

## Adelaide Park Lands Dry Area Regulation Review

**Wednesday 30 April 2025  
Board Meeting**

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Public

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### Purpose

The purpose of this report is to inform the Kadaltilla / Adelaide Park Lands Authority of the findings and recommendations of the Adelaide Park Lands Dry Area Regulation Evaluation report.

In 2014, the Adelaide Park Lands Dry Area Regulation (the Regulation) was established as a trial to address the impacts of alcohol-related behaviour in the southern Park Lands, and to reduce reported amenity impacts on the community.

In 2021, Blue Gum Park / Kurangga (Park 20) and Veale Park / Walyu Yarta (Park 21) became Dry Areas 24 hours a day, seven days a week. The Dry Area was established in response to the ongoing impact on residential amenity in this location due to excessive alcohol consumption by large groups and associated challenging behaviours.

Since the introduction of the Adelaide Park Lands Dry Area Regulation, no comprehensive evaluation has been conducted of its effectiveness and impact on reducing alcohol-related harm and crime.

On 14 November 2023, Council resolved to request an 18-month extension to the existing Adelaide Park Land Dry Areas until 22 June 2025. This extension was conditional on the establishment of a monitoring and evaluation process for the Adelaide Park Lands Dry Areas by the State Government, and would include:

- A review of the data and outcomes related to the continuation of the Dry Area to be conducted during 2024 and presented to Council in early 2025, with proposals for alternative measures to be established.
- A report on the wrap-around services delivered by the State Government in support of the Dry Area.

The CoA engaged Urbis (consultants) to conduct an independent assessment, and nine recommended actions are made to support the effective implementation of the Regulation and better community outcomes. The responsibility for actions extends to State Government and other Agencies.

On Tuesday 8 April 2025, Council authorised the Chief Executive Officer, or delegate to seek a 3-year extension of the existing Adelaide Park Lands Dry Areas until 22 June 2028. The CoA will work with the State Government to develop a plan for implementing the recommended actions to commence from 2025/26.

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### Recommendation

That the Kadaltilla / Adelaide Park Lands Authority:

1. Notes the Adelaide Park Lands Dry Area Regulation Evaluation report as contained in **Attachment A to Item 6.3** on the Agenda for the meeting of the Board of Kadaltilla/ Adelaide Park Lands Authority held on 30 April 2025.

2. Notes the decision of Council to apply to the State Government to extend the current arrangements for the Adelaide Park Lands Dry Areas 1 for a further three years until 22 June 2028.
  3. Notes the decision of Council to request that the State Government work with the Administration to prioritise the development of a plan for implementing the recommended actions as contained in the Adelaide Park Lands Dry Area Regulation Evaluation commencing in 2025/26.
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# Implications

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|---------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Adelaide Park Lands Management Strategy 2015-2025 | <a href="#">Adelaide Park Lands Management Strategy 2015-2025</a><br>Not directly applicable.                                                                                                                                                                                                                                                                                                                                                                                                                                 |
| 2023-2028 Strategic Plan                          | <a href="#">Kadaltilla / Adelaide Park Lands Authority 2023-2028 Strategic Plan</a><br><b>Strategic Plan Alignment – Expert Advice</b><br>4.1 Provide advice on plans, projects, and policies for the Adelaide Park Lands<br>4.2 Engage with City of Adelaide and State Government including input into State Government initiatives                                                                                                                                                                                          |
| City of Adelaide Strategies                       | Strategic Alignment: Our Community<br>Objective: Support our communities to thrive.<br>Outcome: 1. Create safe, inclusive and healthy places for our community.                                                                                                                                                                                                                                                                                                                                                               |
| Policy                                            | Not as a result of this report.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
| Consultation                                      | Semi-structured interviews were conducted with 26 stakeholders, including those from Aboriginal Community Controlled Organisations (ACCOs), CoA, community organisations, the South Australian Government, South Australian Police, traders, and two people with lived experience.<br>Given the recent 2023 engagement with residents, another Our Adelaide survey was not conducted. The 2023 and 2020 public consultations, including a resident requested follow-up conversation, were included as part of the evaluation. |
| Resource                                          | Not as a result of this report.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
| Risk / Legal / Legislative                        | This report relates to the Adelaide Park Lands Dry Area Regulation as an instrument under the <i>Liquor Licensing Act 1997 (SA)</i> .                                                                                                                                                                                                                                                                                                                                                                                         |
| Design                                            | <a href="https://www.odasa.sa.gov.au/design-review/">https://www.odasa.sa.gov.au/design-review/</a><br>Not as a result of this report.                                                                                                                                                                                                                                                                                                                                                                                        |
| Opportunities                                     | The Adelaide Park Lands Dry Area Regulation is one regulatory tool to support community safety and wellbeing outcomes. City of Adelaide will continue to work with the Safety and Wellbeing Taskforce to pursue strategies to address the drivers that influence excessive alcohol consumption.                                                                                                                                                                                                                               |
| City of Adelaide Budget Allocation                | \$115,390 sourced from existing budgets once the Taskforce advised it would not lead the evaluation                                                                                                                                                                                                                                                                                                                                                                                                                           |
| Capital Infrastructure Projects                   | Not applicable                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |

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|---------------------------------------------------------------|----------------|
| Life of Project, Service, Initiative or (Expectancy of) Asset | Not applicable |
| Ongoing Costs (eg maintenance cost)                           | Not applicable |
| Other Funding Sources                                         | Not applicable |

- 1.1. In 2014, the Adelaide Park Lands Dry Area Regulation (Regulation) was established as a trial to address the impacts of alcohol-related behaviour in the southern Park Lands, and to reduce reported amenity impacts on the community.
- 1.2. In 2021, Blue Gum Park / Kurangga (Park 20) and Veale Park / Walyu Yarta (Park 21) became Dry Areas 24 hours a day, seven days a week. The Dry Area was established in response to ongoing impact to residential amenity in this location due to excessive alcohol consumptions by large groups and associated challenging behaviours.
- 1.3. On 14 November 2023, Council resolved to request an 18-month extension to the existing Adelaide Park Land Areas until 22 June 2025. This extension was conditional on the establishment of a monitoring and evaluation process for the Adelaide Park Lands Dry Areas by the State Government, as part of the approval through the Safety and Wellbeing Taskforce and would include:
  - 1.3.1. A review of the data and outcomes related to the continuation of the Dry Area to be conducted over the next 12 months and presented to Council, with proposals for alternative measures to be established.
  - 1.3.2. A report on the wrap-around services delivered by State Government in support of the dry zone.
- 1.4. The restrictions outlined above are depicted spatially in Figure 1:

## City of Adelaide **Dry Zone Map**

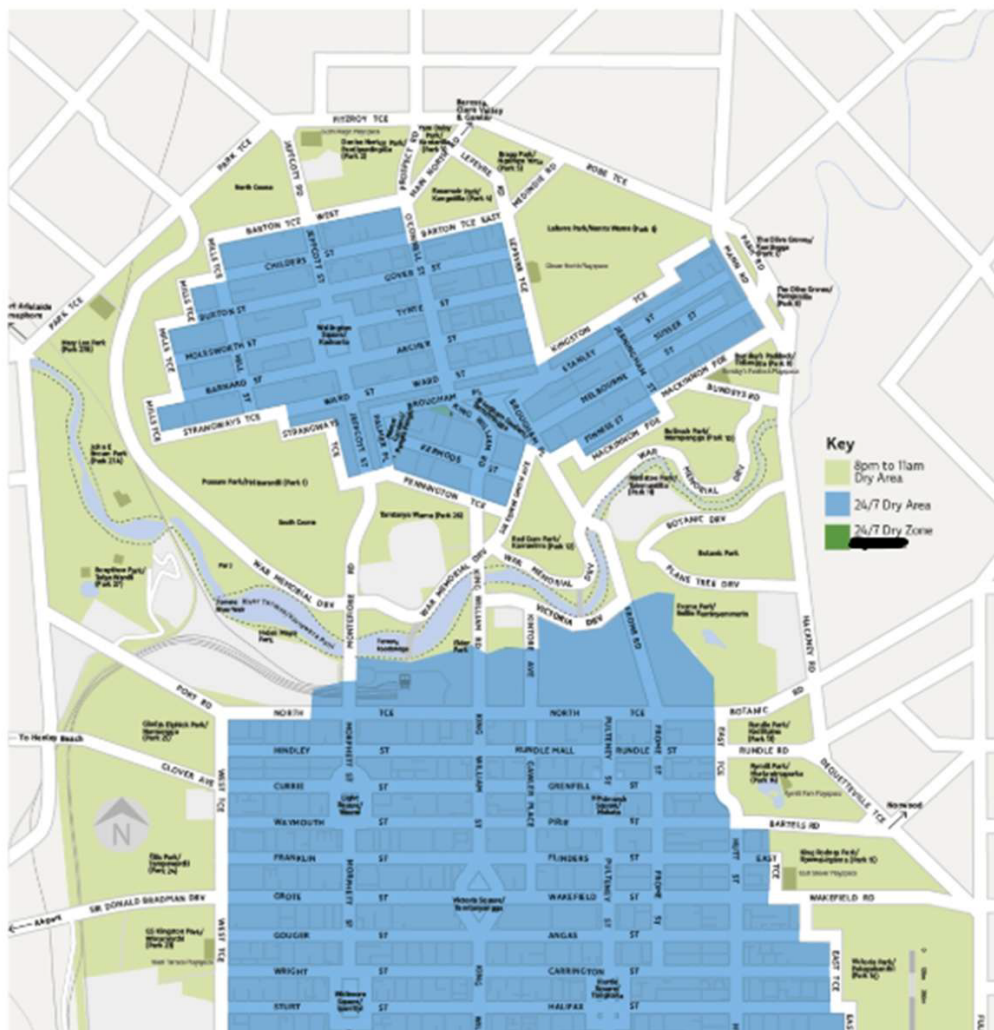


Figure 1: Adelaide Park Lands Dry Areas as at 1 April 2025

- 1.5. On 5 December 2023 the Safety and Wellbeing Taskforce approved the CoA's request that the Safety and Wellbeing Taskforce lead the evaluation of the Adelaide Park Lands Dry Area Regulations.

- 1.6. On 15 April 2024 the Department of Human Services (DHS) advised the City of Adelaide that after thorough consideration it had determined that the scope of the evaluation extended beyond the remit of the Taskforce.

## 2. Project purpose and methodology

- 2.1. The CoA engaged Urbis (consultants) to complete an independent assessment to determine the effectiveness and impact of the Regulation, and to provide recommendations about their continuation and potential alternative measures that could support outcomes for all community members and stakeholders who use the Adelaide Park Lands.
- 2.2. The evaluation assessed the:
  - 2.2.1. Implementation of the Regulation (i.e. the strategies used in the implementation, the effectiveness of these strategies, the appropriateness of the Dry Area time span and the barriers and enablers to successful implementation), focusing on the previous 12 months.
  - 2.2.2. Effectiveness of the Regulation in reducing alcohol related crime and harm and improving public amenity.
  - 2.2.3. Impact of the Regulation on a range of target groups, including residents (based on existing information), traders near the Adelaide Park Lands, local health and community workers, SA Police (SAPOL), SA Government service providers, Aboriginal and Torres Strait Islander people, people experiencing homelessness and rough sleeping, young people (18-25 years of age), and employees working in the Adelaide Park Lands.
  - 2.2.4. The current wrap-around services delivered by the SA Government and social service organisations in response to the Dry Areas.
- 2.3. The evaluation was undertaken over a four-month period from October 2024 to February 2025 This included semi structured interviews with 26 stakeholders and 2 people with lived experience, analysis of documentation and data relating to the Regulation, analysis of the 2023 and 2020 CoA Your Say public engagements, and desktop mapping of the service environment in response to Dry Areas.

## 3. Evaluation findings

- 3.1. The evaluation report is provided in **Attachment A**. The key findings of the evaluation are divided into four evaluation domains and are as follows:
  - 3.1.1. Implementation of the Regulation
    - 3.1.1.1. The Regulation has been implemented well. There is thought to be good public awareness about the Regulation, although some groups, such as young people and visitors, may be less knowledgeable about specific bans.
    - 3.1.1.2. The Regulation is an important 'tool' for intervening and reducing alcohol-related harm and crime in the Adelaide Park Lands. The enforcement approach adopted by SA Police is valued with some consideration of the effectiveness tipping alcohol out as an intervention measure.
    - 3.1.1.3. Enablers for successfully implementing the Regulation include the approach of SA Police; interagency collaboration and having culturally safe gathering places.
    - 3.1.1.4. Two potential barriers to effective implementation of the Regulation are appropriate service support and awareness of the Regulation among community members.
    - 3.1.1.5. There are mixed views about the appropriateness of the Dry Area time span to meet the Dry Area objectives. Most people interviewed preferred the 8pm to 11am restriction as a balanced approach.
  - 3.1.2. Effectiveness of the Regulation
    - 3.1.2.1. There is insufficient quantitative data available to demonstrate the Regulation's efficacy with inconsistent data collection and sharing amongst agencies since 2014 making it difficult to assess the Regulation's effectiveness.
    - 3.1.2.2. There are mixed views about the extent to which the Regulation helps to reduce alcohol-related harm and crime and improve public amenity.
    - 3.1.2.3. The Regulation alone are insufficient to reduce alcohol-related harm and crime in the Park Lands, which will persist until the underlying drivers related to substance use, health, housing and employment are addressed.

3.1.2.4. The ability to responsibly consume alcohol in the Adelaide Park Lands is viewed as important for upholding the personal rights of residents and visitors.

### 3.1.3. Impact of the Regulation

3.1.3.1. There is concern among some stakeholders that the Regulation disproportionately impacts marginalised communities, including people experiencing homelessness and those from remote communities.

3.1.3.2. Most stakeholders agreed the removal of the Regulation without service reform could have a detrimental impact on the health of individuals and the experience of the broader community. The role of the Regulation to intervene and de-escalate problematic drinking was emphasised and valued.

3.1.3.3. The Regulation provide an increased sense of safety for some stakeholders, including traders, CoA employees and residents by allowing SA Police to manage alcohol consumption and mitigate behaviours that impact public perception of safety.

### 3.1.4. Service Landscape

3.1.4.1. There is a range of specialist services to support people experiencing problems with alcohol and drug use in the City of Adelaide.

3.1.4.2. The Regulation relies on resourcing for services to meet demand in response to the Adelaide Park Lands Dry Areas. The service response after hours tends to be less person centred, trauma informed, and culturally safe.

3.1.4.3. Challenges can be experienced by people seeking to access appropriate services and supports for their needs.

3.1.4.4. Future approaches should provide culturally safe, wrap-around support with a service response that improves access to services including alcohol and other drug services and supports, housing and safe spaces, and services that operate after hours.

## 4. Recommended actions

4.1. There are nine recommended actions arising from the evaluation to support the effective implementation of the Regulation and better outcomes. Some of the recommendations have resource implications for State Government Agencies.

4.2. The City of Adelaide has met with relevant State Government agencies to share the findings and recommendations, and to discuss policy and resourcing implication.

4.3. Recommended the following actions, organised under four themes:

### 4.3.1. Regulation continuation

4.3.1.1. Extend the current Regulation for a further three years. This will provide sufficient time for the development of a robust Data Strategy. Any decision to extend the Regulation beyond this should be based on a thorough evaluation.

4.3.1.2. Assess lifting the 24/7 ban in Area 2 (Parks 20 and 21) to be consistent with the Restrictions in Area 1 (8pm to 11am), once data collection methods are well established.

### 4.3.2. Strengthen Regulation implementation

4.3.2.1. Develop and implement clear guidelines and protocols for enforcing the Regulations to ensure consistency and minimise biases.

4.3.2.2. Ensure SA Police responses are person-centred, relational and culturally safe, and that these responses are scaled as needed, including on weeknights and weekends and during times of high demand.

4.3.2.3. Develop a public awareness strategy about the Regulation and services available. A refreshed awareness strategy should consider use of signage, Aboriginal language and include promotion of specialist services (e.g. youth services, Aboriginal-led services).

### 4.3.3. Decision-making informed by robust data and evaluation

4.3.3.1. Develop a Data Strategy to enhance data collection arrangements and effectively track the impact of the Regulation and other complementary strategies over time.

- 4.3.3.2. Conduct an evaluation of the implementation and effectiveness of the Regulation and supporting strategies, commencing at least one year before expiration.
- 4.3.4. Early intervention strategies to address the underlying drivers of alcohol consumption and to support better outcomes.
  - 4.3.4.1. In close collaboration with community services and Aboriginal Community Controlled Organisations, further investigate the design and delivery of tailored and intensive wrap-around support services to better support people who access the Adelaide Park Lands experiencing challenges related to alcohol and other drugs, homelessness and chronic health and wellbeing issues. This should include assertive outreach, support services after hours and on weekends, and culturally appropriate and safe services for Aboriginal rural and remote visitors including appropriate in-language services.
  - 4.3.4.2. Co-design with Kaura Elders and the local community, a culturally safe gathering place for Aboriginal people from rural and remote areas. The gathering place should provide facilities for visitors and facilitate connections with specialist services. The space should be run and managed by Aboriginal organisations in ongoing partnership with the Kaurna community.

## 5. Next Steps

- 5.1. On 8 April 2025 Council approved for the Administration to seek an extension to the Adelaide Park Lands Dry Area Regulations for 3 years until 22 June 2028. The process for requesting an extension is:
  - 5.1.1. The Chief Executive Officer applies to State Government via Consumer and Business Services and the Commission for Liquor and Gambling.
  - 5.1.2. The Liquor and Gambling Commissioner will review the application and make a recommendation to the Minister for Consumer and Business Affairs.
  - 5.1.3. If approved by the Minister, the Dry Area Regulation is made by public notice in the Government Gazette.
- 5.2. Should an extension to the Adelaide Park Lands Dry Area Regulation be approved, Administration will:
  - 5.2.1. Request that the State Government work with the CoA to prioritise the development of a plan for the implementation of the actions as contained in the Adelaide Park Lands Dry Area Regulation Evaluation.
  - 5.2.2. Advise engagement participants of the outcome of the Adelaide Park Lands Dry Area Regulation Evaluation.
  - 5.2.3. Update information on the CoA website.
  - 5.2.4. Continue to work in partnership with State Government Agencies and other stakeholders, where appropriate, to support the implementation of the recommendations.

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## Attachments

**Attachment A** - Urbis Adelaide Park Lands Dry Area Regulation Evaluation report

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