

Kadaltilla

Adelaide Park Lands Authority



BOARD MEETING AGENDA

Thursday, 28 August 2025 at 4.45 pm
Colonel Light Room, Adelaide Town Hall

Kadaltilla / Adelaide Park Lands Authority

Board Meeting Agenda, Thursday, 28 August 2025 at 4.45 pm
Colonel Light Room, Adelaide Town Hall

Membership	The Lord Mayor 4 other members appointed by the Council 5 members appointed by the Minister for Planning
Quorum	6
Presiding Member	The Right Honourable the Lord Mayor, Dr Jane Lomax-Smith
Deputy Presiding Member	Elinor Walker
Board Members	Kirsty Bevan Allison Bretones Ashley Halliday Justyna Jochym Stephanie Johnston Warwick Keates Mitzi Nam Councillor Keiran Snape
Proxy Board Members	Councillor Henry Davis, for Councillor Keiran Snape Dennis Rigney, for Mitzi Nam Sarah Russo, for Stephanie Johnston

Agenda

1. Welcome and Opening

1.1 Acknowledgement of Country

At the opening of the Board Meeting, the Board member presiding will state:

‘Kadaltilla / Adelaide Park Lands Authority acknowledges that we are meeting on traditional Country of the Kaurna people of the Adelaide Plains and pays respect to Elders past and present. We recognise and respect their cultural heritage, beliefs and relationship with the land. We acknowledge that they are of continuing importance to the Kaurna people living today.

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

1.2 Apologies

Board Members -	Allison Bretones Ashley Halliday Justyna Jochym Stephanie Johnston
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1.3 Confirmation of Minutes

The Minutes for the meeting of the Kadaltilla / Adelaide Park Lands Authority Board adjourned on 17 July 2025 and reconvened on 28 August 2025, will be presented for confirmation to the Kadaltilla / Adelaide Park Lands Authority Board at its meeting to be held on 18 September 2025.

1.4 Out-of-Session Resolution

On 14 August 2025, the Kadaltilla / Adelaide Park Lands Authority Board was presented with the following recommendation to consider out of session, in accordance with clause 4.8.4 of the Kadaltilla Charter:

That the Kadaltilla / Adelaide Park Lands Authority:

1. Notes the decision of the Board on Thursday, 22 May 2025 in relation to the date and theme of the Kadaltilla Annual Community Forum and roving pop ups cannot be enacted as it no longer meets the requirements of the Kadaltilla Charter, due to external circumstances.
2. Revokes the decision of the Kadaltilla / Adelaide Park Lands Authority Board made at its meeting held on Thursday, 22 May 2025 in relation to item 6.2 – Proposed Dates and Location(s) for the Kadaltilla 2025 Annual Community.
3. Approves the date, time, location and theme of the 2025 Kadaltilla Annual Community Forum at SuperCycle Sunday 2025 to be:
 - 3.1. Date: Sunday, 14 September 2025
 - 3.2. Time: 10:00am to 2:00pm
 - 3.3. Location: Light Square / Wauwi
 - 3.4. Theme: "Cycles & Stories".
4. Approves the date, time and location of the roving pop-up to be:
 - 4.1. Date: Thursday, 18 September 2025
 - 4.2. Time: 3:30pm-4:30pm - prior to the September Kadaltilla Board Meeting
 - 4.3. Location: Adelaide Botanic Gardens.

The resolution was carried and is a valid and effectual decision of the Kadaltilla / Adelaide Park Lands Authority Board.

2. Conflict of Interest

3. Presiding Member Report (verbal)

4. Deputations

Nil

5. Items for Board Discussion

- | | | |
|------------|--|--------|
| 5.1 | Workshop - Park Lands Leasing and Licensing Policy | 5 - 14 |
|------------|--|--------|

6. Items for Board Decision

- | | | |
|------------|--|---------|
| 6.1 | Kadaltilla / Adelaide Park Lands Authority Annual Report 2024/2025 | 15 - 34 |
|------------|--|---------|

7. Items for Noting

- | | | |
|------------|--|---------|
| 7.1 | Introduction of the Biodiversity Act 2025 (SA) | 35 - 47 |
|------------|--|---------|

8. Other Business

9. Meeting Close

Kadaltilla

Adelaide Park Lands Authority

Workshop - Park Lands Leasing and Licensing Policy

**Thursday, 28 August 2025
Board Meeting**

Author:

Jennifer Kalionis, Associate
Director City Culture

Public

Purpose of Workshop

The workshop's purpose is to seek feedback on Guiding Principles to inform an update to the Adelaide Park Lands Leasing and Licensing Policy (Policy), which was adopted in January 2016.

A Park Lands Leasing and Licensing Policy is a tool for managing community assets in a fair and equitable manner, and ensuring they serve the community effectively.

The City of Adelaide (CoA) currently manages 62 Park Lands Lease and Licence Agreements with commercial organisations, government agencies, educational institutions, and community (not-for-profit) organisations for periods of more than 12 months.

These agreements enable community-led services to deliver broad community benefits, including improved personal health and social connections. Combined with commercial service providers, these services assist the community in experiencing cultural, recreational, and sports activities in the Adelaide Park Lands.

Administration has previously workshopped amendments to the Policy with Kadaltilla / Adelaide Park Lands Authority (Kadaltilla) and Council Members, leading to public consultation on a Draft Policy in 2022.

Following feedback from Council Members in October 2023 and April 2024, amendments to the Policy were deferred, while the Adelaide Park Lands Community Buildings (Sport and Recreation) Policy was developed and adopted in December 2024.

Feedback from the Board will be summarised and presented to Council Members at a workshop in October 2025, which will inform an update to the Policy for subsequent consideration.

Key Questions

1. What are Kadaltilla's views on the Guiding Principles proposed for the Adelaide Park Lands Leasing and Licensing Policy?
2. Are there any other aspects that Administration should consider?

- END OF REPORT -

Adelaide Park Lands Leasing and Licensing Policy

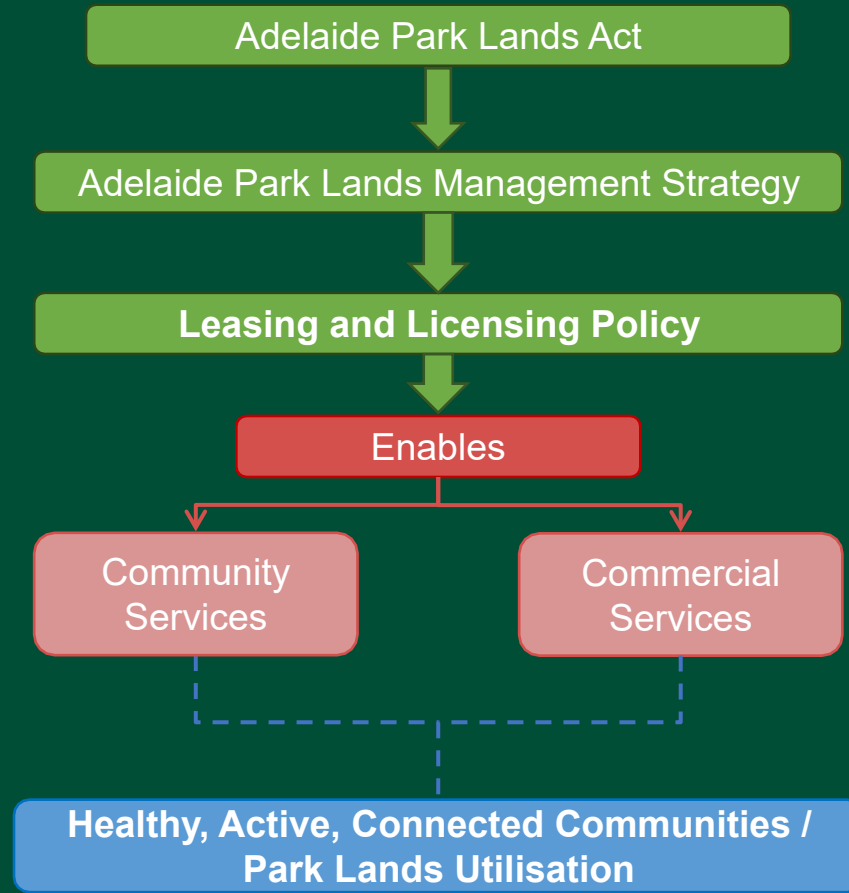
Seeking feedback on Guiding Principles to
inform an update to the Adelaide Park Lands
Leasing and Licensing Policy.

City Culture
Jennifer Kalionis

Kadaltilla
Adelaide Park Lands Authority



Strategic Context



- A Leasing and Licensing Policy enables responsible, fair and transparent management of community land for public benefit.
- Currently, over 60 Park Lands community and commercial lease and licence agreements support a wide range of services, improving community health, well-being, and social connection.
- Guiding Principles have been drafted to achieve a vision of Park Lands stewardship, which reflects contemporary practice.
- Administration is seeking advice on these Guiding Principles to inform an update to the Adelaide Park Lands Leasing and Licensing Policy.

Key Questions

Guiding Principles

What are Kadaltilla's views on the Guiding Principles proposed for the Adelaide Park Lands Leasing and Licensing Policy?

Other

Are there any other aspects that Administration should consider?

Policy Context

- The City of Adelaide currently manages 62 Park Lands Lease and Licence Agreements that are longer than 12 months:
 - Community organisations (25 agreements)
 - Educational institutions (17 agreements)
 - Commercial providers (14 agreements)
 - Government agencies (6 agreements)
- Many of these leases are for Park Lands buildings which are no longer fit for purpose. Redevelopment of these assets is guided by the Adelaide Park Lands Community Buildings (Sport and Recreation) Policy.
- The majority of agreements are for a five-year term.
 - Some exceptions eg Memorial Drive Tennis Club (50 years), Tennis SA (42 years), and SACA (42 years), have longer lease terms as a result of capital investments.
- Total income received in 2024/25 was \$976,332.
 - Five commercial lessees contribute over half of this income.
- Event Leases and Licences are considered separately.



Local & State Government – Best Practice

2020 review by Office for Recreation, Sport and Racing and the Local Government Association (SA) provided a Guide for Leasing and Licensing Sport and Community Facilities with best practise advice provided, including:

- Lease or Licence is an appropriate tool for occupation of community land for a period of greater than one year.
- Expression of Interest (EOI) is the best method for selecting a new lessee.
- Five years is a common lease or licence period.
 - Longer leases should be considered where the lessee is making a significant financial investment.
- Incorporating lease options is good practice, breaking up the term of longer agreements (eg. 5 + 5 years).
- Councils should assess the skills/competencies of lessees and sub-lessees.
 - Training and support can resolve some skill/competency gaps where required.
- Inspections and reviews should occur as least annually & maintenance responsibilities should be clearly defined.
- Benchmarking fees and recommended fee models include which financial incentives to achieve outcomes eg good governance, optimal use, social inclusion.
- Rental income could contribute to a sinking fund to be reinvested back into community facilities.
- Typical services provided by councils to Community lessees include facility maintenance & management support, club development support, grant assistance and capital funding.

Draft Guiding Principles

Strategic Alignment	Sustainability and Stewardship	Inclusive and Equitable Access	Good Governance
- Alignment with: - CoA Strategic Plan - APLMS - CLMP - Integrated Climate Strategy - Adelaide Park Lands Act - CoA Cultural Policy - Prioritise community benefit	- Shared asset responsibilities - Sustainable fees to enable Park Lands re-investment - Optimised use of facilities - Climate adaptation and greening incentives	- Welcoming environments - Fee structures aligned to: - building asset values - levels of exclusiveness - maintenance responsibilities - city centrality	- Transparent lessee selection through EOI - Clarity of EOI exemptions - Timely decision-making - Alignment with legislation - Tenure linked to investment - Annual reporting - Capacity building

Key Questions

Guiding Principles

What are Kadaltilla's views on the Guiding Principles proposed for the Adelaide Park Lands Leasing and Licensing Policy?

Other

Are there any other aspects that Administration should consider?

Next Steps

- Oct 2025 - Workshop with Council Committee
- Nov 2025 - Draft Policy to Kadaltilla
- Feb 2026 - Draft Policy to Council Committee
- Feb / March 2026 – Public Consultation
- May 2026 – Consultation findings to Kadaltilla
- June 2026 – Final Policy of Council for Adoption

Thank You.





Adelaide Park Lands Authority

Kadaltilla / Adelaide Park Lands Authority Annual Report 2024/2025

Thursday, 28 August 2025
Board Meeting

Author: Sarah Gilmour,
Associate Director Park
Lands, Policy & Sustainability

Public

Purpose

The purpose of this report is to present the Kadaltilla / Adelaide Park Lands Authority (Kadaltilla) Annual Report 2024/25 (Annual Report) in accordance with the *Local Government Act 1999* (SA), the *Adelaide Park Lands Act 2005* (SA), and the Kadaltilla Charter.

The Annual Report details the advice and operations of Kadaltilla against its Annual Business Plan and Budget 2024/25 ([Link 1](#)) and its Strategic Plan 2023-2028 ([Link 2](#)).

The final Annual Report will incorporate the Audited Financial Statements of Kadaltilla from 1 July 2024 through 30 June 2025, subject to review by the Audit and Risk Committee on 24 September 2025.

Subject to Kadaltilla's consideration, the Annual Report will be included in the City of Adelaide's Annual Report and made available separately on the Kadaltilla web page.

In accordance with Kadaltilla's Charter, the annual review of the contents of the Strategic Plan 2023-2028 is complete and no changes are proposed.

Recommendation

THAT THE KADALTILLA / ADELAIDE PARK LANDS AUTHORITY ADVISES THE STATE GOVERNMENT AND COUNCIL:

That the Kadaltilla / Adelaide Park Lands Authority:

1. Approves the Kadaltilla / Adelaide Park Lands Authority Annual Report 2024/25 as contained in **Attachment A** to Item 6.1 on the Agenda for the meeting of the Board of the Kadaltilla / Adelaide Park Lands Authority held on 28 August 2025.
2. Approves the Chief Executive Officer, or delegate, incorporating the Audited Financial Statements of Kadaltilla from 1 July 2024 through 30 June 2025 into the Kadaltilla / Adelaide Park Lands Authority Annual Report 2024/25 as contained in **Attachment A** to Item 6.1 on the Agenda for the meeting of the Board of the Kadaltilla / Adelaide Park Lands Authority held on 28 August 2025, subject to review by the Audit and Risk Committee on 24 September 2025.
3. Notes the requirement, under Clause 6.4.1(c) of the Kadaltilla Charter, to undertake an annual review of the Kadaltilla Strategic Plan in consultation with Council.
4. Approves that no amendments are required to be made to the Kadaltilla 2023–2028 Strategic Plan.
5. Authorises the Chief Executive Officer, or delegate, to provide a copy to Council and the Minister of Planning as the Minister responsible for the *Adelaide Park Lands Act 2005* (SA).
6. Authorises the Chief Executive Officer, or delegate, to make minor, technical or typographical changes to the Kadaltilla / Adelaide Park Lands Authority Annual Report for the 2024/25 financial year as contained in Attachment A to Item 6.1 on the Agenda for the meeting of the Board of the Kadaltilla / Adelaide Park Lands Authority held on 28 August 2025.

Implications

Adelaide Park Lands Management Strategy 2015-2025	Adelaide Park Lands Management Strategy 2015-2025 The Kadaltilla / Adelaide Park Lands Authority (Kadaltilla) Annual Report reviews performance measures and key achievements against the Adelaide Park Lands Management Strategy (APLMS) objectives to ensure that the APLMS aligns with the principles of the <i>Adelaide Park Lands Act 2005</i> .
2023-2028 Strategic Plan	Kadaltilla / Adelaide Park Lands Authority 2023-2028 Strategic Plan Strategic Plan Alignment – Expert Advice 4.1 Provide advice on plans, projects, and policies for the Adelaide Park Lands 4.2 Engage with City of Adelaide and State Government including input into State Government initiatives 4.3 Review leasing and licensing and event management policies together with other relevant Park Lands use policies
City of Adelaide Strategies	The Strategic Plan supports the City of Adelaide's Strategic Plan 2024 - 2028: <i>Our Environment: "The status, attributes and character of our green spaces and the Park Lands are protected and strengthened."</i> The Strategic Plan is also consistent with the City Plan, Stretch Reconciliation Action Plan and Integrated Climate Strategy.
Policy	The Annual Report is a requirement of the <i>Local Government Act 1999 (SA)</i> , <i>Adelaide Park Lands Act 2005 (SA)</i> , and the Kadaltilla Charter. Kadaltilla's Charter requires the Authority to prepare an Annual Report and complete an annual review of its Strategic Plan 2024-2028.
Consultation	Not as a result of this report
Resource	Not as a result of this report
Risk / Legal / Legislative	Kadaltilla is required to prepare an Annual Report to meet its legislative obligations under Schedule 2 – Provisions applicable to subsidiaries, Clause 12 – Reporting, of the <i>Local Government Act 1999 (SA)</i> and the <i>Adelaide Park Lands Act 2005 (SA)</i> .
Design	Not as a result of this report
Opportunities	To promote Kadaltilla's achievement against the APLMS and its Strategic Plan, and to identify opportunities for performance improvement.
City of Adelaide Budget Allocation	Not as a result of this report
Capital Infrastructure Projects	Not as a result of this report
Life of Project, Service, Initiative or (Expectancy of) Asset	Not as a result of this report
Ongoing Costs (eg maintenance cost)	Not as a result of this report
Other Funding Sources	Not as a result of this report

Discussion

Purpose

1. The purpose of this report is to present the Kadaltilla / Adelaide Park Lands Authority (Kadaltilla) Annual Report 2024/25 (Annual Report) in accordance with the *Local Government Act 1999* (SA), the *Adelaide Park Lands Act 2005* (SA), and the Kadaltilla Charter.

Background

2. In accordance with section 6.7 of the Kadaltilla Charter, Kadaltilla must, by 30 September in each financial year, submit to both Council and the Minister for Planning, the Hon. Nick Champion MP, who is responsible for the *Adelaide Park Lands Act 2005* (SA), an Annual Report on its work and operations during the preceding financial year.
3. The Annual Report must:
 - 3.1. Report on the work and operations of Kadaltilla for the preceding financial year (2024/25).
 - 3.2. Detail Kadaltilla's achievements against the aims and objectives of the Adelaide Park Lands Management Strategy, and its Annual Business Plan and Budget for that year.
 - 3.3. Incorporate the Audited Financial Statements of Kadaltilla.
 - 3.4. Incorporate any other reports required by the City of Adelaide (of which there are none).
4. The Kadaltilla Charter, under section 6.4, provides that Kadaltilla shall review the contents of its Strategic Plan annually in consultation with the Council.
5. Kadaltilla has previously received separate reports on:
 - 5.1. progress against its Annual Business Plan and Budget; and
 - 5.2. the annual review of its Strategic Plan.

In 2025/26 a consolidated Annual Report is presented for approval.

Annual Report

6. Kadaltilla's Annual Report 2024/25 (**Attachment A**) demonstrates the requirements of Kadaltilla's Charter and Annual Business Plan and Budget 2024/25 have been addressed.
7. The Annual Report focusses on the Kadaltilla's:
 - 7.1. 'Core Responsibility' to provide advice to both Council and the State Government on matters pertaining to the Adelaide Park Lands.
 - 7.2. 'Supporting Responsibilities' including maintenance of appointments, review of its Charter and preparation of an Annual Business Plan and Budget.
8. Highlights for 2024/25 financial year include:
 - 8.1. Approved the Adelaide Park Lands Management Strategy - Towards 2036 (APLMS) on 24 October 2024.
 - 8.2. Support the provision of eight funding recommendations through the City of Adelaide and the State Government for initiatives in the Kadaltilla Strategic Plan 2023-28.
 - 8.3. Supported the preferred concept design options for Pelzer Park / Pityarilla (Park 19) and Blue Gum Park / Kurangga (Park 20).
 - 8.4. Supported the 21-year Park Lands Community Lease Agreement with the Adelaide Community Sports and Recreation Association and the Detailed Design for the community sports facilities at Golden Wattle Park / Mirnu Wirra (Park 21 West).
9. As part of its core responsibilities, Kadaltilla held 11 meetings between 1 July 2024 and 30 June 2025, received 37 reports and 12 presentations, and arranged three Adelaide Park Lands site tours. This included review of, support for, or advice regarding:
 - 9.1. Endorsed the City of Adelaide's Glen Osmond Road, Hutt Road and Carriageway Park / Tuthangga (Park 17) Improvements concept.

- 9.2. Endorsed Council to enter lease negotiations for the sports buildings, playing fields and courts located in Carriageway Park / Tuthangga (Park 17) with Touch Football South Australia, and in Blue Gum Park / Kurangga (Park 20) with Pulteney Grammar School.
- 9.3. Received regular updates from the City of Adelaide on the World Heritage Tentative List Submission for the Adelaide Park Lands and Rural Settlement Landscapes
- 9.4. Provided feedback to the Department for Infrastructure and Transport on the Tram Grade Separation Project.
- 9.5. Provided feedback to the State Planning Commission on the Greater Adelaide Regional Plan Consultation.
- 9.6. Reviewed the City of Adelaide's Adelaide Park Lands Biodiversity Digital Reporting Framework.
- 9.7. Provided the City of Adelaide with feedback on the Adelaide Park Lands Community Buildings (Sport and Recreation) Policy.
- 9.8. Drafted a submission on the Festival Plaza Code Amendment Consultation.
- 9.9. Noted the progress updates provided for financial year 2023/24 of the Kadaltilla 2023-2028 Strategic Plan.
- 9.10. Noted the tenancy status of the North Adelaide Railway Station in Possum Park / Pirltawardli (Park 1) and proposed approaches to activating the premises in the short and long term.
- 9.11. Endorsed the lease negotiations for a five-year Park Lands Community Lease Agreement with the Adelaide Archery Club for the community building and playing fields located in Bullrush Park / Warnpangga (Park 10).
- 9.12. Endorsed the concept designs for the sports ground lighting upgrade at Gladys Elphick Park / Narnungga (Park 25).
- 9.13. Provided feedback on the City of Adelaide's Cultural Policy Discussion Paper – Culture: The Life of Our City.
- 9.14. Noted the outcomes of phase 2 consultation on the draft Light Square / Wauwi Master Plan and the high level of stakeholder support for draft Option 1.
- 9.15. Endorsed the City of Adelaide progressing negotiations and executing a revised Royal Adelaide Show Parking – Executed Deed of Agreement.
- 9.16. Endorsed lease negotiations with Christian Brothers College for five-year Park Lands Community Lease Agreements for the sports buildings, playing fields and sports courts located in King Rodney Park / Ityamai-itpina (Park 15) and Carriageway Park / Tuthangga (Park 17).
- 9.17. Noted the Adelaide Park Lands Dry Area Regulation Evaluation report and the prioritisation of the development of a plan for implementing the recommended actions.
- 9.18. Provided the City of Adelaide with feedback on the Botanic Creek Rehabilitation project.
- 9.19. Provided feedback to the South Australian Motor Sport Board on the proposed area for the World Solar Challenge event and the proposed period of time that works for the event will cover.
- 9.20. Provided feedback to the Premier and the Minister of Planning to express the Board's concerns regarding the *North Adelaide Public Golf Course Bill 2025 (SA)*.
- 9.21. Provided feedback to the South Australian Motor Sport Board on the 2025 bp Adelaide Grand Final consultation.
- 9.22. Provided feedback to the Adelaide City Football Club on the Lessee's proposed redevelopment of the community buildings located in Peppermint Park / Wita Wirra (Park 18) and Pelzer Park / Pityarilla (Park 19).
- 9.23. Adopted the Kadaltilla Annual Report for the 2023/24 financial year.
- 9.24. Noted the Adelaide Aquatic Centre Redevelopment Update.
10. As part of its supporting responsibilities, Kadaltilla:
 - 10.1. Undertook three field trips in August 2024, February 2025 and June 2025 to Carriageway Park/Tuthangga (Park 17), Victoria Park/Pakapakanthi (Park 16), and Rymill Park / Murlawirrapurka (Park 14).

- 10.2. Held a Community Forum across four days in August to October 2024 in Victoria Park / Pakapakanthi (Park 16), Hindmarsh Square / Mukata, Mistletoe Park / Tainmuntilla (Park 11), and Lefevre Park / Nantu Wama (Park 6).
- 10.3. Approved the date and theme of the 2025 Annual Community Forum.
- 10.4. Approved the Kadaltilla 2025 meeting dates.
- 10.5. Endorsed the Kadaltilla Annual Business Plan and Budget 2025/26.
- 10.6. Launched a Facebook and LinkedIn Kadaltilla social media page in September 2024.
- 10.7. Redesigned its website in 2025 to identify its responsibilities, membership, and provide access to important documents such as Annual Reports.
- 10.8. Provided Quarterly Financial Reports to the City of Adelaide's Audit and Risk Committee as part of its quarterly budget review process.

Annual Review of the Strategic Plan 2023-2028

11. In accordance with section 6.4 of the Kadaltilla Charter, an annual review of the contents of the Strategic Plan 2023-2028 is complete. The review identifies:
 - 11.1. Messages from the Presiding Member and Deputy Presiding Member remain relevant.
 - 11.2. The role of Kadaltilla in the Governance of the Adelaide Park Lands remains unchanged.
 - 11.3. The strategy content remains consistent with Kadaltilla's strategic priorities and objectives.
12. Noting the finalisation of the APLMS – Towards 2036 is scheduled for August 2025, it is proposed that the Strategic Plan 2023-2028 priority projects are revisited as part of the annual review for 2025/26.
13. Accordingly, no amendments are recommended as a consequence of the 2024/25 annual review process.

Next Steps

14. The Annual Report will incorporate the Audited Financial Statements of Kadaltilla for 2024/25, subject to review by the Audit and Risk Committee on 24 September 2025.
15. These statements will be circulated to Board Members for their reference, and a copy of the Annual Report (incorporating the Audited Financial Statements) will be furnished to both the Council and the Minister for Planning in accordance with the *Adelaide Park Lands Act 2005* (SA).
16. In accordance with section 6.4.1.c) of the Kadaltilla Charter, Council will be consulted on the contents of the current Strategic Plan 2023-2028 through consideration of the Annual Report. Council's feedback will be circulated to Board Members through the portal for their reference.
17. The finalised version of the Annual Report will be:
 - 17.1. Included in the City of Adelaide's Annual Report 2024/25 as required under the *Local Government Act 1999* (SA).
 - 17.2. Made available on the City of Adelaide's Kadaltilla / Adelaide Park Lands Authority web page.

Data and Supporting Information

Link 1 – [Kadaltilla / Adelaide Park Lands Authority Annual Business Plan and Budget 2024/25](#)

Link 2 – [Kadaltilla Strategic Plan 2023-2028](#)

Attachments

Attachment A – Kadaltilla / Adelaide Park Lands Authority 2024/25 Annual Report

- END OF REPORT -

Kadaltilla[®]
Adelaide Park Lands Authority

2024/25
Annual Report





Acknowledgement of Country

The Kadaltilla/Adelaide Park Lands Authority (Kadaltilla) acknowledges the Kurna people as the traditional owners of the Adelaide Plains and pays respect to Elders past and present. Kadaltilla recognises and respects the cultural heritage, beliefs and relationship which the Kurna people have with the land and acknowledges that they are of continuing importance to the Kurna people living today.

Kadaltilla extends that respect to other Aboriginal Language Groups and other First Nations.

Kadaltilla is the principal advisor to both the Council and the State Government on the protection, management, enhancement and promotion of the Adelaide Park Lands.

Kadaltilla is a traditional Kurna word meaning Green place/Green lands/Parklands.

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Message from the Presiding Member



Almost 200 years ago, Colonel William Light imagined a city like no other.

South Australia's first Surveyor-General envisaged a city wrapped in a green

belt of parks and gardens for the residents within it to enjoy.

His vision endures today in the Adelaide Park Lands, and it's the role of Kadaltilla to ensure our 764 hectares of open space remain protected, improved and thoughtfully maintained amid our ever-changing city.

Over the past year, Kadaltilla has continued its work providing timely and strategic advice across a wide range of proposals, from motorsport events to parking for the Royal Adelaide Show.

We received 37 reports and 13 presentations, as well as undertaking three field trips to Carriageway Park/Tuthangga (Park 17), Victoria Park/Pakapakanthi (Park 16), and Rymill Park/Murlawirrapurka (Park 14) to inspect cultural burn sites and parcels of Park Lands.

Over the past 12 months, Kadaltilla continued to provide strategic advice across a wide range of proposals informed by the aspirations of the Adelaide Park Lands Management Strategy (APLMS).

This plan acts as a guide to preserving the environmental, cultural, recreational and social benefits of the Park Lands, something that makes Adelaide one of the world's most liveable cities.

We created dynamic and tranquil spaces, improved connectivity, ensured our Park Lands were attracted and well maintained and built on their sustainability: all key outcomes of the APLMS.

We backed the City of Adelaide's plans to improve community infrastructure, including redeveloping clubrooms in Golden Wattle Park/Mirnu Wirra (Park

21 West), and backed a lease with long-term Park Lands users, such as the Adelaide Archery Club in Bullrush Park/Warnpangga (Park 10).

In Gladys Elphick Park/Narnungga (Park 25), we endorsed concept plans for new sports lighting that meets modern standards while protecting the cultural and natural character of the site.

Kadaltilla also contributed to the strategic direction of major events like the World Solar Challenge and the 2025 bp Adelaide Grand Final. Our advice helped strike a careful balance between event delivery and protecting public access, amenity, and greening across the Park Lands.

We progressed long-term planning for the redevelopment of community facilities in Peppermint Park/Wita Wirra (Park 18) and Pelzer Park/Pityarilla (Park 19), and supported heritage activation of the North Adelaide Railway Station through a short-term lease and future expression of interest process.

Importantly members interrogated landscaping design, tree species and infrastructure design.

Finally, we were updated on the New Adelaide Aquatic Centre redevelopment, including the finalisation of the 42-year lease and ongoing work to deliver high-quality open space outcomes for Denise Norton Park/Pardipardinyilla (Park 2) and its surrounds.

These highlights are just some of the ways Kadaltilla is working to ensure our Park Lands remain inclusive, vibrant, and protected – a true legacy for generations to come.

As we move closer to our city's bicentennial in 2036, we remain firmly focused on upholding the vision of Colonel Light: to provide open space for all who live, work and play in Adelaide.

Dr Jane Lomax-Smith
The Right Honourable the Lord Mayor of Adelaide

Purpose of the Annual Report

This Annual Report details the advice and operations of the Kadaltilla/Adelaide Park Lands Authority (Kadaltilla) against its Business Plan and Budget 2024–2025 and incorporates the audited financial statements of Kadaltilla for the year ended 30 June 2025 (Attachment A). This document relates to the financial year from 1 July 2024 through 30 June 2025.

The business of Kadaltilla is reported against the following five Outcomes of the Adelaide Park Lands Management Strategy 2015–2025:

Dynamic, Active and Tranquil Places

Places of activity, creativity and tranquillity for everyone that support our changing lifestyles, health and wellbeing, addressing:

- Facilities and infrastructure that encourage outdoor recreation and sport
- Destinations and attractions in the Park Lands
- Creation of activity hubs to support a diverse range of recreational needs
- The Park Lands as a visitor and tourist attraction
- Management of activities and events
- Enhancement of buildings.

Connected Places and Spaces

A system of connected and legible places and spaces enabling safe movement via paths and trails linking the city to the suburbs, hills and coast, addressing:

- Greater connection of places and spaces through a network of shared paths for walking, cycling and running
- A hierarchy of path networks which link all parks, places and spaces within parks
- Connections linking the city and suburbs with the Park Lands
- Lighting of pathways, ovals and key recreational hubs to improve safety and increase use
- Improved wayfinding and interpretive signage
- Management of car parking on and around the Park Lands.

Welcoming and Attractive Places

Places of diverse landscapes and natural beauty providing a range of recreational, sensory and stimulating experiences of discovery, addressing:

- Establishment of a cohesive Park Lands identity
- Landscaped entry points and edges to welcome and draw people into the Park Lands
- Enhancement of natural, ornamental and cultural landscapes.

Sustainable and Enduring Places

Places that thrive in the face of a changing climate, addressing:

- Management of biodiversity
- Improved management of water and watercourses in the Park Lands
- Sustainable use of water
- Resilience in the face of changing climate
- Role of Park Lands in broader city carbon neutral targets and in managing Urban Heat Island effect.

Memorable and Distinctive Places

Places celebrating Adelaide's unique natural and cultural heritage, addressing:

- Protection and preservation of the Park Lands
- World Heritage nomination for the Park Lands
- Identification, protection and interpretation of Kaurna cultural and heritage sites
- Protection and interpretation of the cultural and environmental values of the Park Lands
- Protection and preservation of the National Heritage-listed Park Lands.



A review of the Adelaide Park Lands Management Strategy 2015–2025 was completed in 2024 in accordance with the requirements of the *Adelaide Park Lands Act 2005 (SA)*. The updated strategy, titled Adelaide Park Lands Management Strategy – Towards 2036, was approved by the Minister for Planning in June 2025 and will replace the previous strategy.

The Adelaide Park Lands Management Strategy – Towards 2036 sets out a refreshed vision and priorities, structured around three overarching goals:

1. Places and Spaces
2. Connections and Networks, and
3. Natural Systems, Cultural Landscapes, and Climate Resilience.

Through its clear vision, contemporary priorities, and focus on partnerships, the Strategy ensures the Adelaide Park Lands continue to deliver cultural, environmental, and recreational benefits aligned with community expectations and strategic goals.

The Role of Kadaltilla in the Governance of the Adelaide Park Lands

The Adelaide Park Lands Authority was established by the *Adelaide Park Lands Act 2005 (SA)* as a subsidiary of the City of Adelaide under the *Local Government Act 1999 (SA)* provisions. The inaugural meeting of the Authority was held on 7 February 2007 and its first full financial year of operation was 2007–2008. On 11 May 2023, the Minister approved a change to Kadaltilla’s Charter so that it would be branded as the ‘Kadaltilla/Adelaide Park Lands Authority’ (Kadaltilla).

Kadaltilla and its Board are the same entity.

The City of Adelaide manages about 80% of the Adelaide Park Lands. The State Government manages the remaining 20% which is predominantly comprised of the educational, institutional and biomedical precinct along North Terrace, but also includes the Adelaide Botanic Gardens and Botanic Park/Tainmuntilla.

Kadaltilla is the principal advisor to the City of Adelaide and the State Government on the protection, management, enhancement and promotion of the Adelaide Park Lands.



Within the Governance and Planning Framework, Kadaltilla was established to undertake the following Functions, as set out in the *Adelaide Park Lands Act 2005 (SA)*:

1. To undertake a key policy role with respect to the management and protection of the Adelaide Park Lands
2. To prepare, and as appropriate, to revise the Adelaide Park Lands Management Strategy in accordance with the requirements of the *Adelaide Park Lands Act 2005 (SA)*
3. To provide comments and advice on any management plan prepared by the Adelaide City Council or a State Authority under the *Adelaide Park Lands Act 2005 (SA)* or the *Local Government Act 1999 (SA)* that relates to any part of the Adelaide Park Lands; and to monitor and, as appropriate, to provide comments, advice or reports in relation to the implementation or operation of any such plan
4. To provide comments or advice in relation to the operation of any lease, licence or other form of grant of occupation of land within the Adelaide Park Lands
5. On the basis of any request or on its own initiative, to provide advice to the Adelaide City Council or to the Minister on policy, development, heritage or management issues affecting the Adelaide Park Lands
6. To promote public awareness of the importance of the Adelaide Park Lands and the need to ensure that they are managed and used responsibly
7. To ensure that the interests of South Australians are taken into account, and that community consultation processes are established, in relation to the strategic management of the Adelaide Park Lands
8. To administer the Adelaide Park Lands Fund
9. To undertake or support other activities that will protect or enhance the Adelaide Park Lands, or in any other way promote or advance the objects of the *Adelaide Park Lands Act, 2005 (SA)*.

Kadaltilla Board Members

Membership

Pursuant to section 6 of the *Adelaide Park Lands Act 2005 (SA)*, membership of the Kadaltilla/Adelaide Park Lands Authority comprises:

- The Lord Mayor (as Presiding Member) or, if the Lord Mayor chooses not to be a member of Kadaltilla, a person appointed by the City of Adelaide (as the Presiding Member)
- Four other members appointed by the City of Adelaide
- Five members appointed by the Minister (one of whom will be the Deputy Presiding Member).

Current Appointments

In addition to the Lord Mayor, Jane Lomax-Smith as Presiding Member, the City of Adelaide appointees (expiring 31 December 2025) are:

- Councillor Keiran Snape (with Councillor Henry Davis as Deputy)
- Ms Allison Bretones
- Ms Justyna Jochym
- Ms Mitzi Nam
- Mr Dennis Rigney (as Deputy Member to Ms Mitzi Nam).

Current Ministerial appointees to the Board (expiring 31 March 2028) are:

- Ms Elinor Walker (Deputy Presiding Member)
- Mr Ashley Halliday
- Mr Warwick Keates
- Ms Kirsty Bevan
- Ms Stephanie Johnston
- Ms Sarah Russo (as Deputy to Ms Stephanie Johnston)

Change in Membership

Mr Craig Wilkins’s appointment to Kadaltilla concluded on 31 March 2025

Mr Ben Willsmore’s appointment to Kadaltilla concluded on 31 March 2025

Professor Emeritus Damien Mugavin’s appointment to Kadaltilla concluded on 31 March 2025

Mr Warwick Keates’s appointment to Kadaltilla commenced on 1 April 2025

Ms Kirsty Bevan’s appointment to Kadaltilla commenced on 1 April 2025

Ms Sarah Russo’s appointment to Kadaltilla commenced on 1 April 2025



Dr Jane Lomax-Smith AM
Presiding Member



Elinor Walker
Deputy Presiding Member



Justyna Jochym



Mitzi Nam



Ashley Halliday



Allison Bretones



Warwick Keates



Stephanie Johnston



Kirsty Bevan



Keiran Snape
Councillor

Highlights for the Year

Adelaide Park Lands Management Strategy – Towards 2036

In 2024–2025, Kadaltilla continued to follow the high-level aspirations for the future of the Adelaide Park Lands as outlined in the Adelaide Park Lands Management Strategy 2015–2025 (APLMS). The vision of the APLMS is to achieve a balanced approach to a diverse range of environmental, cultural, recreational and social values, activities and developments, whilst protecting and enhancing all resources. The APLMS aims to ensure that the Adelaide Park Lands will continue to provide a myriad of recreational and sporting opportunities and events for everyone to enjoy, enhancing physical and mental well-being and cementing Adelaide’s place as one of the planet’s most liveable cities.

On 23 May 2024, Kadaltilla endorsed the draft Adelaide Park Lands Management Strategy – Towards 2036 (APLMS – Towards 2036) for public consultation. The eight-week consultation period engaged over 400 people in person and received 140 written responses, including submissions from 26 organisations. Feedback showed strong support for prioritising greening, open space, cultural experiences, recreation, events, and safe connections.

Kadaltilla held a public hearing in July 2024 and reviewed the Consultation Engagement Report and proposed amendments in September 2024. The APLMS – Towards 2036 was endorsed by Kadaltilla in October 2024, approved by Council in November 2024, and by the Minister for Planning in June 2025.

The APLMS – Towards 2036 will be tabled in both Houses of Parliament in August 2025.

Approval of the Adelaide Park Lands Management Strategy – Towards 2036

Kadaltilla received **37** reports and **13** presentations

Kadaltilla undertook **3** field trips

Kadaltilla reviewed **5** lease agreements

Kadaltilla made **5** submissions

The following highlights for the year deliver on the five key outcomes from the APLMS.

- 1. Dynamic, active and tranquil places
- 2. Connected places and spaces
- 3. Welcoming and attractive places
- 4. Sustainable and enduring places
- 5. Memorable and distinctive places

Dynamic, active and tranquil places

Leasing Adelaide Park Lands Facilities

Leasing Adelaide Park Lands facilities to community and education groups supports the APLMS’s goal to promote active and passive recreation and aligns with the City of Adelaide Strategic Plan 2024–2028 by fostering wellbeing, social connection and active lifestyles.

In 2024–2025, Kadaltilla endorsed lease negotiations for community sports facilities with:

- Christian Brothers College in King Rodney Park/ Ityamai-itpina (Park 15) and Carriageway Park/ Tuthangga (Park 17)
- Adelaide Archery Club in Bullrush Park/ Warnpangga (Park 10)
- Adelaide Community Sports and Recreation Association (ACSARA) in Golden Wattle Park/ Mirnu Wirra (Park 21 West)
- Touch Football SA in Carriageway Park/Tuthangga (Park 17)
- Pulteney Grammar School in Blue Gum Park/ Kurangga (Park 20).

These agreements are supported by the relevant Community Land Management Plans and reflect a commitment to long-term community access and use.

Adelaide Park Lands Community Buildings (Sport and Recreation) Policy

The City of Adelaide has committed long-term funding to upgrade community buildings in the Adelaide Park Lands, supporting active lifestyles and inclusive participation in sport and recreation.

Kadaltilla contributed to the development of the Adelaide Park Lands Community Buildings (Sport and

Recreation) Policy, authorising a submission in September 2024. The policy reinforces alignment between investment in community facilities and the broader goals of the APLMS to protect, enhance and activate open space for future generations.

Gladys Elphick Park/Narnungga (Park 25) – Sports Ground Lighting Upgrades

The South Australian Cricket Association (SACA) holds a long-term lease over formal sporting facilities in Gladys Elphick Park / Narnungga (Park 25), with the current agreement in place until 2058.

In response to updated national sports lighting standards, SACA presented proposed lighting upgrades to Kadaltilla in November 2024. Kadaltilla endorsed the concept designs in February 2025, subject to key conditions including Cultural Monitoring during excavation, an environmental impact assessment, visual impact mitigation, and a commitment to community engagement.

North Adelaide Railway Station

The North Adelaide Railway Station (NARS), a State Heritage Place in Possum Park/Pirltawardli (Park 1), is the third-oldest railway station in South Australia, dating back to 1857. At its November 2024 meeting, Kadaltilla reviewed NARS tenancy and activation plans, noting plans for a 12-month lease with Renew Adelaide for immediate use and an Expression of Interest process in early 2025 to explore longer-term options. Kadaltilla considered community concerns regarding the site’s future.

Adelaide Archery Club – Adelaide Park Lands Lease Agreement

The Adelaide Archery Club holds a Park Lands Community Lease Agreement for 1.08 ha in Bullrush Park/Warnpangga (Park 10), where it has operated for 78 years. Affiliated with Archery Australia and Archery South Australia, the club offers beginner courses, training, competitions, and corporate events, instructing over 200 students annually.

At its November 2024 meeting, Kadaltilla endorsed the City of Adelaide to negotiate a five-year lease agreement with the club for the community building and playing fields in Bullrush Park.

Golden Wattle Park/Mirnu Wirra (Park 21 West) – Detailed Design and Lease Agreement

Kadaltilla supported a 21-year Park Lands Community Lease Agreement between the City of Adelaide and the Adelaide Community Sports and Recreation Association (ACSARA) for facilities at Golden Wattle Park/Mirnu Wirra (Park 21 West), reflecting ACSARA’s \$2.55 million contribution to redevelop the community building.

With over 88,000 annual users, the facilities play a vital role in community sport and recreation. Public consultation on the draft lease was held in March–April 2025, and Kadaltilla endorsed both the final agreement and the detailed building design in June 2025.

South Australian Motor Sport Board Event Consultation

In 2025, the South Australian Motor Sport Board consulted Kadaltilla on two major Adelaide Park Lands events under the *South Australian Motor Sport Act 1984 (SA)*. At its May 2025 meeting, Kadaltilla supported the World Solar Challenge (24–31 August 2025), welcoming its sustainability focus and requesting maintained public access and careful management of temporary fencing in Victoria Square/Tarntanyangga.

In June 2025, Kadaltilla reviewed plans for the 2025 bp Adelaide Grand Final (27 to 30 November 2025) at Victoria Park/Pakapakanthi (Park 16), encouraging greening and canopy enhancement, use of permeable pathways, improved public access to bikeways, and exploring legacy infrastructure opportunities, while addressing community concerns about impacts on the public realm.

Peppermint Park (Park 18) and Pelzer Park (Park 19) Community Sports Building Early Advice Prior to Design

At its meeting on 26 June 2025, a presentation was given to Kadaltilla by the Adelaide City Football seeking early advice from Kadaltilla on the Lessee’s proposed redevelopment of the community buildings located in Peppermint Park/Wita Wirra (Park 18) and Pelzer Park/Pityarilla (Park 19).

Adelaide Aquatic Centre Redevelopment Update

At its meeting on 26 June 2025, Kadaltilla received an update on the State Government’s Adelaide Aquatic Centre Redevelopment, noting the community oval concept renders and the Total Fixed Price Contract of \$14.14 million (GST exclusive) for the Council-funded works at Denise Norton Park/Pardipardinyilla (Park 2). Kadaltilla also acknowledged formal confirmation from the Clerks of the House of Assembly and Legislative Council that the 42-Year Park Lands Lease was tabled in both Houses of Parliament on 6 March 2025, with no motion for dis-allowance, in accordance with section 21 of the *Adelaide Park Lands Act 2005 (SA)*.

Ongoing administrative activities included planning for engagement with Barton Terrace West residents on a proposed tree planting plan, scheduled for the first quarter of 2025–2026.



Connected Places and Spaces

Kadaltilla 2024 Community Forum Consultation Report

The 2024 Kadaltilla Annual Community Forum was held from 31 August to 9 October 2024, featuring multiple pop-up sessions across four different locations. This format aimed to engage diverse community groups, including non-Park Lands users, under the theme ‘Rediscover Your Park Lands’.

Approximately 400 people attended in person, and 354 responses were collected. Of those who provided their residential suburb, 10% were City of Adelaide residents and 90% were visitors from outside the city. Popular Adelaide Park Lands locations identified included Victoria Park/Pakapakanthi (Park 16), Adelaide Botanic Gardens, and various recreation areas, noting that response patterns may have been influenced by forum locations.

Department for Infrastructure and Transport – Tram Grade Separation Project

At its meeting on 27 February 2025, Kadaltilla received a briefing from the State Government’s Tram Grade Separation Alliance on proposed upgrades to three level crossings along the Adelaide to Glenelg tram line.

Through collaboration with the Alliance, all temporary modifications previously proposed within the Adelaide Park Lands were removed. The revised proposal confines works to the existing tram corridor, avoiding any impact on the Adelaide Park Lands.

Initial plans for tram driver parking and infrastructure within the Adelaide Park Lands were replaced with an alternative city-based solution. This outcome reflects Kadaltilla’s strong advocacy for protecting the Adelaide Park Lands while supporting essential public transport upgrades.

Royal Show Park Lands Parking

The Royal Adelaide Show, first held in 1840, is South Australia’s longest-running ticketed event, attracting up to 500,000 visitors annually. Since 1926, the City of Adelaide has supported the event by providing temporary parking on the Adelaide Park Lands.

Parking is made available during the Show in Golden Wattle Park/Mirnu Wirra (Park 21W), Josie Agius Park/Wikaparntu Wirra (Park 22), and GS Kingston Park/Wirrarninthe (Park 23).

At its 30 April 2025 meeting, Kadaltilla noted the existing Parking Deed of Agreement and endorsed Council to negotiate a new agreement with similar terms, including a minimum 10% reduction in parking spaces (based on the 2022 baseline) and a continued commitment to prohibit parking in designated Biodiversity Areas.

Department for Infrastructure and Transport – Gantry Sign on Sir Donald Bradman Drive

At its meeting on 26 June 2025, Kadaltilla received a presentation from the Department for Infrastructure and Transport on the proposed construction of a Variable Messaging Sign (VMS) on Sir Donald Bradman Drive as part of the River Torrens to Darlington Project.

The VMS will support the Department for Infrastructure and Transport to alert motorists of the conditions on the North-South Motorway following completion of the River Torrens to Darlington Project, which will be accessible from the City via James Congdon Drive. The VMS is proposed to be constructed in the near term to assist in managing traffic during construction. Kadaltilla provided feedback on the proposed options to minimise the impact on the Adelaide Park Lands.



Welcoming and Attractive Places

The Festival Plaza Code Amendment

On 12 September 2024, the Department for Housing and Urban Development notified Kadaltilla of the Festival Plaza Code Amendment public consultation, which ran from 12 September to 24 October 2024.

Kadaltilla provided feedback at its 26 September 2024 meeting and formally endorsed its submission, outlining ten key points at the 24 October 2024 meeting. These focused on alignment with the *Adelaide Park Lands Act 2005 (SA)*, APLMS, protection of National Heritage Values under the *Environment Protection and Biodiversity Conservation Act 1999*, adherence to good planning principles under the *Planning, Development and Infrastructure Act 2016* and relevant State Planning Policies.

The Festival Plaza Code Amendment was finalised and adopted by the Minister for Planning on 9 January 2025.

Draft Light Square/Wauwi Master Plan

The draft Light Square/Wauwi Master Plan offers two pedestrian-focused options for a safer, greener, and more inclusive space. Phase 2 consultation (August–November 2024) included stakeholder meetings, community sessions, and an online survey with 220 responses. Option 1, proposing road reconfiguration and western access, received strong consultation support. At its February 2025 meeting, Kadaltilla endorsed Option 1 based on the consultation outcomes.

Adelaide Park Lands Dry Area Regulation Review

In 2014, the Adelaide Park Lands Dry Area Regulation was introduced as a trial to mitigate alcohol-related impacts in the southern Adelaide Park Lands and improve community amenity.

In 2021, Blue Gum Park/Kurangga (Park 20) and Veale Park/Walyu Yarta (Park 21) were designated as 24/7 Dry Areas in response to ongoing issues with excessive alcohol consumption and associated disruptive behaviour affecting nearby residents.

At its 30 April 2025 meeting, Kadaltilla noted the Dry Area Regulation Evaluation report and Council’s decision to seek a three-year extension of the Dry Area provisions until 22 June 2028. Kadaltilla also supported Council’s request for the State Government to collaborate on developing an implementation plan for the Evaluation’s recommended actions, starting in 2025/26.

Sustainable and Enduring Places

Adelaide Park Lands Biodiversity Digital Reporting Framework

At its meeting on 27 June 2024, Kadaltilla received the City of Adelaide – Adelaide Park Lands Biodiversity Survey Report.

The survey updates the evidence base for plant and animal species, vegetation communities, and habitats in the Adelaide Park Lands, establishing a new baseline for ongoing biodiversity monitoring.

On 26 September 2024, Kadaltilla was presented the digital reporting framework that provides interactive access to species data, management insights, research, field mapping, and remote sensing via the City of Adelaide website.

The database will be regularly updated through collaboration with the City of Adelaide, State Government, national biodiversity databases, and citizen science platforms such as FrogWatch, Bird Count, and iNaturalist. This framework supports evidence-based decision-making and public reporting aligned with the Kadaltilla Strategic Plan 2023–2028, APLMS, City of Adelaide Strategic Plan 2024–2028, and the City of Adelaide Integrated Climate Strategy 2030, Resilient, Protected, Sustainable.



Botanic Creek Rehabilitation

Botanic Creek is a section of watercourse consisting of sections of open channel and underground pipes. The section discussed extends from Victoria Park/Pakapakanthi (Park 16) to Rundle Park/Kadlitpina (Park 13). The current condition is poor with numerous issues that detract from the watercourse being a focal point for community engagement in the Park Lands

At its meeting on 22 May 2025, Kadaltilla received a presentation outlining planned rehabilitation works along Botanic Creek within Victoria Park/Pakapakanthi (Park 16), King Rodney Park/Ityamai-itpina (Park 15), Rymill Park/Murlawirrapurka (Park 14), and Rundle Park/Kadlitpina (Park 13). The presentation highlighted how these works will improve watercourse stability, enhance biodiversity, and support better water quality.

South Park Lands Creek – Open Channel Stormwater Projects

The Open Channel Stormwater project aims to rehabilitate the deteriorating stormwater channel through Pelzer Park/Pityarilla (Park 19) and Blue Gum Park/Kurangga (Park 20). The project addresses erosion, conserves mature trees, improves safety and accessibility, and enhances biodiversity and amenity. At its June 2025 meeting, Kadaltilla supported the preferred concept designs to progress to detailed design.

Glen Osmond Road, Hutt Road and Carriageway Park/Tuthangga (Park 17) Improvements

This stormwater renewal project aims to rehabilitate the deteriorated open channel along Glen Osmond Road, addressing erosion to preserve existing gum trees and maintain stormwater management. It also improves pedestrian safety by easing steep banks. At its June 2024 meeting, Kadaltilla endorsed the concept plan, which positions the culvert and shared-use path to minimise impact on healthy trees and protect root systems.

Memorable and Distinctive Places

World Heritage Listing for the Adelaide Park Lands and Rural Settlement Landscapes

In 2024 and 2025, Kadaltilla received bi-monthly updates on the progress of the World Heritage Tentative List Submission for the Adelaide Park Lands and Rural Settlement Landscapes.

The draft Tentative List Submission, begun in 2022 with heritage experts Duncan Marshall AM and Dr Jane Lennon AM, is now largely complete and aligned with UNESCO requirements. A summary of Free, Prior and Informed Consent (FPIC) was presented to Kadaltilla in March 2025.

The City of Adelaide allocated funding to support FPIC processes and began collaborative engagement with SA Native Title Services (SANTS), recognising the Adelaide Park Lands as an enduring Aboriginal cultural landscape. Foundational research and mapping are underway via the University of Adelaide internships program. The Cities of Onkaparinga and Barossa Council support Adelaide’s leadership of the submission and Traditional Owner engagement.

Administration will seek in-principle support from State and Federal Governments for the bid, contingent on Aboriginal and Torres Strait Islander consent.

The Greater Adelaide Regional Plan (the GARP)

On 9 September 2024, the State Planning Commission notified Kadaltilla of the Greater Adelaide Regional Plan (GARP) consultation, open from 23 September to 4 November 2024.

The GARP outlines a 30-year vision for sustainable growth, identifying locations for 315,000 new homes and job creation, while prioritising green spaces, infrastructure, neighbourhood character, and environmental sustainability.

Kadaltilla provided feedback in September 2024 and formally endorsed its submission in October 2024, emphasising the importance of preserving and enhancing the Adelaide Park Lands. The submission

included six key recommendations to strengthen the GARP’s commitment to protecting the Adelaide Park Lands’ ecological, cultural, and community values for future generations.

Kadaltilla Strategic Plan and Budget Processes 2025/26

The Kadaltilla Strategic Plan 2023-2028 guides priorities for the Adelaide Park Lands and is implemented through its Annual Business Plan and Budget.

In November 2024, Kadaltilla reviewed the Strategic Plan to identify unfunded projects aligned with State and city priorities, recommending funding to support key initiatives for the 2025/26 year. Recommended projects including:

- Victoria Park/Pakapakanthi (Park 16) Master Plan delivery
- Whitmore Square/Iparrityi Master Plan Stage 2
- Detailed design for Light Square Master Plan
- Climate Impact Assessment of the Adelaide Park Lands
- Helen Mayo Park (Park 27) master planning
- UNESCO World Heritage Tentative List Submission
- Value assessment of the Adelaide Park Lands (economic, environmental, cultural)

These recommendations were submitted to Council and the Minister for Planning for their consideration as part of their annual business plan and budget processes.

In February 2025, Kadaltilla approved its Business Plan and Budget 2025/26 to inform Council’s budget process. The Strategic Plan focuses on advising Council and State Government on Adelaide Park Lands management, aligning with strategic priorities, supporting governance and community engagement activities, and establishing performance measures and resource requirements to achieve its objectives.

Culture: The Life of Our City – Policy Consultation

At its meeting on 27 February 2025, Kadaltilla reviewed the Cultural Policy Discussion Paper – Culture: The Life of Our City, which had been released for public consultation. Kadaltilla encouraged deeper recognition of the Adelaide Park Lands in the Cultural Policy, highlighting the value of

local subcultures in shaping identity and placemaking. The feedback suggested showcasing the Adelaide Park Lands as a series of distinct spaces that support diverse cultural expressions, rather than treating them as a single entity.

Kadaltilla noted that cultural activation can create tensions and emphasised the need to minimise impacts such as noise, parking, and temporary infrastructure. Kadaltilla commended the draft Policy and called for a stronger articulation of the Adelaide Park Lands’ cultural role, an expanded definition of culture that includes quiet, reflective experiences, and greater emphasis on the Adelaide Park Lands’ cultural and historical significance, including Kaurna perspectives.

Statues Commemorating South Australian Aboriginal Leaders

At its meeting on 27 March 2025, Kadaltilla considered a confidential proposal for the installation of statues commemorating South Australian Aboriginal leaders in the Adelaide Park Lands. Kadaltilla recognises the importance of respectfully honouring Aboriginal leadership and heritage in the Adelaide Park Lands.

North Adelaide Public Golf Course Bill 2025

At its meeting on 26 June 2025, Kadaltilla authorised the Presiding Member to write to the Premier and the Minister for Planning to express Kadaltilla’s concerns regarding the North Adelaide Public Golf Course Bill 2025 (SA). Kadaltilla noted that the Bill overrides existing legislation, including the *Adelaide Park Lands Act 2005 (SA)*, and raised concerns about potential impacts on public access, loss of significant trees, built form and infrastructure, and provisions for tourist or residential accommodation on the Adelaide Park Lands.

Kadaltilla highlighted the lack of consultation with Kadaltilla to date, strongly urged the Minister to consider all matters raised by the City of Adelaide, and requested direct consultation in the development of the golf course.

The legislation was passed by the Legislative Council and House of Assembly in Parliament, and the *North Adelaide Public Golf Course Act 2025 (SA)* was gazetted on 3 July 2025.



Deliberations by Kadaltilla

Matters affecting the Adelaide Park Lands can be complex in nature. When deliberating on proposals and policies for the Adelaide Park Lands, Kadaltilla Board Members consider and balance competing interests and reference the principles contained in the *Adelaide Park Lands Act 2005 (SA)*, and the APLMS, including, in no particular order:

- Meeting the needs of modern-day recreational and sporting activity while minimising built form on the Adelaide Park Lands
- Enhancing the liveability of a growing and diversifying city
- Balancing sporting use, event activity, general recreation needs and access for the general community
- Accommodating biodiversity and other natural values
- Enhancing the landscape amenity of the Adelaide Park Lands
- Ensuring sustainable practices are followed and climate change impacts are minimised and addressed
- Preserving the heritage and integrity of the Adelaide Park Lands and protecting the Values which underpin their National Heritage Listing.

Meeting Attendance Summary

Kadaltilla held eleven meetings between 1 July 2024 and 30 June 2025, comprising of ten ordinary meetings and no special meetings. Attendances at meetings was recorded as follows:

Member	No. Meetings Eligible to Attend	No. Meetings Attended
Lord Mayor Jane Lomax-Smith (Presiding Member)	10	8
Ms Elinor Walker (Deputy Presiding Member)	10	8
Ms Allison Bretones	10	10
Councillor Keiran Snape	10	7
Ms Mitzi Nam	10	7
Ms Stephanie Johnston	10	6
Mr Ashley Halliday	10	6
Ms Justyna Jochym	10	5
Mr Craig Wilkins	7	7
Mr Ben Willsmore	7	5
Ms Kirsty Bevan	3	3
Mr Warwick Keates	3	2
Mr Dennis Rigney (Deputy for Ms Mitzi Nam)	3	2
Professor Emeritus Damien Mugavin (Deputy for Ms Stephanie Johnston)	3	1
Councillor Henry Davis (Deputy for Councillor Keiran Snape)	1	0
Ms Sarah Russo (Deputy for Ms Stephanie Johnston)	1	0



Performance against the objectives of the Business Plan and Budget 2024/25

Cultural Value

Promote the cultural values of the Adelaide Park Lands including Kurna culture, heritage, and wellbeing

Performance	Performance Measures	Achievements
1.1 Seek Kurna cultural authority in everything we do	Each matter that comes before Kadaltilla considers Kurna culture	Kurna cultural considerations were integrated into all relevant reports
		Reviewed a proposal for Statues Commemorating South Australian Aboriginal Leaders in the Adelaide Park Lands
		Confirmed the KYAC Chair and Deputy Chair appointment to the Kadaltilla Board under the 'Indigenous culture or reconciliation' skills category following its Annual General Meeting
		Sought funding recommendations through the City of Adelaide and the State Government for initiatives planned for the 2025/2026 financial year
		Integrated feedback into Kadaltilla's submission on the draft Cultural Policy Discussion Paper – Culture: The Life of Our City
		Consulted with KYAC and the City of Adelaide's Reconciliation Committee on the APLMS
1.2 Assist with Kurna cultural mapping	Kurna Cultural mapping completed and used to inform Kadaltilla considerations by 2024	Throughout the 2024/25 financial year, the Chair and Deputy Chair of the Kurna Yerta Aboriginal Corporation (KYAC) served as the Kadaltilla Board Member and Deputy Member respectively, in alignment with the criterion of indigenous cultural and reconciliation experience
		On 29 May 2024, the City of Adelaide launched Kurna Voices, an interactive map developed in partnership with KYAC
1.3 Advocate for the featuring of the Adelaide Park Lands in relevant promotional campaigns	Adelaide Park Lands featured in relevant promotional campaigns	Promoted Kurna Voices on Kadaltilla's social media platforms
		Kadaltilla featured the Adelaide Park Lands in paid social media promotional campaigns
1.4 Champion the development of World Heritage listing nomination	State Government support for World Heritage listing submission by 2026	Drone photography and videography were undertaken to capture updated imagery of the Adelaide Park Lands
		Received regular reports from the City of Adelaide on the World Heritage Tentative listing submission progress

Environmental Performance

Maintain and improve climate resilience and the landscape values of the Park Lands

Performance	Performance Measures	Achievements
2.1 Define, protect, and enhance landscape values and design qualities	Landscape values of the Adelaide Park Lands have been defined, Protected and enhanced	Reviewed landscape values in the Adelaide Park Lands Management Strategy – Towards 2036
		Landscape values reviewed in the detailed design of the community sports facilities at Golden Wattle Park/Mirnu Wirra (Park 21 West), the South Park Lands Creek – Open Channel Stormwater Project, and the Adelaide Aquatic Centre Redevelopment Update
2.2 Promote ecologically sustainable initiatives and monitor tree canopy cover, biodiversity, and environmental sustainability and design quality	Ecologically sustainable initiatives promoted, and tree canopy cover, biodiversity, and environmental sustainability and design quality have been regularly reviewed	Toured the eastern Adelaide Park Lands and promoted the City of Adelaide’s biodiversity initiatives through Kadaltilla’s social media platforms
		Reviewed the Adelaide Park Lands Biodiversity Digital Reporting Framework
2.3 Consider climate resilience in everything we do	Deliver a climate impact assessment of the Adelaide Park Lands	On 28 November 2024, Kadaltilla supported a funding request for a Climate Impact Assessment of the Adelaide Park Lands to be made to the City of Adelaide and the State Government
2.4 Research the impact of climate change on the Park Lands	Environmental values and trends presented to Kadaltilla	In 2025, the City of Adelaide established a new biodiversity monitoring program to inform the development of future Key Biodiversity Area Management Plans in 2025/26
2.5 Increase the accessibility of evidence-based information	Customers are well-informed through regular online Adelaide Park Lands updates	Developed a Social Media Strategy to ensure a structured, goal-oriented approach to online engagement to keep customers well-informed
2.6 Improved Irrigation and Water Management across the Park Lands	Reduction in use of bore water and increase in use of recycled water	The City of Adelaide undertook an Adelaide Park Lands Strategic Water Resources Study, which is now under final review

Management and Protection

Treat the Park Lands holistically with an adaptive future focused approach

Performance	Performance Measures	Achievements
3.1 Monitor delivery of priority projects in the Adelaide Park Lands Management Strategy	Adelaide Park Lands Management Strategy priority projects implemented	On 24 October 2024, Kadaltilla approved the Adelaide Park Lands Management Strategy – Towards 2036. It was approved by the Council on 12 November 2024, and by the Minister for Planning on 23 June 2025 It is scheduled to be tabled in Parliament in August 2025
3.2 Advocate for and establish Funding Mechanisms to support delivery of the Adelaide Park Lands Management Strategy	Funding secured for priority projects in the Adelaide Park Lands Management Strategy	Kadaltilla’s made budget recommendations for 2025/26 to the State Government and Council
3.3 Review State Government Management Plans	Advice provided to the State Government for the preparation of management plans for areas of Adelaide Park Lands controlled by State Government	During the 2024/25 financial year, no State Government Adelaide Park Lands management plans were formally reviewed by Kadaltilla
3.4 Advocate for progression of State Heritage Listing by the State Government	State Heritage listing progressed by the State Government	Advocated for the progression of State Heritage Listing for the Adelaide Park Lands with ongoing positive discussions with Heritage SA
3.5 Assess the landscape value of the Adelaide Park Lands including economic, environmental and cultural significance	Board Members are well informed	Ensured Board Members are well informed through regular site tours



Expert Advice

Function as the peak advisory body for policy, development, heritage, and management of the Park Lands based on sound data and evidence

Performance	Performance Measures	Achievements
4.1 Provide advice on plans, projects, and policies for the Adelaide Park Lands	Advice of Kadaltilla is endorsed and adopted	Kadaltilla provided advice on plans, projects and policies for the Adelaide Park Lands
4.2 Engage with City of Adelaide and State Government including input into State Government initiatives	State Government engages with Kadaltilla on State Government initiatives	Successfully engaged with the City of Adelaide and the State Government, ensuring the Board's input was effectively integrated into various State Government initiatives
		Key State Government engagements with Kadaltilla included: • Presentations and submissions on the draft Greater Adelaide Regional Plan (September–October 2024) and Festival Plaza Code Amendment (September–October 2024) • Feedback on the Tram Grade Separation Projects (February and June 2025) • Review of the Statues Commemorating South Australian Aboriginal Leaders proposal (March 2025) • Input on the World Solar Challenge event area and timing (May 2025) • Consultation on the 2025 bp Adelaide Grand Final (June 2025) • Noted the Adelaide Aquatic Centre Redevelopment update (June 2025)
4.3 Review leasing and licensing and event management policies together with other relevant Park Lands use policies	Kadaltilla makes policy submissions on State and Local Government matters where deemed necessary	Reviewed and endorsed the City of Adelaide to enter lease negotiations and on agreement with the Adelaide Community Sports and Recreation Association for the community sports facilities at Golden Wattle Park/Mirnu Wirra (Park 21 West) Reviewed and endorsed the City of Adelaide to enter into lease negotiations between the City of Adelaide and Christian Brothers College for five-year Park Lands Community Lease Agreements for the sports buildings, playing fields and sports courts located in King Rodney Park/Ityamai-itpina (Park 15) and Carriageway Park/Tuthangga (Park 17) Endorsed Council progressing with negotiations and execution of a revised Royal Adelaide Show Parking – Executed Deed of Agreement between the City of Adelaide and the Royal Agricultural and Horticultural Society

Performance	Performance Measures	Achievements
4.4 Strengthen Kadaltilla's engagement with City of Adelaide, State Government, and adjoining Councils	The City of Adelaide, State Government, and adjoining Councils actively engage with Kadaltilla	Ongoing active engagement between the City of Adelaide, State Government, and adjoining Councils with Kadaltilla.
		Council and State Government representatives regularly participating in Kadaltilla activities such as the Annual Community Forum, Adelaide Park Lands Site Tours, and Board Meetings.
		Throughout 2024 and 2025, representatives from all adjoining councils and the State Government served on the Adelaide Park Lands Management Strategy Project Steering Committee.
4.5 Increase the profile of the Kadaltilla Board	The public is aware and informed of business of Kadaltilla	In July 2025, key stakeholders attended a Kadaltilla event hosted by The Right Honourable the Lord Mayor Dr Jane Lomax Smith AM and The Honourable Nick Champion, Minister for Planning, celebrating the Adelaide Park Lands Management Strategy – Towards 2036.
		Created a social media profile detailing the business of Kadaltilla in September 2024
		Social media platforms are used to consistently share Board decisions, promote events and initiatives, and keep the community informed of Kadaltilla's work Since their launch, the social media channels have grown steadily, with LinkedIn reaching 272 followers and Facebook 1,148 followers as of mid-2025



Governance

The City of Adelaide governance support enables Kadaltilla to meet legislative requirements and obligations arising from its Charter

Performance Targets	Performance Measures	Achievements
5.1 Maximise utilisation of skills, knowledge and enthusiasm of Kadaltilla through effective meetings that foster dialogue and the development of shared thinking	Appointments to Kadaltilla are based on skills and expertise set out in Part 2, Division 2, Section 6 of the <i>Adelaide Park Lands Act 2005 (SA)</i>	Ten members are appointed to the Board in accordance with the <i>Adelaide Park Lands Act 2005 (SA)</i>
		The current membership meets the requirements set for the City of Adelaide and the Minister to ensure the Board collectively possesses a diverse range of knowledge, skills, and experience across eight key mandatory areas
		Formal and informal opportunities were provided to share advice and expertise on the Adelaide Park Lands, including through meetings, workshops, and the Kadaltilla portal
5.2 Develop a high level of knowledge and understanding of the Park Lands amongst Members through regular site visits and briefings	Undertake at least one Park Lands field trip per year to facilitate greater understanding of Park Lands projects, facilities and landscapes	Kadaltilla undertook field trips in August 2024, February 2025 and June 2025. Sites visited include Carriageway Park/Tuthangga (Park 17), Victoria Park/Pakapakanthi (Park 16), and Rymill Park/Murlawirrapurka (Park 14)
5.3 Seek early input into issues relating to the Park Lands to ensure Kadaltilla advice is timely and relevant	Number of submissions reviewed by Kadaltilla	Kadaltilla received 37 reports and 13 presentations throughout the year
5.4 Monitor developments subsequent to Kadaltilla advice	Assessment of outcome for alignment with Kadaltilla advice	The advice of Kadaltilla is incorporated into Council's core Committees' reports (Committees are comprised of all Council Members)
5.5 Advocate for the value of Kadaltilla as a proactive, accountable, independent, skills-based Board that advises on Park Lands management and protection	Receive at least two State presentations on Park Lands planning and management related matters per year	Advice provided to the City of Adelaide and the State Government on strategic matters relating to the Adelaide Park Lands
		Kadaltilla received six State Government presentations throughout the year
5.6 General purpose accounts are operational	Council's accounting procedures met	General purpose accounts are maintained by the City of Adelaide staff and Kadaltilla makes appropriate use of available finances provided by Council

Performance Targets	Performance Measures	Achievements
5.7 Annual Business Plan and Budget is in place for Kadaltilla	Business Plan and Budget prepared in accordance with legislative and Charter requirements	Kadaltilla adopted its 2025/26 Business Plan and Budget on 27 February 2025, which is prior to the expiry of the previous Business Plan and Budget in operation
5.8 Kadaltilla makes appropriate use of available finances provided by Council	Quarterly finance reports adopted and presented to Council	Quarterly Financial Reports are provided through the City of Adelaide's quarterly budget review process
	Council's external auditor and Audit Committee is satisfied the requirements are met	Kadaltilla's accounts are audited annually by Council's external auditor and Audit and Risk Committee
	Kadaltilla financial management is in accordance with legislative and Charter requirements	Kadaltilla ensures financial management aligns with all relevant legislative and Charter obligations
5.9 The Adelaide Park Lands Fund is operational	Monies are received and expended according to the provisions of Kadaltilla's Charter	The Adelaide Park Lands Fund operates and contains \$1,570
		Monies are received and expended according to the provisions of Kadaltilla's Charter
5.10 Kadaltilla's Annual Report is prepared detailing achievement of the aims and objectives of the APLMS, Strategic Plan, and Business Plan and Budget	Kadaltilla's Annual Report is prepared in accordance with legislative and Charter requirements and submitted to Council	The Annual Report for 2023/24 was submitted to the City Finance and Governance Committee on 15 October 2024 and Council on 22 October 2024
5.11 Kadaltilla is insured according to the requirements of the Local Government Mutual Liability Scheme	The Local Government Mutual Liability Scheme insures Kadaltilla	Kadaltilla maintains insurance coverage in line with the requirements of the Local Government Mutual Liability Scheme





ATTACHMENT A – Audited Financial Statements

An aerial photograph of Kadaltilla park in Adelaide. A winding river flows through the center of the park, surrounded by dense, lush greenery and trees with vibrant autumn foliage in shades of orange, yellow, and red. A building with a blue roof is situated on the left bank of the river. A paved path winds through the park, and a small bridge is visible in the lower right corner. The background shows a residential area with houses and a city skyline under a clear sky.

Kadaltilla®

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Kadaltilla

Adelaide Park Lands Authority

Introduction of the Biodiversity Act 2025 (SA)

Thursday, 28 August 2025

Board Meeting

Author: Sarah Gilmour, Associate
Director Park Lands, Policy &
Sustainability

Public

Purpose

The purpose of this report is to provide an overview of the *Biodiversity Act 2025 (SA)* (the Act) ([Link 1](#)) and its alignment with strategic direction for the Adelaide Park Lands.

The report outlines next steps by the City of Adelaide to understand requirements under the Act and how it relates to protection of biodiversity in the Adelaide Park Lands.

In June 2025, the South Australian Parliament passed the *Biodiversity Act 2025* (the Act). The Act brings together biodiversity protections contained in the *National Parks and Wildlife Act 1972 (SA)* and the *Native Vegetation Act 1991 (SA)* and includes new approaches to improve biodiversity outcomes. The Act causes amendment of the *National Parks and Wildlife Act 1972 (SA)* and will repeal the *Native Vegetation Act 1991 (SA)*.

The City of Adelaide participated in the consultation process for the development of the Act including providing feedback on the discussion paper in 2023/24 and meeting with the Department for Environment and Water (DEW), who led development of the Act, in 2024/25. The Act is being progressively implemented over a two-year period with existing legislations remaining in place until such time that sections of the Act are in operation.

DEW are preparing subordinate legislation (regulations, policies and guidelines) and establishing governance arrangements under the Act. Administration will continue to monitor these developments relating to the management of the Adelaide Park Lands.

Recommendation

That the Kadaltilla / Adelaide Park Lands Authority:

1. Notes the *Biodiversity Act 2025 (SA)* has been passed by the Parliament of South Australia and will be progressively implemented over a two-year period.
2. Notes that the *National Parks and Wildlife Act 1972 (SA)* and the *Native Vegetation Act 1991 (SA)* remain in operation until amended or repealed by the *Biodiversity Act 2025 (SA)*.
3. Receives and notes the advice regarding the introduction of the *Biodiversity Act 2025 (SA)* as contained in Item 7.1 and Attachment A on the Agenda for the Kadaltilla / Adelaide Park Lands Authority meeting held on 28 August 2025.
4. Notes the Administration will continue monitoring the State Government's progress with subordinate legislation and governance arrangements relating to the management of the Adelaide Park Lands under the *Biodiversity Act 2025 (SA)*.

Implications

Adelaide Park Lands Management Strategy Towards 2036	Adelaide Park Lands Management Strategy 2015-2025 Strategy 4.1 - Enhance biodiversity in the Park Lands Strategy 4.2 - Enhance the ecological health of Park Lands watercourses Strategy 4.4 - Design and manage the Park Lands to be resilient to the impacts of climate change
2023-2028 Strategic Plan	Kadaltilla / Adelaide Park Lands Authority 2023-2028 Strategic Plan Strategic Plan Alignment – Cultural Value Objective 1.1 - To seek Kaurna cultural authority in everything we do, aligns with the aim of the Act to incorporate Aboriginal knowledges and perspectives in biodiversity management. Strategic Plan Alignment – Environmental Performance Objective 2.2 - To monitor biodiversity, aligns with the requirement under the Act for the State Government to compile biodiversity data and develop a State Biodiversity Plan with associated targets and reporting.
City of Adelaide Strategies	Stretch Reconciliation Action Plan 2024-2027 The action to conduct annual cultural burns on the Adelaide Park Lands, aligns with the Act's proposal to develop a cultural burning policy. Integrated Climate Strategy 2030, Resilient, Protected, Sustainable Goal 3 advances the role that biodiversity plays in resilience under a changing climate and embeds Caring for Country in management of the Adelaide Park Lands, which aligns with the Act.
Policy	The Act is legislation of the South Australian Government and its scope includes public and private land.
Consultation	Not as a result of this report
Resource	Not as a result of this report
Risk / Legal / Legislative	In South Australia, biodiversity is protected through a range of legislations that aim to conserve native species, habitats, and ecosystems including: The <i>National Parks and Wildlife Act 1972</i> (SA) - establishes and manages parks, reserves, and sanctuaries, and provides for the protection of native animals and plants, particularly threatened species. The <i>Native Vegetation Act 1991</i> (SA) - regulates the clearance of native vegetation to prevent further habitat loss and promote ecological restoration. The <i>Landscape South Australia Act 2019</i> (SA) which manages the state's natural resources, including land, soil, water, and native flora and fauna. The <i>Adelaide Park Lands Act 2005</i> (SA) - recognises the Adelaide Park Lands' contribution to the natural heritage of the Adelaide Plains and encourages initiatives to enhance biodiversity and sustainability. Together, these laws work to conserve biodiversity, manage human impacts, and maintain ecological resilience across the state. The introduction of the Biodiversity Act amends some of the aforementioned legislation. It places obligations on the State Government and the City of Adelaide, including in relation to clearing or taking of native vegetation on public land, protection of native animals, and a General Duty to avoid and minimise harm to biodiversity.
Design	Not as a result of this report

Opportunities	The Act may provide opportunities for greater protection and expansion of biodiversity in the Adelaide Park Lands. Opportunities will be monitored through implementation of the legislation and development of the State Biodiversity Plan.
City of Adelaide Budget Allocation	Not as a result of this report
Capital Infrastructure Projects	Not as a result of this report
Life of Project, Service, Initiative or (Expectancy of) Asset	Not as a result of this report
Ongoing Costs (eg maintenance cost)	Statutory fees, charges and penalties may apply under the Act
Other Funding Sources	Not as a result of this report

Discussion

Purpose

1. The purpose of this report is to provide an overview of the *Biodiversity Act 2025* (SA) (the Act) ([Link 1](#)) and its alignment with strategic direction for the Adelaide Park Lands.
2. The report outlines next steps by the City of Adelaide to understand requirements under the Act and how it relates to protection of biodiversity in the Adelaide Park Lands.

Background

3. In December 2023, the Minister for Climate, Environment and Water, Susan Close MP announced public consultation on new biodiversity legislation to be known as the 'Biodiversity Act'.
4. The new legislation repeals the existing *Native Vegetation Act 1991* (SA), and all wildlife components of the *National Parks and Wildlife Act 1972* (SA), to become the overarching legislation protecting biodiversity in South Australia.
 - 4.1. The *National Parks and Wildlife Act 1972* (SA) becomes the 'National Parks Act' focusing on the establishment and management of national parks and reserves.
 - 4.2. The *Landscape South Australia Act 2019* (SA) which manages the state's natural resources, including land, soil, water, and native flora and fauna remains with some amendments to ensure consistency and reduce overlap between the legislations.
5. State Government consultation to inform the development of the draft Biodiversity Bill (draft Bill) occurred from 6 December 2023 to 1 March 2024.
 - 5.1. The City of Adelaide provided a submission in response to the consultation discussion paper ([Link 2](#)).
6. This was followed by consultation to seek feedback on the draft Bill from 21 January 2025 to 18 February 2025.
 - 6.1. During the consultation period, the City of Adelaide met with representatives of the Department for Environment and Water (DEW), who led the development of the Bill, to seek clarification on the implications for the Adelaide Park Lands and its established governance framework under the *Adelaide Park Lands Act 2005* (SA).
 - 6.2. Following this meeting, Administration formed the view that sufficient uncertainty remained as to how the Act applies to the Adelaide Park Lands. Administration provided a submission in response to the draft Bill ([Link 3](#)).
7. Administration has reviewed the final Act to assess whether the feedback provided has been addressed in the legislation. **Attachment A** summarises this feedback and outlines how it aligns with the final Act.

Biodiversity Act 2025

8. On 14 May 2025, the draft Biodiversity Act was introduced to the South Australian Parliament and subsequently passed on 18 June 2025.
9. In summary, the Act introduces new approaches to protect biodiversity, including:
 - 9.1. **Mitigation hierarchy:** applications to clear native plants must apply the mitigation hierarchy of avoid, minimise, restore, or offset when impacts cannot be avoided or minimised. Guidance on applying the mitigation hierarchy will be developed.
 - 9.2. **Aboriginal knowledges:** the Act seeks to embed Aboriginal Peoples' knowledges and perspectives in biodiversity management. This includes by increasing representation via the establishment of the Aboriginal Biodiversity Committee and representation on each of the other 2 Committees and Biodiversity Council established under the Act.
 - 9.3. **General Biodiversity Duty:** the introduction of the General Duty encourages all South Australians to be responsible for protecting biodiversity and take steps before acting to prevent or minimise harm to

biodiversity. Land managers, including State Government and the City of Adelaide are required to actively avoid harm and implement measures to protect and enhance native species and habitats.

- 9.4. **State Biodiversity Plan:** a State Biodiversity Plan must be developed by the State Government within 2 years and set targets and expectations for monitoring and evaluating the condition of biodiversity in South Australia.
- 9.5. **Penalties:** new penalties introduced, and existing penalties updated with many maximum penalties increased to provide a strong disincentive for illegal activities.
- 9.6. **New governance structure:** the Act establishes a new Aboriginal Biodiversity Committee and a Scientific Committee. The Act's Biodiversity Council and Clearance Assessment Committee will absorb the functions of the Native Vegetation Council which operated under the *Native Vegetation Act 1991* (SA).
- 9.7. **Broader protection:** the Act applies to native plants indigenous to Australia including algae and fungi, and protected animals including threatened invertebrates, amphibians and fish. Protection of native plants has also been extended to include plants that were intentionally planted and are more than 20 years old or growing on public land.
- 9.8. **Biodiversity policies:** the Act provides that biodiversity policies be created including in relation to Aboriginal People's knowledge; the significant environmental benefits scheme; and cultural burning.
10. The Act is being progressively implemented over a two-year period with existing legislations remaining in place until such time that sections of the Act are operational.
11. DEW are preparing subordinate legislation (regulations, policies and guidelines) and establishing governance arrangements under the Act. Administration will continue to monitor these developments relating to the management of the Adelaide Park Lands.

Protection of biodiversity in the Adelaide Park Lands

12. The Adelaide Park Lands Authority / Kadaltilla (Kadaltilla) and the City of Adelaide has a range of strategic policies to conserve, enhance, and protect biodiversity in the Adelaide Park Lands.
13. The *Adelaide Park Lands Management Strategy – Towards 2036* (APLMS) and the City of Adelaide's *Integrated Climate Strategy 2030, Resilient, Protected and Sustainable* (ICS), outline a coordinated set of strategic priorities that support the conservation, enhancement, and protection of biodiversity in the Adelaide Park Lands.
14. These priorities include restoring and expanding areas of native vegetation, enhancing habitat connectivity, managing ecological threats such as invasive species, and integrating biodiversity-sensitive design into urban landscapes. The strategies:
 - 14.1. Prioritise climate resilience through sustainable water use, increased urban canopy cover, and the selection of drought-tolerant, locally indigenous plant species.
 - 14.2. Recognise the importance of cultural land management practices, ongoing biodiversity monitoring, and community participation as essential to sustaining ecological values.
15. Whilst the Act has been finalised, until the subordinate legislation and supporting policies and guidelines are developed, it is difficult to fully determine the implications of the Act on the Adelaide Park Lands and the established governance framework as set out in the *Adelaide Park Lands Act 2005* (SA).
16. An example of how the Act could influence the management of the Adelaide Park Lands is the potential requirement to obtain consent for clearing native plants, and to secure permits for certain activities, such as removing tree limbs or collecting seeds. These requirements would apply to plants indigenous to South Australia, regulated trees indigenous to Australia, or any native plant as defined under the forthcoming regulations (noting that these regulations are yet to be developed).
17. Noting that the State Government is developing, and will consult on, regulations, policies, guidelines and new governance bodies to be established under the Act, the Administration will continue to monitor the development of the subordinate legislation to determine impacts that are intended or otherwise on the management of the Adelaide Park Lands.

Next steps

18. The next steps to understand the implications of the Act for the Adelaide Park Lands include:
 - 18.1. Review and provide inputs to the development of the State Biodiversity Plan for alignment with the *Adelaide Park Lands Management Strategy – Towards 2036* and relevant State Government and City of Adelaide strategies.
 - 18.2. Monitor development of state-level biodiversity policies, including how the policies about Aboriginal Peoples' knowledge and cultural burning apply in the Adelaide Park Lands.
 - 18.3. Monitor the new process for listing threatened species, ecological communities and ecological entities to ensure continued protection for the Adelaide Park Lands species that are listed in the South Australia *National Parks and Wildlife Act 1972* (SA) and to identify other opportunities for listing.
 - 18.4. Monitor the preparation of subordinate legislation, policies and guidelines and the implications for management of the Adelaide Park Lands.

Data and Supporting Information

Link 1 – [Biodiversity Act 2025 \(SA\)](#)

Link 2 - [Council submission on the Biodiversity Act Discussion Paper, February 2024](#)

Link 3 - [Council submission on the proposed Biodiversity Bill](#)

Attachments

Attachment A – Summary of City of Adelaide feedback to the discussion paper for the development of the Biodiversity Bill and outcomes in the *Biodiversity Act 2025* (SA)

- END OF REPORT

Summary of City of Adelaide feedback to the discussion paper for the development of the Biodiversity Bill and outcomes in the Biodiversity Act 2025 (the Act)

Rating  Not included or aligned  Partial adoption or alignment  Aligned or incorporated

Theme	Summary of CoA feedback	Biodiversity Act inclusion relevant to CoA feedback
1. Biodiversity & SA's First Nations People	- Support for incorporating First Nations peoples' perspectives about biodiversity and extending this involvement to co-design and co-leading biodiversity management. - The Act must receive support of First Nations' people and recognise their enduring relationship with the land.	- The Act will establish an Aboriginal Biodiversity Committee to provide advice to the Minister about the application of Aboriginal People's knowledge in biodiversity management and co-develop relevant biodiversity policies. - These include policies on the application of Aboriginal People's knowledge; Culturally Significant Biodiversity Entities; and cultural burning. - Aboriginal People's knowledge will be considered along with scientific knowledge to help protect and restore biodiversity. - Aboriginal People will hold all positions on the Aboriginal Biodiversity Committee and at least one Aboriginal person will hold a position on each of the other Committees under the Act.
2. Avoiding impacts	- Support for the mitigation hierarchy for biodiversity management to avoid loss and impacts. - Support for existing statutory instruments to protect biodiversity. - Support for a new legislative framework for biodiversity with strong emphasis on importance of parks systems and urban biodiversity.	- Applications to clear native plants are to apply the mitigation hierarchy. The hierarchy is: avoid; minimise; rehabilitate or restore; offset. - When impacts on native plants or ecosystems cannot be avoided or minimised, they are to be offset with a significant environmental benefit (SEB) to biodiversity greater than before the beneficial action was taken. - Payments into the Biodiversity Restoration Fund can be made instead of a requirement to achieve a significant environmental benefit. How these funds can

Theme	Summary of CoA feedback	Biodiversity Act inclusion relevant to CoA feedback	
	Any 'make-good' or offset provisions must be seen as a last resort and the Act should have the ability to reject the proposal or action.	be used will be determined by the significant environmental benefits policy to be developed under the Act. - There will be a number of amendments to existing legislation due to the Act. This includes but is not limited to the: <i>Environment Protection Act 1993</i> (SA) for the State of the Environment Report to assess the state biodiversity indicators as included in the State Biodiversity Plan (to be developed) - State Planning Policy for Biodiversity under the <i>Planning, Development and Infrastructure Act 2016</i> (SA) will likely be updated to reflect any new requirements under the Act - Environmental Impact Statements when required for a proposed development must be referred to the Biodiversity Minister for comment - Amendments to the Planning and Design Code for an overlay or zone that is important to biodiversity.	
3. Transparent decision making	Legislation could identify and close the gap in what is defined as a Controlled Action or what are considered Protected Matters under the <i>Environment Protection and Biodiversity Conservation Act 1999</i> (EPBC Act) for the protection of areas like the Adelaide Park Lands.	Includes reference to controlled action under the <i>EPBC Act</i> about clearance of native plants. This seeks to avoid duplication of requirements under the two Acts. It does not provide additional clarity about Controlled Actions or Protected Matters¹ about protection of vegetation in the Adelaide Park Lands.	

¹ Controlled Actions are those with a significant impact on a Protected Matter that requires approval under the EPBC Act.

The EPBC Act covers 9 protected matters including national heritage places and listed threatened species and ecological communities.

Theme	Summary of CoA feedback	Biodiversity Act inclusion relevant to CoA feedback	
	Opportunities for legislation to require mandatory reporting and disclosure on impacts or actions taken to repair biodiversity.	- A web-based Biodiversity Register will be established and must include information such as biodiversity agreements (for the conservation, restoration, or enhancement of biodiversity), applications received to clear native plants and records of compliance and reparation orders. - Regular reports on progress of the State Biodiversity Plan must also be available on the Biodiversity Register.	
4. Threats to biodiversity	Simplify obligations for requirements to mitigate threats to species or ecological communities on recognised lists.	- Threatened species and threatened ecological communities lists of state and national categories will be established. - It is unclear whether this would harmonise obligations with other legislative requirements.	
5. Assessing the risk of extinction	- Support to streamline the listing and review process for threatened species, greater representation from a wider variety of species, and partnerships with the scientific community. - Requirements for an evaluation and monitoring program could be established through the Act. - Requirements to investigate and report on biodiversity decline, with possible measures to prevent similar decline happening again.	- A new process will be established for listing threatened species, ecological communities and ecological entities. - Native plant has been extended to include algae and fungi and protected animals to include threatened invertebrates, threatened amphibians and threatened fish. - A new Scientific Committee will be established to provide advice to the Minister on the assessment and listing of threatened species and ecological communities and ecological entities.	

Theme	Summary of CoA feedback	Biodiversity Act inclusion relevant to CoA feedback
	If extinction occurs the Act could go further and include penalties or obligations for causing/contributing to species extinction through avoidable actions.	- New requirement to develop a State Biodiversity Plan to set targets and expectations for monitoring and evaluating the condition of biodiversity in the state. - Amendment to the <i>Environment Protection Act 1993</i> (SA) will require State of Environment Reports to include a biodiversity assessment that responds to the Biodiversity Plan indicators. - New requirement for an inquiry into the extinction of a native species or collapse of an ecological community endemic to the state to understand the reasons for extinction and improve future conservation efforts. - Threats to biodiversity will be identified through declaring 'Threatening Processes' that negatively impact threatened species, ecological communities or ecological entities. - Threat abatement plans must be prepared and published on the Biodiversity Register, implemented and reported on. - An increase to many penalties and introduces some new penalties.
6. Biodiversity planning & reporting	- Support for development of state-wide biodiversity plan - Act could specify reporting requirements for different stakeholders. - Existing reporting for the State of the Environment Report could be linked to or complementary to the reporting.	- Development of a State Biodiversity Plan is a new requirement that will set targets and expectations for monitoring and evaluating the condition of biodiversity in the state. - Amendment to the <i>Environment Protection Act 1993</i> (SA) will require State of Environment Reports to include a biodiversity assessment that responds to the indicators set out in the Biodiversity Plan. 

Theme	Summary of CoA feedback	Biodiversity Act inclusion relevant to CoA feedback	
		Regular reports on the Biodiversity Plan's implementation will include progress against targets. Reporting requirements are required for State Agencies but are not noted for local government.	
7. The benefits of information	- Support for evidence based biodiversity-related policy and publicly accessible information. - Requirements for gathering data could ensure consistency across the state, which could increase confidence in available data. - Data collection should encourage new biodiversity exploration and research including the introduction of standards.	- Members of the public must have appropriate access to state biodiversity data and regulations may specify how the data is managed, used and shared. - There may be opportunity to address setting of standards through biodiversity policies under the Act.	
8. Achieving 30 by 30	- Support for the Australian Government's commitment to the 30 by 30 global target². - The new Act could enhance protection of biodiversity, native grasslands and woodlands within the Adelaide Park Lands. - Support for the Act to provide a resourced program for the target (eg incentives for private landowners)	- The Act may provide the opportunity to investigate how biodiversity in the Adelaide Park Lands could be protected through the: - Development of the State Biodiversity Plan (the Plan must be prepared within 2 years of commencement of the Act) - Inclusion of threatened species and threatened ecological community that exist in the Adelaide Park Lands on the threatened species list and threatened ecological communities list which are to be prepared under the Act³	

² The 30 by 30 target is to protect 30% of the earth's lands, oceans, coastal areas and inland waters by 2030

³ The SA *National Parks and Wildlife Act* threatened species lists include 3 animal species (Australasian Shoveler (Rare); Common Brushtail Possum (Rare); Grey-headed Flying Fox (Rare) and 4 plant species (Rock Logania (rare); Mount Lofty Speedwell (Endangered); Upright Milfoil (Vulnerable); Wavy Marshwort (Rare)) that are recorded in the Park Lands.

Theme	Summary of CoA feedback	Biodiversity Act inclusion relevant to CoA feedback	
		Funds from the Biodiversity Conservation Fund may be allocated to animal and plant conservation programs. Application for funds can be made to restore, protect, manage or research biodiversity on land, or to purchase land for biodiversity purposes.	
9. Biodiversity – a shared responsibility	- Agree that the responsibility for looking after biodiversity rests with all South Australians. - Essential component is the involvement of the community.	- One of the functions of the Biodiversity Council established under the Act is to engage the community on the importance of biodiversity conservation. - A new General Duty is introduced to encourage all South Australians to take steps before acting to prevent or minimise significant harm to biodiversity. To fail this duty could result in the issue of civil or administrative orders.	
10. Consequences of doing the wrong thing	- Support appropriate penalties for biodiversity harm and more tailored responses to offences that encourage resolution which may be critical in achieving biodiversity restoration (i.e. criminal and civil penalties). - Relationship with existing provisions of the <i>Environment Protection Act 1993</i> (SA) and whether reforms are better placed in existing legislations and with state government departments tailored to environmental protection and compliance.	- Penalties have been updated, increased and benchmarked on other jurisdictions and equivalent legislation in South Australia. - Maximum penalties have been increased to provide a strong disincentive for illegal activities. - Introduces greater ability for parties to bring proceedings to court for civil enforcement of a breach of the Act. - Courts are now to also consider the extent of the harm caused, the sensitivity of the receiving environment,	

The EPBC Act lists the Grey Box Grassy Woodland and Derived Native Grasslands of South-eastern Australia as an endangered ecological community, 1 animal species as vulnerable (Grey-headed Flying Fox) and one plant species as critically endangered (Mount Lofty Speedwell) that are recorded in the Park Lands.

Theme	Summary of CoA feedback	Biodiversity Act inclusion relevant to CoA feedback	
	In principle support for extending the category of parties that may bring legal proceedings to biodiversity cases.	whether harm affects a culturally significant biodiversity entity and the effect on First Nations Peoples.	