 The Council must only use the Funding for the **Purpose** set out in clause 3 of the Schedule.
- 1.3 For the purposes of this deed, the **Funding Period** is the period commencing on the Start Date and, subject to funding being available, will continue until the End Date. The **Start Date** and **End Date** are set out in the Schedule.
- 1.4 The Funding is payable by way of a lump sum in accordance with the Schedule. During the Funding Period, the Council is entitled in accordance with the conditions set out in the Schedule to invoice the Minister for the payment of the Funding.
- 1.5 At the end of the Funding Period the Council must provide a report on the level of any unexpended Funding.
- 1.6 The Council must repay any part of the Funding which is unexpended at the end of the Funding Period to the Minister unless the Minister gives written approval for the Council to retain the money.

2. **GST**

- 2.1 In addition to any amounts payable by the Grantor as part of the Funding (**Base Payment**), the grantor must, if in relation to a Taxable Supply for which the grantor has received a Tax Invoice, pay to the Council an additional amount (**GST Payment**) calculated by multiplying the Base Payment by the rate at which GST is levied at the time of this deed.
- 2.2 The GST Payment is payable at the same time and subject to the same conditions as the Base Payment. "*Taxable supply*", "*GST*" and "*Tax Invoice*" have the meaning attributed under the *A New Tax System (Goods and Services Tax) Act 1999*.

3. **ADMINISTRATION OF DEED**

- 3.1 Any power or discretion exercisable by the Minister under this deed may be exercised by the person (**Minister's Representative**) for the time being in the position within the Department for Infrastructure and Transport (**Department**) set out in the Schedule.
- 3.2 Any power or discretion exercisable by the Council under this deed may be exercised by the person (**Council's Representative**) for the time being in the position within the Council set out in the Schedule.

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4. PROVISION OF FINANCIAL INFORMATION

- 4.1 The Council must provide the Minister with appropriate and regular information, records and reports as the Minister may request from time to time about:
- 4.1.1 the administration and financial affairs of the Council;
 - 4.1.2 the progress of and any change to the authorised scope of the Purpose;
 - 4.1.3 any significant changes to the nature and scope of the activities conducted by the Council;
 - 4.1.4 any other matter relevant to the granting of assistance;
 - 4.1.5 any other funding or financial assistance promised or received from any source other than the Minister;
 - 4.1.6 the Council's management of the Funding, including, but not limited to, the economic and efficient use of resources to achieve the outcomes of the Purpose; and
 - 4.1.7 the performance of the Council's undertakings and obligations under this deed.
- 4.2 The information provided by the Council must be sufficient for the Minister to make an informed judgement about:
- 4.2.1 the Council's ongoing financial position and its resources and expertise in relation to the Purpose;
 - 4.2.2 the Council's performance in managing public moneys, acquiring, and using resources economically and efficiently and in achieving specified objectives in relation to the Purpose;
 - 4.2.3 the overall effectiveness of the Funding throughout the Funding Period;
 - 4.2.4 compliance with legislation and generally accepted accounting principles; and
 - 4.2.5 compliance with the Council's constitution and the conditions of this deed.
- 4.3 The Council must permit any officer authorised by the Minister:
- 4.3.1 to enter the Council's premises and to have access to all accounting records, equipment, documents, and information in possession of the Council; and
 - 4.3.2 to interview employees of the Council on matters pertaining to the operations of the Council.

5. OBLIGATIONS OF THE COUNCIL

The Council must:

- 5.1 ensure that any works undertaken towards the Purpose are undertaken in accordance with (and to the standard required by) any applicable Standards published by Austroads and Standards Australia Limited;
- 5.2 maintain accounting records of the Funding in accordance with generally accepted accounting principles;
- 5.3 ensure that any activity carried out by the Council in connection with the Council's use of the Funding complies with the laws from time to time in force in South Australia;

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-
- 5.4 comply with its constitution;
 - 5.5 comply with the reporting requirements set out in the Schedule;
 - 5.6 prepare financial statements in accordance with Australian Accounting Standards at the end of the Funding Period and submit the financial statements, signed by a senior office holder of the Council, to the Minister no later than one calendar month after the expiry of the Funding Period; and
 - 5.7 where requested by the Minister, provide to the Department management accounts, annual reports, financial statements and any other information or documents relevant to the Council's operations.

6. TERMINATION

- 6.1 If the Council fails to comply with this deed, the Minister may:
 - 6.1.1 require the Council to repay either the whole or a portion of the Funding (whether expended or not);
 - 6.1.2 withhold all future funding from the Council;
 - 6.1.3 pursue any legal rights or remedies which may be available to the Minister; and
 - 6.1.4 terminate or curtail any program or project conducted by the Minister of which the Purpose conducted by the Council is part.
- 6.2 The Minister may review any decision made pursuant to this clause if the Council is able to satisfy the Minister within a period of 30 days from the decision that the Council has complied with the conditions of this deed.
- 6.3 Nothing in this deed is to be taken to limit the Minister's discretion to determine whether and how any program or project of the Minister is to be conducted, except if and to the extent that the Minister gives an express undertaking in that regard.

7. INSURANCE

- 7.1 The Council warrants that it is a member of the Local Government Association Mutual Liability Scheme (Scheme) and is bound by the Scheme pursuant to section 142 and Schedule 1, Part 2 of the Local Government Act 1999 (SA) (Act) and in the event that the Council ceases to be a member of the Scheme it will forthwith, pursuant to Section 142(1) of the Act and the regulations under that Act, take out and maintain insurance to cover its civil liabilities at a minimum level of cover of AUD \$50 million.

8. ACKNOWLEDGEMENTS

- 8.1 The Council acknowledges that the Funding represents a one-off contribution by the Minister towards the Purpose.
- 8.2 The Minister is under no obligation to agree to pay any subsequent funding to the Council.
- 8.3 The Council further acknowledges and agrees that the Minister will not be liable to reimburse the Council for any losses (or cost over runs) that may result from the operation of this Agreement or the carrying out of the Purpose or a Project.

9. INDEMNITY

- 9.1 The Council acknowledges and agrees that it remains at all times solely responsible for the conduct of the Purpose and any Project and it releases and

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indemnifies the Minister, the Commissioner of Highways and the Crown in right of the State of South Australia together with their employees, contractors and agents (those indemnified) from and against any loss or liability incurred or suffered by any of those indemnified as a result of any claim, suit, demand, action or proceeding brought by any person against any of those indemnified in respect of the works to carry out the Purpose and/or a Project or otherwise caused by any breach or default of the Council under this Agreement.

10. AUDIT

10.1 The Minister may direct the Council to arrange for the financial accounts relating to the Funding to be audited at the Council's expense. The Minister may specify the minimum qualifications to be held by a person appointed to conduct the audit.

11. ASSIGNMENT

11.1 The Council must not assign, novate, or encumber any of its rights or obligations under this deed.

12. PUBLICITY

12.1 The Council must not make or permit a public announcement or media release to be made about any aspect of this deed without first obtaining the Minister's consent.

13. CONSENT

13.1 If the Council requires the Minister's consent under this deed, the Minister may, in its absolute discretion, give or withhold its consent and if giving consent, the Minister may impose any condition on that consent that it considers appropriate. The Minister's consent will not be effective unless it is in writing and signed.

14. ENTIRE DEED

14.1 This deed incorporates any attached schedules and annexures. This deed contains the entire agreement between the parties with respect to its subject matter and supersedes any prior agreement, understanding or representation of the parties on the subject matter.

15. PROPER LAW

15.1 The laws in force in South Australia apply to this deed.

16. JURISDICTION OF COURTS

16.1 The courts of South Australia have non-exclusive jurisdiction to determine any proceeding in relation to this deed. Any proceeding brought in a Federal Court must be instituted in (and remain with) the Adelaide Registry of that Federal Court.

17. COMPLIANCE WITH LAWS

17.1 The Council must comply with the laws in force in South Australia in the course of performing its obligations under this deed.

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18. NOTICES

18.1 A notice is properly given or served if the party delivers it by hand, posts it or transmits it by electronic mail or facsimile, to the address of the Representative of the other party. A notice is taken to be received:

18.1.1 if sent by post, at the time it would have been delivered in the ordinary course of the post to the address to which it was sent;

18.1.2 if sent by electronic mail, only in the event that the sender receives confirmation that the e-mail has been successfully transmitted to the correct e-mail address; or

18.1.3 if delivered by hand, the party who sent the notice holds a receipt for the notice signed by a person employed at the physical address for service.

19. WAIVER

19.1 Any waiver of any provision of this deed is ineffective unless it is in writing and signed by the party waiving its rights. A waiver by either party in respect of a breach of a provision of this deed by the other party is not a waiver in respect of any other breach of that or any other provision. The failure of either party to enforce any of the provisions of this deed at any time must not be interpreted as a waiver of that provision.

20. VARIATION

20.1 Any variation of this deed must be in writing and signed by each party (or its Representative).

20.2 Any request by the Council for agreement to vary the Funding or the Purpose must be accompanied by sufficient details explaining the reasons for the requested variation to enable the Minister to have regard to its merits.

21. READING DOWN AND SEVERANCE

21.1 In the event that any provision (or portion of any provision) of this deed is held to be unenforceable or invalid by a Court of competent jurisdiction, the validity and enforceability of the remaining provisions (or portions of such provisions) of this deed shall not be adversely affected.

21.2 The offending provision or part of a provision shall be read down to the extent necessary to give it legal effect or shall be severed if it cannot be read down, and the remaining part and provisions of this deed shall remain in full force and effect.

22. AUDITOR GENERAL

22.1 Nothing in this deed derogates from the powers of the Auditor-General under the Public Finance and Audit Act 1987 (South Australia). Without limiting this clause, the Council acknowledges the Auditor General's obligations and powers under sections 32 and 34 of the Public Finance and Audit Act 1987 (South Australia).

23. PUBLIC DISCLOSURE

23.1 The Minister may disclose this deed and/or information relating to this deed in both printed or electronic form and either generally to the public or to a particular person as a result of a specific request. Nothing in this clause derogates from

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the Council's obligations under any provision of this deed or the provisions of the Freedom of Information Act, 1991.

24. **ADDITIONAL CONDITIONS**

24.1 The additional conditions set out in the Schedule (if any) form part of this deed.

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SCHEDULE

1. THE COUNCIL

Legal Name: City of Norwood Payneham & St Peters
Trading Name: City of Norwood Payneham & St Peters
Site Address: Norwood Town Hall, 175 The Parade, Norwood SA 5067
Postal Address: Po Box 204, Kent Town SA 5071
ABN: 11 390 194 824

2. REPRESENTATIVES

Minister's Representative

Name: Ms Gemma Kernich
Position: Director, Planning and Technical Services
Address: Level 7, 83 Pirie Street, ADELAIDE SA 5000
Telephone: 7133 1614
E-mail: gemma.kernich@sa.gov.au

Council's Representative

Name:
Position:
Address: Norwood Town Hall, 175 The Parade, Norwood SA 5067
Telephone:
E-mail:

3. PURPOSE

The Funding is provided for the Purpose of the Council undertaking (within the Funding Period) the **Project** described below.

Description of Project

Delivery of street tree planting in central medians along O.G Road, in accordance with the "Norwood Payneham & St Peters Council's Concept Plans" (Attachment 1). The intent of the Project is to:

- Create a shady and high amenity streetscape to support increased active transport uptake
- Meet the Department's 30% canopy cover target
- Demonstrate median tree plantings in line with Operational Instruction 19.8.

The number of trees to be planted will be 24, subject to:

- the necessary DIT approvals (in line with Operational Instruction 19.8) are secured – July 2026
- detailed design being undertaken, including underground service confirmation – August 2026
- a more detailed cost breakdown being submitted for review and approval – August 2026.

The trees will be planted in March 2027 followed by 3-year establishment maintenance to be undertaken by the City of Norwood, Payneham & St Peters.

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4. **FUNDING PERIOD**

Start Date: 1 July 2026

End Date: 30 June 2029

5. **FUNDING**

Amount (AUD): \$160,000 (GST exclusive)

6. **MANNER & CONDITIONS OF PAYMENT**

Limit on payments

The Funding of \$160,000 (GST exclusive) is the maximum total amount the Minister may be liable to pay the Council under this deed.

Invoice

The Minister is **not** obligated to pay an invoice unless properly rendered. An invoice is properly rendered if it:

- (a) is issued in respect of a payment for which the Council is entitled to invoice for under this deed;
- (b) quotes the relevant purchase order number allocated by the Minister;
- (c) reflects the correct amount for payment under this deed; and
- (d) is a valid Tax Invoice in accordance with GST Law.

Payment Term

Provided that the total amount of the Funding has not been (or will not be) exceeded, the Minister must pay the amount of a properly rendered invoice for the Funding within 30 days of receiving the Council's invoice.

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7. **ADDITIONAL REPORTING REQUIREMENTS**

Report (Title)	Frequency (By when)	Requirements (Information and applicable standard)
Project Report	By 30 August 2026 1 December 2026 and 31 July 2027 or 7 days from request.	<ul style="list-style-type: none"> • A detailed cost breakdown being submitted for DIT review and approval before the City of NPSP contracts this tree planting works. • Updated expenditure forecasts during the term of the funding period • The management of the Funding (i.e., breakdown of expenditure of the Funding). • Any changes to the authorised scope of the Project. • Any significant changes to the nature and scope of the activities conducted by the Council.
Financial Statements (As referred to in clause 4)	Within 30 days from the expiry of the Funding Period.	Financial Statements prepared in accordance with Australian Accounting Standards setting out in detail the Council's expenditure of the Funding (with invoices attached from any contractors engaged for the Purpose) and signed by a senior office holder of the Council.

8. **SPECIAL CONDITIONS**

Permission to carry out roadworks

The Council is responsible for obtaining permission to carry out roadworks from the DIT Traffic Management Centre.

Compliance with Operational Instruction 19.8

Prior to planting, the Council must provide plans and a completed 'Requirements for Approval of Tree Planting/ Landscaping' checklist to DIT Network Management Services, in accordance with Operational Instruction 19.8.

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14 COMMITTEE REPORTS & RECOMMENDATIONS

14.1 COMMITTEE REPORTS & RECOMMENDATIONS

REPORT AUTHOR: General Manager, Governance & Civic Affairs
APPROVED BY: Chief Executive Officer
ATTACHMENTS: A

PURPOSE OF THE REPORT

The purpose of the report is to present to the Council the Minutes of the following Committee Meeting for the Council's consideration and adoption of the recommendations contained within the Minutes:

- Traffic Management & Road Safety Committee – 12 May 2026
(A copy of the minutes of the Traffic Management & Road Safety Committee meeting is included as **Attachment A**).

ADOPTION OF COMMITTEE RECOMMENDATIONS

- **Traffic Management & Road Safety Committee**

That the Minutes of the meeting of the Traffic Management & Road Safety Committee held on 12 May 2026, be received and that the resolutions set out therein as recommendations to the Council are adopted as decisions of the Council.

Traffic Management & Road Safety Committee Minutes

12 May 2026

Our Vision

*A City which values its heritage, cultural diversity,
sense of place and natural environment.*

*A progressive City which is prosperous, sustainable
and socially cohesive, with a strong community spirit.*

City of Norwood Payneham & St Peters
175 The Parade, Norwood SA 5067

Telephone 8366 4555
Email townhall@npsp.sa.gov.au
Website www.npsp.sa.gov.au
Socials  /cityofnpsp  @cityofnpsp



City of
Norwood
Payneham
& St Peters

1 CONFIRMATION OF MINUTES OF THE TRAFFIC MANAGEMENT & ROAD SAFETY COMMITTEE MEETING HELD ON 27 JANUARY 2026	3
2 PRESIDING MEMBER'S COMMUNICATION	3
3 COMMITTEE MEMBER DECLARATION OF INTEREST	3
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4.2 Deputation - Intersection of Henry Street and Frederick Street, Maylands	5
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6 OTHER BUSINESS	7
7 NEXT MEETING	7
8 CONFIDENTIAL REPORTS	7
9 CLOSURE	7

The Presiding Member declared the meeting open at 10.02am.

PRESENT

Committee Members Cr Kevin Duke (Presiding Member)
Cr Garry Knoblauch
Cr Hugh Holfeld
Mr Nick Meredith (Specialist Independent Member)
Mr Charles Mountain (Specialist Independent Member)

Staff Carlos Buzzetti (General Manager, Urban Planning & Environment)
Jordan Ward (Manager, Traffic & Integrated Transport)
Rebecca van der Pennen (Engineer, Traffic & Integrated Transport)
Elissa Stapleton (Engineer, Traffic & Integrated Transport)

APOLOGIES Mr Shane Foley (Specialist Independent Member)

1 CONFIRMATION OF MINUTES OF THE TRAFFIC MANAGEMENT & ROAD SAFETY COMMITTEE MEETING HELD ON 27 JANUARY 2026

Mr Nick Meredith moved:

That the Minutes of the Traffic Management & Road Safety Committee Meeting held on 27 January 2026 be taken as read and confirmed.

Seconded by Cr Knoblauch and carried.

2 PRESIDING MEMBER'S COMMUNICATION

Nil

3 COMMITTEE MEMBER DECLARATION OF INTEREST

Nil

4 DEPUTATIONS

4.1 DEPUTATION - INTERSECTION OF HENRY STREET AND FREDERICK STREET, MAYLANDS

SPEAKER/S

Mr Andrew Cave

ORGANISATION/GROUP REPRESENTED BY SPEAKER/S

Not Applicable.

COMMENTS

Mr Andrew Cave has written to the Committee requesting that he be permitted to address the Committee in relation to the intersection of Henry Street and Frederick Street, Maylands.

In accordance with the *Local Government (Procedures at Meetings) Regulations 2013*, Mr Andrew Cave has been given approval to address the Committee.

Mr Andrew Cave addressed the Committee on this matter.

4.2 DEPUTATION - INTERSECTION OF HENRY STREET AND FREDERICK STREET, MAYLANDS

SPEAKER/S

Ms Julie Kushnir

ORGANISATION/GROUP REPRESENTED BY SPEAKER/S

Not Applicable.

COMMENTS

Ms Julie Kushnir has written to the Committee requesting that she be permitted to address the Committee in relation to the intersection of Henry Street and Frederick Street, Maylands.

In accordance with the *Local Government (Procedures at Meetings) Regulations 2013*, Ms Julie Kushnir has been given approval to address the Committee.

Ms Julie Kushnir addressed the Committee on this matter.

4.3 DEPUTATION - TRAFFIC MANAGEMENT IN STAPLETON STREET, PAYNEHAM SOUTH AND FIRLE

SPEAKER/S

Ms Luisa Mercurio

ORGANISATION/GROUP REPRESENTED BY SPEAKER/S

Not Applicable.

COMMENTS

Ms Luisa Mercurio has written to the Committee requesting that she be permitted to address the Committee in relation to traffic management in Stapleton Street, Payneham South and Firle.

In accordance with the *Local Government (Procedures at Meetings) Regulations 2013*, Ms Luisa Mercurio has been given approval to address the Committee.

Ms Luisa Mercurio addressed the Committee on this matter.

5 STAFF REPORTS

Nil

6 OTHER BUSINESS

Nil

7 NEXT MEETING

Tuesday, 14 July 2026

8 CONFIDENTIAL REPORTS

Nil

9 CLOSURE

There being no further business, the Presiding Member declared the meeting closed at 10.30am.

Cr Kevin Duke
PRESIDING MEMBER

Minutes Confirmed on _____
(date)

15 OTHER BUSINESS

16 CONFIDENTIAL REPORTS

16.1 PAYNEHAM MEMORIAL SWIMMING CENTRE

RECOMMENDATION 1

That pursuant to Section 90(2) and (3) of the Local Government Act 1999 the Council orders that the public, with the exception of the Council staff present, be excluded from the meeting on the basis that the Council will receive, discuss and consider:

- (d) commercial information of a confidential nature (not being a trade secret) the disclosure of which -
 - (i) could reasonably be expected to prejudice the commercial position of the person who supplied the information, or to confer a commercial advantage on a third party; and*
 - (ii) would, on balance, be contrary to the public interest.**

and the Council is satisfied that, the principle that the meeting should be conducted in a place open to the public, has been outweighed by the need to keep the receipt/discussion/consideration of the information confidential.

16.2 CONFIDENTIAL ITEMS - PAYNEHAM MEMORIAL SWIMMING CENTRE AND RELATED MATTERS

RECOMMENDATION 1

That pursuant to Section 90(2) and (3) of the Local Government Act 1999 the Council orders that the public, with the exception of the Council staff present, be excluded from the meeting on the basis that the Council will receive, discuss and consider:

- (b) information the disclosure of which -
 - (i) could reasonably be expected to confer a commercial advantage on a person with whom the council is conducting, or proposing to conduct, business, or to prejudice the commercial position of the council; and*
 - (ii) would, on balance, be contrary to the public interest.**
- (d) commercial information of a confidential nature (not being a trade secret) the disclosure of which -
 - (i) could reasonably be expected to prejudice the commercial position of the person who supplied the information, or to confer a commercial advantage on a third party; and*
 - (ii) would, on balance, be contrary to the public interest.**
- (k) tenders for the supply of goods, the provision of services or the carrying out of works.*

and the Council is satisfied that, the principle that the meeting should be conducted in a place open to the public, has been outweighed by the need to keep the receipt/discussion/consideration of the information confidential.

16.3 TRINITY VALLEY STORMWATER DRAINAGE UPGRADE

RECOMMENDATION 1

That pursuant to Section 90(2) and (3) of the Local Government Act 1999 the Council orders that the public, with the exception of the Council staff present, be excluded from the meeting on the basis that the Council will receive, discuss and consider:

- (b) information the disclosure of which -
 - (i) could reasonably be expected to prejudice the commercial position of the council; and*
 - (ii) would, on balance, be contrary to the public interest.**

by the disclosure of sensitive commercial financial information and the Council is satisfied that, the principle that the meeting should be conducted in a place open to the public, has been outweighed by the need to keep the receipt/discussion/consideration of the information confidential.

16.4 RICHMOND STREET BIKEWAY (STAGE 1)

RECOMMENDATION 1

That pursuant to Section 90(2) and (3) of the Local Government Act 1999 the Council orders that the public, with the exception of the Council staff present, be excluded from the meeting on the basis that the Council will receive, discuss and consider:

(b) information the disclosure of which -

- (i) could reasonably be expected to confer a commercial advantage on a person with whom the council is conducting, or proposing to conduct, business, or to prejudice the commercial position of the council; and*
- (ii) would, on balance, be contrary to the public interest.*

and the Council is satisfied that, the principle that the meeting should be conducted in a place open to the public, has been outweighed by the need to keep the receipt/discussion/consideration of the information confidential.

16.5 ST PETERS CHILD CARE CENTRE & PRE-SCHOOL

RECOMMENDATION 1

That pursuant to Section 90(2) and (3) of the Local Government Act 1999, the Council orders that the public, with the exception of the Council staff present, be excluded from the meeting on the basis that the Council will receive, discuss and consider:

- (a) information the disclosure of which would involve the unreasonable disclosure of information concerning the personal affairs of any person (living or dead).*

and the Council is satisfied that, the principle that the meeting should be conducted in a place open to the public, has been outweighed by the need to keep the receipt/discussion/consideration of the information confidential.

17 CLOSURE