



# **Adelaide City Council**

## **Adelaide Central Market Complex**

### **Community Land Management Plan**



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# **Adelaide City Council**

## **Adelaide Central Market Complex**

### **Community Land Management Plan**

#### **1. Introduction**

Section 199 of the Local Government Act 1999 (the Act) requires a council to manage community land in accordance with a management plan for the land.

The Adelaide Central Market Complex is community land owned by the Corporation of the City of Adelaide and under the care and control of the Adelaide City Council (the Council).

Therefore a management plan is required for the Adelaide Central Market Complex.

The management plan is referred to as the Adelaide Central Market Complex Community Land Management Plan (the Plan).

Section 196 of the Act sets out the structure and content and other matters relevant to the Plan. The Plan has been prepared in accordance with that Section of the Act.

Section 197 of the Act specifies the public consultation process associated with the development of the Plan. This matter is addressed in section 9 of this document.

#### **2. The Adelaide Central Market precinct**

The Adelaide Central Market precinct is made up of three components:

(1) The Adelaide Central Market Complex. This component of the precinct is owned and managed by Council, and is the subject of the Plan.

(2) Market Plaza. This component of the precinct is independently owned and operated.

(3) China Town and environs.

On the fringe of the precinct are:

- Hilton Hotel
- Adelaide District Court (Sir Samuel Way Building).

### 3. The Adelaide Central Market Complex

Section 15A(3) of the Local Government (General) Regulations 1999 formally defines the Central Market Complex as the area within the Certificate of Title Register Book Volume 5307 Folio 824 or Volume 5574 Folio 706 (see section 5 of this document for details of these Certificates of Title).

The Adelaide Central Market Complex comprises the following three elements:

(1) Adelaide Central Market - the core area. This area covers:

- The market stalls and shops - subject to various leases and licences with Council
- Explore Culture Cooking School - subject to a lease with Council
- Adelaide Central Market Management Office
- Central Market Arcade - subject to a head lease with Council. The lease holder has 'sub-leases' with Coles Supermarket and a number of other tenants in the Arcade.

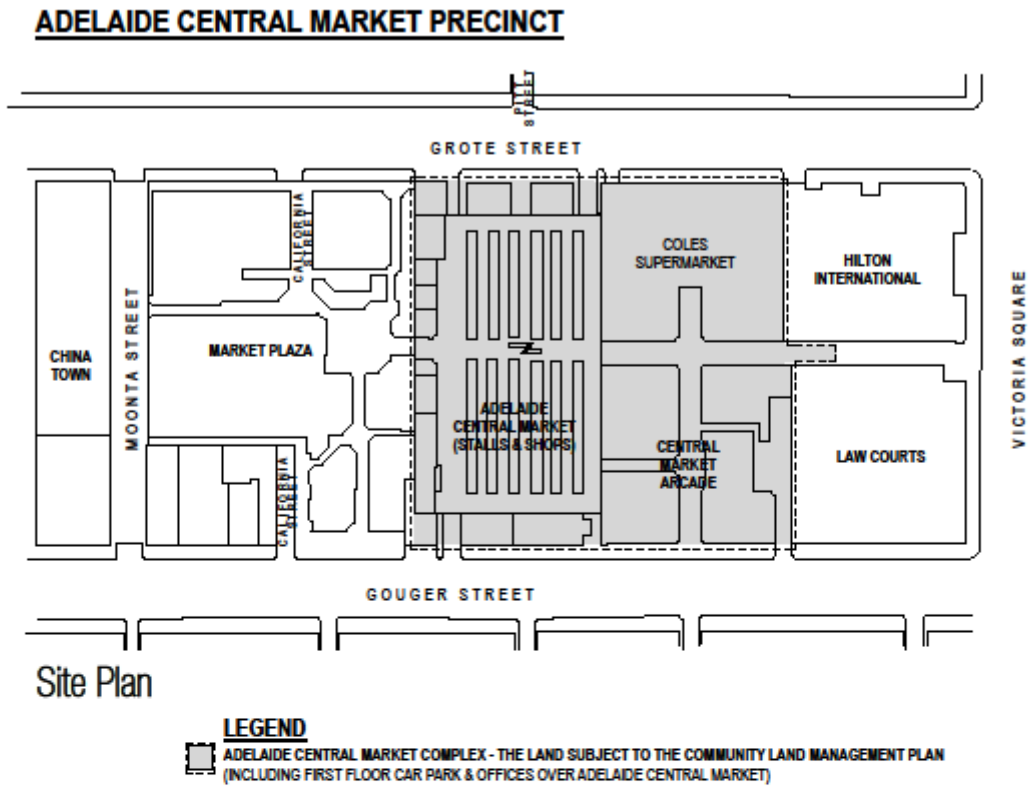
(2) Adelaide Central Market UPark

(3) Federal Hall - used by the Council for administrative purposes not related to the management of the Adelaide Central Market.

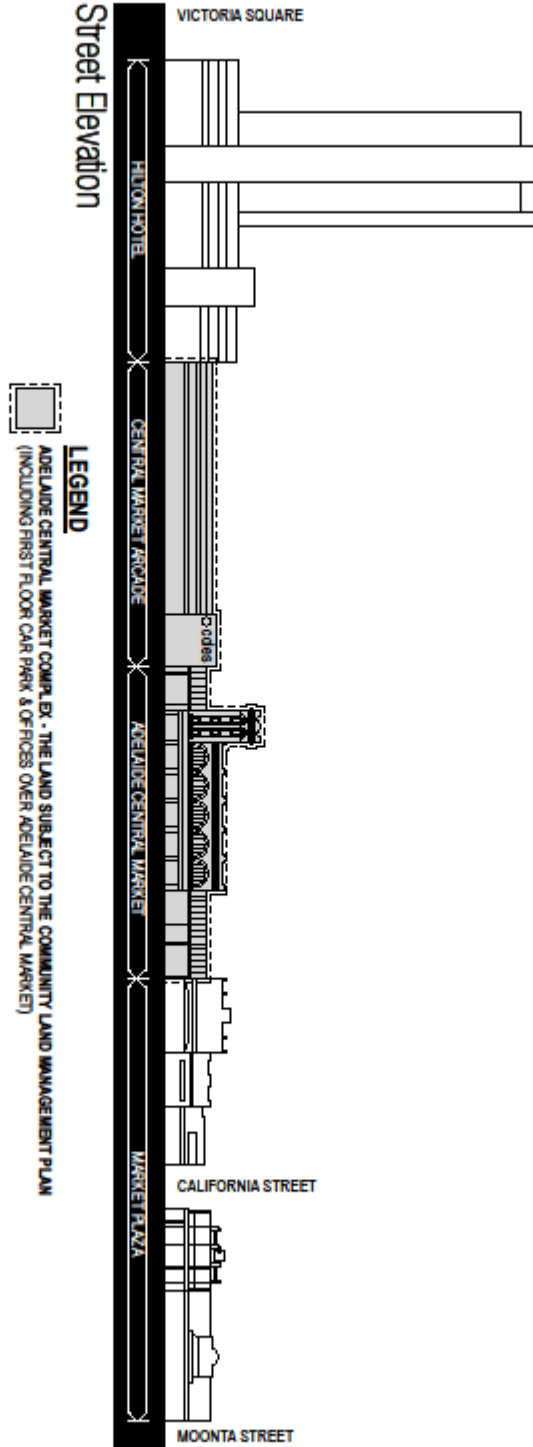
The Plan addresses these three elements separately.

A schematic layout showing the elements of the Adelaide Central Market Precinct and the elements to be covered by the Plan is presented within Diagram 1.

**Diagram 1: Adelaide Central Market precinct site plan**



**ADELAIDE CENTRAL MARKET PRECINCT**



## 4. Heritage

The Gouger Street building and the Grote Street building are listed in the Development Plan as Local Heritage [City Significance] items.

The citation in the Development Plan extends the heritage curtilage to a distance of 12 metres back from the Grote Street and Gouger Street frontages.

The Grote Street building includes Federal Hall and the Market Tower.

Appendix A provides a description of the history of the Adelaide Central Market relevant to the Adelaide Central Market Complex Community Land Management Plan.

While all the heritage listings are as one citation, the Market Tower is mentioned as an identifiable item.

The Market Tower is separate from Federal Hall in a functional sense. The Market Tower is not used for any purpose.

## **5. Details of the Community Land Management Plan**

### **5.1 Property Identification** (Section 196(3)(a) of the Local Government Act 1999)

Name of Property: Adelaide Central Market Complex

Location: Bordered by Gouger Street and Grote Street (refer Diagrams)

Certificates of Title: Vol 5307 / Folio 824, Vol 5574 / Folio 706

Current Use: Commercial, retail, car parking and administrative.

### **5.2 Owner** (Section 196(4))

The Corporation of the City of Adelaide

### **5.3 Purpose for which land is held** (Section 196(3)(b))

The land is used for a mix of commercial, retail, public car park activities and Council's administrative purposes.

### **5.4 The elements of the Adelaide Central Market Complex**

As explained in section 3, the Adelaide Central Market Complex comprises the following three elements:

- Adelaide Central Market - the core area
- Adelaide Central Market UPark
- Federal Hall.

The Plan addresses these three elements separately.

Section 6 deals with Adelaide Central Market - the core area.

Section 7 deals with Adelaide Central Market UPark.

Section 8 deals with Federal Hall.

The management plan is consistent (as far as practicable) with Council's relevant plans and policies about conservation, development and use of the land consistent with section 196(5) of the Local Government Act 1999.



## **6. Adelaide Central Market - the core area**

### **6.1 Objectives for management of the land (Section 196(3)(c))**

The Adelaide Central Market Charter defines the Council's objectives for the Market and sets its business direction.

The Council's vision for the Market is expressed in the Charter as follows:

To be:

- (a) The leading fresh fruit and produce market in SA;
- (b) A financially viable business;
- (c) A centre of cosmopolitan culture, character and ambience;
- (d) Comprised of small and independent businesses;
- (e) A significant and positive contributor to the vitality and tourism for the City.

The Market's business expectations as stated in the Charter are:

- The Central Market will be operated as a viable business entity;
- The Central Market will be managed on a commercial basis to maximise revenue returns;
- Pursue business growth to seek increased net revenue returns;
- The market will be maintained in accordance with the Corporation's Asset Management Policy.

### **6.2 Policies related to the management of the land (Section 196(3)(c))**

The Charter sets out the following policies:

- Ensure that investments in business enterprises achieve commercial rates of return;
- Ensure all practices are consistent with National Competition Policy Guidelines;
- Best practice customer service;
- High level of security ;
- High level of cleanliness ;
- Sound environmental management practices;
- Ease of access and movement for people with disabilities;
- Sound retail trading practices.

In addition, the following Council policies and guidelines apply to the management of the Market including:

- Central Market Tenancy Policy (ACC 2003/48166);
- Adelaide Central Market Guidelines (Version No.1, March 2007);
- By Law 3 Local Government Land;

- Asset Management Policy.

The relevant State and Federal legislation is also taken into in the management of the Market (eg the Retail and Commercial Leases Act 1995, National Competition Policy, Trade Practices Act 1974).

### **6.3 Management arrangements** (Section 196(3)(c))

The Council has established the Adelaide Central Market Committee (the Committee) “to assist the City Services & Facilities Committee through the provision of advice and recommendations on planning, strategy, policies and monitoring processes in relation to the Adelaide Central Market.” The current membership of the Committee is:

The Right Honourable the Lord Mayor;

- Councillor Moran (Presiding Member);
- Councillors Cullen (Deputy Presiding Member), Yarwood and Zaharis;
- Mr Mark Gleeson (Central Market Trader Representative).

The Adelaide Central Market Committee considers the following matters in order to provide recommendations and advice to the City Services & Facilities Committee:

- Business Charter of the Adelaide Central Market;
- Tenancy Use Guidelines and future direction statement;
- The Market Rules;
- Adelaide Central Market Marketing Plan;
- Management arrangements of the Market;
- Trading hours of the Market;
- Capital Works Program for the Adelaide Central Market;
- The business performance of the Adelaide Central Market.

The Committee reports to Council on its activities following each meeting.

The Council has engaged a property manager (Knight Frank Australia Pty Ltd) to provide specific services on behalf of Council to allow Council to effectively fulfil its management responsibility.

The principal role of the property manager is to deal with all issues associated with tenancy leases and licences, address some asset management matters, and oversee security. The Central Market stalls and shops operate under either a Licence Agreement or a Memorandum of Lease managed by Knight Frank Australia Pty Ltd.

The current lessee and licensee details are presented at **Appendix B**. Management of the Market also takes into account Tenancy Guidelines, Market Rules, Stall Design Guidelines, and Permitted Uses.

Other aspects of the Council's management responsibility are arranged primarily using Council resources. These include the following aspects:

- Marketing
- Asset management
- Environmental management.

A Marketing Advisory Group was set-up by Council to provide input to the Market's Marketing Plan. The traders are represented on the Group. Traders contribute a marketing levy and the fund is administered by Council.

A Central Market Traders Association has been established by the traders.

The Lease with Victoria Square Shopping Centre Pty Ltd for the Central Market Arcade is a head lease with Council and Council has no direct involvement with the individual traders on an operational level or in relation to their leases.

This is quite different from the arrangement in Central Market where Council is the lessor to each and every stallholder and as such Council has a 'direct relationship' with each stallholder (albeit through a managing agent).

Under the head lease for the Central Market Arcade responsibility for a range of operational/repairs/maintenance issues sits with the head lessee, unlike in the Central Market where responsibility sits with Council.

#### **6.4 Performance targets and measures (Section 196(3)(d))**

The Adelaide Central Market Charter provides the framework for performance targets and measures.

<b>Performance indicator</b>	<b>Target</b>
Net revenue	Returns to the Corporation will be equal to or greater than the dividend target as set by Council (each year)
Business preservation	The business will be managed in terms of best practice in order to ensure the maintenance, preservation and increase in value of the business assets
Business growth opportunities	The business will continue to review the market place to identify new business opportunities which can provide additional net revenue to Council
Annual number of customers/patrons	2009/10 – 17.5m
Stall occupancy	Occupancy level of 99%

In addition the performance of the Market is monitored through the following measures:

- Marketing indicators
- Annual Work Plan
- Central Market Projects including the Asset Renewal Program
- Annual Performance report.

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## 7. Adelaide Central Market UPark

### 7.1 Introduction

The Adelaide Central Market UPark is one of the 11 UParks owned, managed and operated by the Adelaide City Council.

A Community Land Management Plan is being prepared for those UParks which have a community land classification.

The Adelaide Central Market UPark element of the Adelaide Central Market Complex Community Land Management Plan will also form part of the UPark Community Land Management Plan.

### 7.2 Description

The Adelaide Central Market UPark is located above the Adelaide Central Market. The street address of the UPark is 21–59 Grote Street, Adelaide.

The UPark is made up of three components:

- One component is situated directly above the Market stalls and shops. This component is owned by Council and is included in the Adelaide Central Market Complex Community Land Management Plan;
- The second component is that portion of the carpark to the west above Market Plaza and China Town. This component is independently owned but leased to Adelaide City Council forming part of the total Central Market UPark operation. This component is not part of the Adelaide Central Market Complex Community Land Management Plan;
- Access bridges (fly-overs) and ramps between the leased area and Council owned area.

### 7.3 Objectives for management of the land (Section 196(3)(c)) and Policies related to the management of the land (Section 196(3)(c))

The UPark Business Charter (October 2004) provides the business framework for the operation of UPark.

The following extracts from the Business Charter highlight the key features of the business operations:

“UPark is the business name for the management and operation of Adelaide City Council’s Off-Street car parking facilities.

UPark operates Council owned car parks within the City of Adelaide in accordance with Council’s policy framework.

As a Council owned business, UPark operates within the national competition policy guidelines, and as such all subsidies and tax equivalents are brought to account and reported.”

The key business practices include:

- “The hours of operation, market segmentation, mix of prices, staffing levels and promotional strategies will be managed so as to gain maximum patronage in the car parks.
- Priority will be given to casual parking and available capacity will be controlled in an efficient manner.
- Early Bird and Reserved Parking will be minimised where demand for casual parking exists.”

#### **7.4 Management arrangements (Section 196(3)(c))**

The Adelaide Central Market UPark asset is managed by the Council’s Strategic Asset and Property Management Program and operated by Council’s Accessible City Program (namely UPark).

The Adelaide Central Market UPark operates under a lease agreement with Council and pays a lease fee to Council in compliance with good governance and the National Competition Policy.

#### **Parking options**

The following parking options/facilities are available at the Central Market UPark:

- Casual parking;
- Parking for the disabled;
- Bicycle parking (and lockers);
- Motor cycle and scooter parking;
- Event Parking.

#### **Fees and Charges**

Council's UPark fees and charges are reviewed annually in conjunction with the development of the Annual Business Plan and Budget which is open to public consultation.

Council's policy guidelines for setting the Central Market UPark fees and charges for 2009/10 are summarised as follows:

- Day parking charges were adjusted in line with changes to the CPI;

- Night charges were maintained at the same fee as 2008/09 to encourage night time visitation to the city;
- Sunday parking charges were adjusted in line with changes to the CPI.

The fees and charges were set under Council delegation to the CEO.

### **7.5 Performance targets and measures (Section 196(3)(d))**

UPark business performance is monitored by Council's City Services & Facilities Committee.

The Committee receives a monthly business performance report on the whole of the UPark business. Performance is reflected across the business and detailed analysis is often provided as required.

The performance report covers the following business measures:

- Finances (revenue and expenditure);
- Patronage (casual and early bird);
- Marketing initiatives;
- Events;
- Operational Indicators (cost recovery, operating cost per bay, revenue per bay);
- Community service initiatives;
- Business performance;
- Parking trends.

## 8. Federal Hall

### 8.1 Introduction

Federal Hall is specifically addressed as one of the elements of the Adelaide Central Market Complex Community Land Management Plan because of the manner Council manages and uses the Hall.

### 8.2 Description

Federal Hall occupies part of the Grote Street building. As explained in Section 4, Federal Hall is a Local Heritage [City Significance] item because the Development Plan extends the heritage curtilage to a distance of 12 metres back from the Grote Street frontage of the Adelaide Central Market.

“Federal Hall was constructed between 1900 and 1906. A feature of the Hall is its two-storey red-brick frontage with terracotta facings fronting Grote Street. The first floor Hall was originally used as a large entertainment area.” (Extract from “Stories, history and recipes from the Adelaide Central Market” by Catherine Murphy).

The Hall is approximately 282.50 sqm in area.

### 8.3 Objectives for management of the land (Section 196(3)(c)) and Policies related to the management of the land (Section 196(3)(c))

The management of the Hall is undertaken in accordance with Council’s relevant plans and policies about conservation, development and the requirements of the Development Plan in relation to Local Heritage [City Significance] items.

### 8.4 Management arrangements (Section 196(3)(c))

The Hall is currently occupied by the Council Staff.

Council’s Strategic Asset and Property Management Program is responsible for the maintenance of the Hall.

### 8.5 Performance targets and measures (Section 196(3)(d))

There are no specific performance targets or measures for Federal Hall.



## 9. Public consultation

Section 197 of the Act requires Council to consult with the public on the Plan before it adopts the Plan, and the consultation must be in accordance with Council's public consultation policy

The Council's approach to public consultation is set out in its Public Communication and Consultation Policy (July 2009). Schedule E of the Policy deals specifically with Community Land Management Plans and it details the key steps to be followed under the following headings:

- Notification;
- Inspection;
- Submissions;
- Consideration;
- Decision by Council.

A tentative public consultation program has been developed. The key features of the program are:

- All stakeholders will receive preliminary advice in about late May that the Council has prepared a Adelaide Central Market Community Land Management Plan, and Council will be consulting on the Plan in due course;
- Subject to Council's endorsement the Plan for consultation at its meeting on 24 May 2010, a 21 day consultation program will commence on 7 June 2010 and conclude on Monday 28 June 2010.

## Appendix A

### Part of the history of Adelaide Central Market relevant to the Adelaide Central Market Complex Community Land Management Plan

The text presented below was copied from the City of Adelaide Heritage Study, October 1990, Volume One, part of a review of the City of Adelaide Plan 1986-1991.

“In 1900, plans were drawn of an impressive two storey brick facade facing Grote Street to replace the existing sheds.

The building will be in red brick, with terra-cotta facings, and will undoubtedly be seen to special advantage in Grote Street, the magnificent width of this thoroughfare giving excellent opportunities for viewing architectural beauties.

As can be seen the building is to be two storeys in height, the lower of which is to be filled with shops, with handsome plate-glass fronts. The arches above the shop fronts are to be filled with stained glass, which will greatly add to the appearance.

Included in the plans was an 80 feet x 32 feet assembly room on the first floor where wedding parties, dances and parties could be held. (*Note: to become known as Federal Hall*).

The buildings nominated for the Register (the Grote Street buildings constructed in 1900, and the Gouger Street buildings erected in 1906) reflect the second phase of the construction of substantial buildings to be erected on the site that housed market functions.

The Grote Street building is a two storey brick building with a four storey tower to the western end of the building.

A modern steel-framed, mesh clad pedestrian and car park entrance is attached to both ends of the building. The brickwork used in all the walls of the building is of good quality. The bricks are laid in a Flemish bond and are, and were always designed to be, exposed.

The roof of the building is disguised behind a parapet. The building features a decorative brick parapet using profiled bricks. The brickwork to the tower has been laid to create a decorative scalloped pattern.

The Gouger Street shops constructed in 1906, are housed in a two storey building of brick that features rendered decoration and parapets to the face of the building. The main features of the building are three distinctive gables, projecting from above the parapet.

Both buildings (the Grote and Gouger Street shops) are constructed in architectural styles popular at the time and therefore they represent an important architectural style and period.”

## Appendix B Adelaide Central Market leases and licences

NAME OF LESSEE / LICENSEE	TRADING AS
Victoria Square Shopping Centre Pty Ltd	Central Market Arcade
Telstra Corporation Ltd	N/A (Public pay phones)
Strata Corporation 13530 Incorporated	N/A (Shared toilets)
Mr Jean-Claude de Toulouse	Explore Culture
Ms Sunmi Kim	Sunmi's Sushi
Mr & Mrs Frank & Jeanette Novosel	Zedz Cafe
Lisong Pty Ltd	Taldy-Kurgan
Living Colour Nursery Pty Ltd	Living Colour Plant Nursery
Bronam Pty Ltd	Cactus
Clayon Pty Ltd	Central Market Flowers
Mr & Mrs Stanislaw & Teresa Ciechnowicz	Standom Smallgoods Butchers
Mr Louis Germanos	Good Quisine
Mr Angelo Zaharis	Three Amigos
Andreas & Kyriakoula Augostinos	Fred McMahon
Liang Hong International Pty Ltd	M & M's Fruit Mart
Stefrence Pty Ltd	The Grind @ Central
Coorong Angus Beef Pty Ltd	Feast @ the Market
Mr Behzad Afzali & Amir Afzali	Le Fruit
C & H Savvas Pty Ltd	Cons Fine Food
Mr Mark Brosnan	The Mettwurst Shop
Messrs Peter & William Zaharis	Seven Brothers
Carrodus Enterprises Pty Ltd	Bakers Tray
Olde Coach Pty Ltd	Thompsons Fruiterers
Mr John & Ms Peita Hatch	Leos Gourmet Cheese
Mr Raffaella Rossi & Ms Elaine Alaia	Pick Me Fresh
Papanotis Nominees Pty Ltd	The Adelaide Nut
Mr & Mrs Darren & Andrea Lomas	The Old Lolly Shop
Mr James Hillier	House of Organics
Mr James Hillier	Farmers in the Market
Messrs Rom & Samrach Chea	Bill B's Quality Fruit & Veg
Ms Lucy Uppill	Jagger Fine Foods
Mr Angelo & Mrs Fotina Likouras	Big Table
Mr & Mrs Stephen & Mariza Doyle	Doyleys Patisserie
All This & More Pty Ltd	Gourmet To Go
Fradule Pty Ltd	Breadz N More
Mr Peter Heaney	Smelly Cheese
Mr Peter Heaney & David Mansfield	Dough
Mr Peter Heaney	Say Cheese
Stefan Pty Ltd	McMahons
Mr William Zaharis	Central Fresh Fruiterers
Mr Theo Karamanidis	Kate's Patisserie
Mr & Mrs Roger & Constantia Kempenaers	Poultry Cuisine and Game
CLPC Pty Ltd	Con's Fruit & Veg
Mr & Mrs Michael & Fillia Kotsanis	Michael's Fruit & Veg
Feng Shuan Pty Ltd	Seven Sisters Fruit & Veg

<b>NAME OF LESSEE / LICENSEE</b>	<b>TRADING AS</b>
Macro Investments Pty Ltd	Wild Oz
Mr Mario Ascensio	Green Side Greengrocer
Mr & Mrs Nick & Amalia Kotsanis	Aubergines
The Coffee Bean Shop Pty Ltd	The Coffee Bean Shop
Mr Paul Bratovic	The Olive Tree
Mr & Mrs Franz & Barbara Knoll	Barossa Fine Foods
Ms Kieu Thi Tran	Ripe Greengrocer
Mr Frank Turtur	Vegas Gourmet Poultry
Mr Antonio Marinelli	Atlas Corner
Messrs ID & JK Behrnt & JM Emery & MJ Gleeson	Providore
Mr Simon Reynolds and Mr Con Poulos	The Yoghurt Shop
Mr Marco A Marinelli	Mushroom Mans Mushroom Shop
Mr John Bugeja	Stall 69
Charlesworth Nuts Pty Ltd	Charlesworth Nuts
Mr & Mrs Ross & Nea Topalsavvas	Central Market Gourmet
Mr Stephen Oulianoff	Central Organic
Mr & Mrs Robert & Angela Frank	House of Health
Mr Waldemar Wojtas	Sevenhill Fine Foods
Mr & Mrs Kyriakos & Nicki Farmakis	The Carousel Nut Bar
Golden Edge Trading Pty Ltd	Coco's Fruit & Veg
Mr Barry Matto	Central Market Books
Mr John Veloudos & Mr Tony George	Zuma Café
Mr John Veloudos & Mr Tony George	T-Bar
Samtass Bros Seafood Pty Ltd	Samtass Bros Co
Mr Antonio Marino	Marino Meat & Food Store
Cappo Seafood Pty Ltd	Cappos Seafood
Bakers Delight Holdings Ltd	Bakers Delight
Mr Anthony O'Connell	O'Connell Meats
Ms Maria Rosella & Nicolina Bugeja	Lucia Pizza & Spagetti Bar
Lucia's Foods Pty Ltd	Lucia's Fine Foods
Aqua-Co Australia Pty Ltd	The Water Shop SA
Mr & Mrs Peter & Marijan Bulley	Photoco Camera House
Khuu & Lee Pty Ltd	Lien Heng Asian Grocery
Mr Charles Chung Ming Lo & Moi Chiaw Nyuk	Asian Gourmet
Stand 17 & 18	Vacant