

Adelaide Park Lands Dry Area Regulation Review

Wednesday, 7 May 2025
Reconciliation Committee

Strategic Alignment - Our Places

Public

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EXECUTIVE SUMMARY

The purpose of this report is to share the findings of the Adelaide Park Lands Dry Area Regulation Review with the Reconciliation Committee and to advise of the Council's decision on Tuesday, 8 April 2025 to apply for an extension to the Adelaide Park Land Dry Areas until 22 June 2028.

In September 2023, Administration consulted with the Reconciliation Committee on the Dry Areas. The feedback provided by the Reconciliation Committee focused on:

- The need for a comprehensive evaluation to determine the effectiveness of the Adelaide Park Lands Dry Area to reduce antisocial behaviour.
- The wrap-around services available to support people experiencing alcohol dependency.

On 14 November 2023, the 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 that 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 the 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 City of Adelaide (CoA) engaged Urbis (consultants) to conduct an independent assessment of the Adelaide Park Lands Dry Areas. The assessment recommends nine actions to support the effective implementation of the Regulation and better community outcomes. The responsibility for actions extends to State Government and other Agencies.

The independent report written by Urbis was presented to the Community Services and Culture Committee on 1 April 2025 recommending that the CoA apply to the State Government to extend the existing Adelaide Park Lands Dry Areas until 22 June 2028. It also requested that the State Government work with the CoA to develop a plan for implementing the recommended actions to commence from 2025/26.

RECOMMENDATION

THAT THE RECONCILIATION COMMITTEE:

1. Notes the Adelaide Park Lands Dry Area Regulation Evaluation report as contained in Attachment A to Item 6.5 on the Agenda for the Reconciliation Committee held on Wednesday, 7 May 2025.
2. Notes the Council's decision to apply to the State Government to extend the current arrangements for the Adelaide Park Lands Dry Areas for a further three years until 22 June 2028.

IMPLICATIONS AND FINANCIALS

City of Adelaide 2024-2028 Strategic Plan	Strategic Alignment – Our Community Objective: Support our communities to thrive. Outcome: 1. Create safe, inclusive and healthy places for our community.
Policy	Stretch Reconciliation Action Plan 2024- 2027: - Action 1.1 - Establish and maintain mutually beneficial relationships with Aboriginal and Torres Strait Islander stakeholders and organisations. - Action 3.17 - Strengthen existing and explore new partnerships with community controlled organisations to address the social determinants of health.
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. Given the recent 2023 engagement with residents, another Our Adelaide online survey was not conducted. The 2020 and 2023 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</i> (SA).
Opportunities	The Adelaide Park Lands Dry Area Regulation is one regulatory tool to support community safety and wellbeing outcomes. CoA will continue to work with the State Government's Safety and Wellbeing Taskforce, led by the Department of Human Services, to pursue strategies to address the drivers that influence excessive alcohol consumption.
24/25 Budget Allocation	\$115,390 strategic project funding was allocated to undertake the Adelaide Park Lands Dry Area Regulation Evaluation once the State Government advised it would not lead the evaluation.
Proposed 25/26 Budget Allocation	Not as a result of this report
Life of Project, Service, Initiative or (Expectancy of) Asset	Not as a result of this report
24/25 Budget Reconsideration (if applicable)	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

Background

1. 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.
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 (Figure 1). 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.

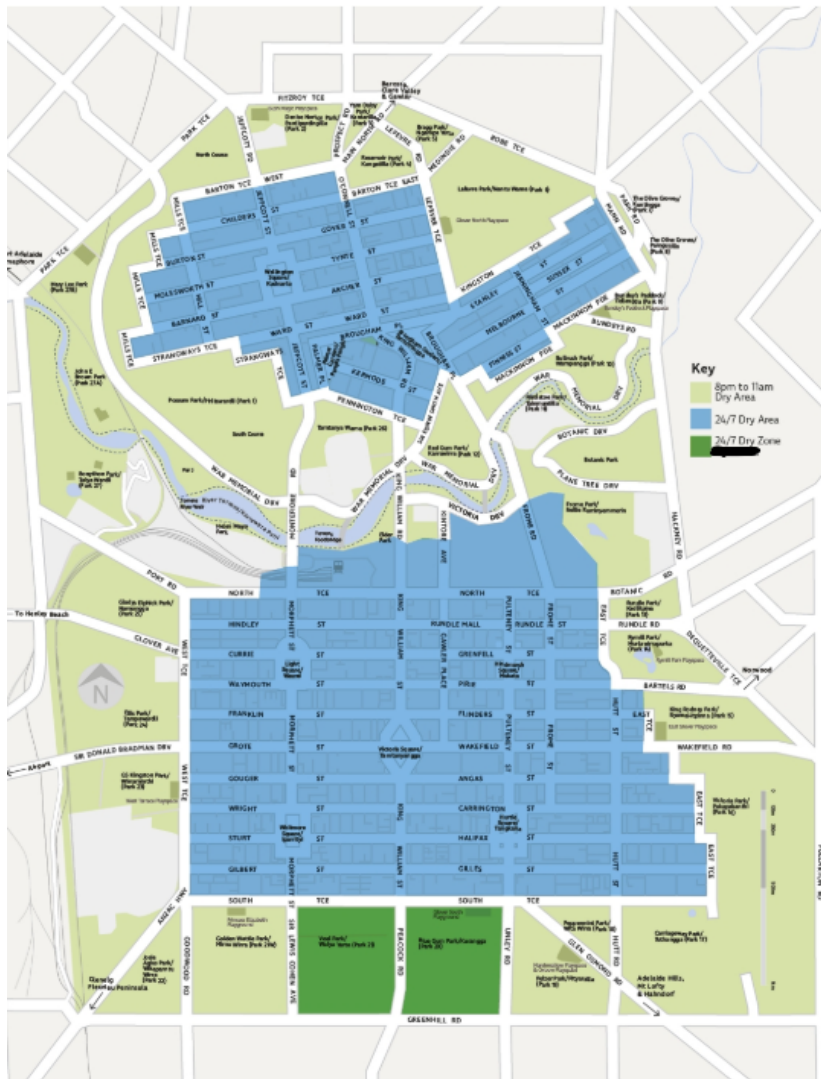


Figure 1: Adelaide Park Lands Dry Areas as at 1 April 2025

3. The 2023 review of the Adelaide Park Lands Dry Areas involved consultation with stakeholders and community members to gain feedback on the following questions:
 - 3.1. Should the Adelaide Park Lands Dry Areas be extended or removed?
 - 3.2. Should the 24 hours a day, seven days a week restriction continue to be applied to Blue Gum Park / Kurangga (Park 20) and Veale Park / Walyu Yarta (Park 21); and
 - 3.3. If an extension is preferred, should this be for 2 years or longer?
4. On 6 September 2023, the Administration consulted with the Reconciliation Committee to gain their feedback on the questions above.

5. The feedback provided by the Reconciliation Committee focused on:
 - 5.1. The need for a comprehensive evaluation to determine the effectiveness of the Adelaide Park Lands Dry Area to reduce antisocial behaviour.
 - 5.2. The wrap around services available to support people experiencing alcohol dependency.
6. 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 to include:
 - 6.1. 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.
 - 6.2. A report on the wrap-around services delivered by the State Government in support of the Dry Area.

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7. 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.
8. The evaluation assessed the:
 - 8.1. 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.
 - 8.2. Effectiveness of the Regulation in reducing alcohol related crime and harm and improving public amenity.
 - 8.3. 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 CoA employees working in the Adelaide Park Lands.
 - 8.4. The current wrap-around services delivered by the SA Government and social service organisations in support of the Dry Areas.
9. The evaluation was undertaken over a four-month period from October 2024 to February 2025. This included semi-structured interviews with 26 stakeholders and two 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.
10. The evaluation report is provided in **Attachment A**. The key findings are:
 - 10.1. The evaluation found that the Regulation has been implemented well and is an important 'tool' for intervening and reducing alcohol-related harm and crime in the Adelaide Park Lands.
 - 10.2. There is insufficient quantitative data available to demonstrate the Regulation's efficacy with inconsistent data collection and the Regulation alone is insufficient to reduce alcohol-related harm and crime in the Adelaide Park Lands. The ability to responsibly consume alcohol in the Adelaide Park Lands is viewed as important for upholding the personal rights of residents and visitors.
 - 10.3. There is concern among some stakeholders that the Regulation disproportionately impacts marginalised communities, including people experiencing homelessness and those from remote communities. Most stakeholders agreed that removing the Regulation without service reform could have a detrimental impact on individuals' health and the experience of the broader community.
 - 10.4. There is a range of specialist services to support people experiencing problems with alcohol and drug use in the City of Adelaide. The Regulation relies on resourcing services to meet demand in response to the Adelaide Park Lands Dry Areas. Service response after hours tends to be less person-centred, trauma-informed, and culturally safe.
11. There are nine recommended actions arising from the evaluation to support the effective implementation of the Regulation and better community outcomes.
12. A number of these align with commitments in the Stretch Reconciliation Action Plan 2024-2027 to develop partnerships with community-controlled organisations to address the social determinants of health.

13. Recommended actions are organised under the following four themes:
- 13.1. Regulation continuation
 - 13.1.1. 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.
 - 13.1.2. 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.
 - 13.2. Strengthen Regulation implementation
 - 13.2.1. Develop and implement clear guidelines and protocols for enforcing the Regulation to ensure consistency and minimise biases.
 - 13.2.2. Ensure that 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.
 - 13.2.3. Develop a public awareness strategy about the Regulation and services available. A refreshed awareness strategy should consider the use of signage, Aboriginal language and include the promotion of specialist services (e.g. youth services, Aboriginal-led services).
 - 13.3. Decision-making informed by robust data and evaluation
 - 13.3.1. Develop a Data Strategy to enhance data collection arrangements and effectively track the impact of the Regulation and other complementary strategies over time.
 - 13.3.2. Conduct an evaluation of the implementation and effectiveness of the Regulation and supporting strategies, commencing at least one year before expiration.
 - 13.4. Early intervention strategies to address the underlying drivers of alcohol consumption and to support better outcomes.
 - 13.4.1. 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.
 - 13.4.2. Co-design, with Kurna Elders and local community, a culturally safe gathering place for Aboriginal people including Aboriginal people from rural and remote areas. The gathering place should provide facilities for visitors and facilitate connections with specialist services (see recommendation 8). The place should be run and managed by Aboriginal organisations in ongoing partnership with the Kurna community.

Next steps

- 14. In accordance with Council's decision on 8 April 2025, a request will be made to extend the Adelaide Park Lands Dry Area Regulation.
- 15. Should an extension to the Adelaide Park Lands Dry Area Regulation be approved, Administration will 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.
- 16. The CoA will continue to work in partnership with State Government Agencies and other stakeholders, where appropriate, to support the implementation of the recommendations.

ATTACHMENTS

Attachment A –Adelaide Park Lands Dry Area Regulations Evaluation Report Urbis

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