2026–27 Annual Business Plan

CITY OF HOLDFAST BAY

OUR PLAN FOR OUR PLACE

City of Holdfast Bay

Amendments to 2026–27 Annual Business Plan Following Community Engagement

This year, Council conducted extensive community engagement on the draft 2025–26 Annual Business Plan and draft Long-Term Financial Plan 2026–27 to 2035–36.

Methods for engagement included:

- Direct promotion to some 20,000 people via Your Holdfast site distribution list, social media channels and Holdfast News
- Distribution via letterbox drop of a summary leaflet to over 19,000 households and businesses
- Drop-in sessions in 2 locations for people to meet face to face with Council staff.
- Various signage and articles, including core flutes and digital signage, public notices in the Advertiser print and online versions and notices on the Council website.

A total of 349 individuals provided a submission during the consultation. This is considerably more than in previous years. 298 were via the Your Holdfast website and completed an online survey, 46 were via emails, and five letters were received.

Six new community projects were proposed. Community indicators of support were sought in the consultation process on these projects. 298 people completed the survey, which indicated their level of support.

A variety of views were expressed on these projects, there was a clear indication of support for all projects, which resulted in Council deciding to proceed with them.

The Mayor's welcome has been updated to reflect that this is a final version of the 2026–27 Annual Business Plan. The welcome acknowledges the level of consultation undertaken and covers highlights of the plan.

An important consideration in this Annual Business Plan involves the future direction of Alwyndor aged care service. The City of Holdfast Bay is making a change to the way Alwyndor is governed. Council resolved to establish a separate Incorporated Association, Alwyndor Inc, to act as Trustee of the Dorothy Cheater Trust.

This means that previous references to Alwyndor have been removed throughout the Plan. This includes all financial information related to Alwyndor.

On page 13, there was a reference to a new community survey being undertaken. It was hoped that these results would be available for inclusion in this final Annual Business Plan, however they are not yet available. This message has been updated.

The status of the Transforming Jetty Road Glenelg project has been updated on page 46. This project is now nearing completion ahead of schedule, which is reflected in the new text on that page.

Traditional Custodians

The City of Holdfast Bay acknowledges the Kaurna People as the traditional owners and custodians of the land. We respect their spiritual relationship with country that has developed over thousands of years and the cultural heritage and beliefs that remain important to the Kaurna people today.

Council has reviewed and considered all the feedback and information prior to the adoption of the 2026–27 Annual Business Plan and Long-Term Financial Plan 2026–27 to 2035–36. Taking this feedback into account and considering additional information that is now available, some other adjustments have been made to this final plan from what appeared in the draft 2026–27 Annual Business Plan:

- On pages 15 and 38, the timing of the Brighton Oval Irrigation project has been adjusted. it now states that the forward commitment of $195,000 is for the 2028–29 year, not 2027–28
- To remove ambiguity, it is correct to say that stormwater total funding for 2026–27 is $1.19 million. This is made up of $0.19 million from Council's renewal budget and $1 million for previously committed new works. These two aspects of the budget (renewals and new works) are managed and recorded differently. (page 14)
- The inclusion of a description on how rates are calculated on page 60, which compliments the new Statement on Expected Rate Revenue on pages 68–69
- The minimum rate for 2026–27 has now been set and appears on page 59.

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Mayor's Welcome

As we look ahead to the next financial year, I am pleased to present the 2026–27 Annual Business Plan for the City of Holdfast Bay.

This Plan continues our commitment to delivering high-quality services, maintaining our community assets, and investing in the future prosperity and liveability of our City. It also reflects Council's careful consideration of the feedback received during consultation on the Draft 2026–27 Annual Business Plan.

I would like to thank everyone who took the time to provide feedback. This year, we received 349 submissions, along with strong participation in our community survey. The level of engagement was far higher than in previous years and demonstrates a community that is informed, interested and committed to the future of Holdfast Bay.

The feedback we received was thoughtful and wide-ranging. Many residents acknowledged the importance of maintaining essential services and infrastructure, while also providing practical suggestions to improve services and community outcomes. At the same time, there were clear and consistent messages about the need to carefully manage cost-of-living pressures, ensure fairness in investment decisions, and provide greater clarity around financial information and priorities.

Encouragingly, there was also support for practical, local improvements – particularly those that enhance safety, maintain infrastructure, support environmental outcomes and strengthen community facilities.

Council has carefully considered this feedback in finalising this Plan.

The 2026–27 Annual Business Plan represents a balanced and responsible approach.

The six proposed community projects received majority support overall through the community consultation process, demonstrating an understanding of the value these initiatives can deliver.

These projects include improvements to Brighton Oval, upgrades to school crossings, renewal of Brighton Road trees, further planning for Jetty Road Brighton, upgrades to our cemeteries, and a new verge incentive program. Together, these projects reflect a strong focus on safety, accessibility, environmental outcomes and local amenities.

Community feedback has reinforced the importance of delivering projects that are practical, well-prioritised and clearly communicated, and this has guided our approach.

The Annual Business Plan includes a proposed rate increase of 6.6% on average, which will enable Council to continue delivering essential services, maintain our assets, and progress key projects. This rate increase includes the final year of the 2.3% rate increase related to the Transforming Jetty Road Glenelg project and 0.2 % for the six community projects. While any increase is carefully considered, our community rightly expects a high standard of service and well-maintained infrastructure.

This Plan reflects disciplined financial management, with Council forecasting a modest operating surplus while continuing to manage debt responsibly and reduce long-term financial risk.

Independent advice from the Essential Services Commission of South Australia (ESCOSA) has again confirmed that Council remains in a financially sustainable position, providing confidence that we are planning responsibly for the long term.

A key focus of this Plan is the ongoing renewal of our infrastructure.

Council owns and maintains assets valued at over $950 million, and these assets must be maintained to a high standard. In 2026–27, we will continue a strong program of asset renewal of $11.53 million to ensure our roads, footpaths, buildings, stormwater systems and open spaces remain safe, reliable and fit for purpose.

This sustained investment helps to protect Council from higher costs in the future and ensures that we continue to provide the level of service our community expects.

The 2025–26 financial year marked a significant milestone for our City, with the Transforming Jetty Road Glenelg project nearing completion well ahead of its original schedule.

This has been one of the most significant infrastructure investments undertaken in recent decades. It delivers improved accessibility, safer pedestrian environments, stronger support for local business activity, and an enhanced experience for residents and visitors alike.

Projects of this scale require careful planning and investment, but they also play an important role in strengthening our local economy and ensuring that Holdfast Bay remains a vibrant and attractive destination.

An important update for this Annual Business Plan involves the future direction of Alwyndor aged care service.

For more than 75 years, Alwyndor has provided high-quality care and support to older people in Holdfast Bay and surrounding communities. It remains a highly valued and trusted service, supporting people to live with dignity, independence and connection to their community.

To ensure Alwyndor can continue to grow and meet the evolving needs of its community, the City of Holdfast Bay is making a change to the way Alwyndor is governed. Council resolved to establish an Incorporated Association, Alwyndor Inc, to act as Trustee of the Dorothy Cheater Trust. It means that Alwyndor does not appear in this Annual Business Plan, although Council will still have a vital interest in its future.

Importantly, this transition will not impact the services provided to residents and clients. The same high-quality, personalised care will continue to be delivered by the same dedicated staff.

These changes will ensure it remains a community-focused aged care provider with the same purpose, legacy and intent for generations to come.

Beyond major projects and services, Council continues to deliver a wide range of everyday services that support life in our community.

From maintaining parks, beaches and streets to delivering waste and recycling services, supporting libraries and community programs, providing environmental leadership and ensuring public health and safety, these services are central to the liveability of our City.

While often delivered behind the scenes, they have a direct and meaningful impact on the wellbeing of our community.

This Annual Business Plan has been developed in a challenging environment.

Cost-of-living pressures, increasing service demands, and broader economic and environmental challenges all require Council to carefully balance priorities and make informed decisions. Guided by our Strategic Plan, Our Holdfast 2050+, we remain focused on supporting wellbeing, building a sustainable city, and fostering a resilient local economy.

As we move forward, our focus remains clear: to deliver services and infrastructure that meet the needs of our community, to manage our finances responsibly, and to continue working in partnership with our residents, businesses and stakeholders.

I again thank everyone who contributed to the consultation process. Your feedback has helped shape this Plan and will continue to inform our work in the years ahead.

Together, we can continue to build a city that is welcoming, sustainable and well-maintained, and one that we are proud to call home.

Amanda Wilson
Mayor
City of Holdfast Bay

Our City

Kaurna people lived sustainably and nurtured the land and waters for some 60,000 years as one of the world's longest living cultures.

The coastal environment, with its freshwater lagoons and abundant food sources, was used for millennia as a meeting place for cultural celebrations, ceremonies and trade by Kaurna people, and continues to be a place of significant Kaurna cultural heritage.

In 1836, Colonel William Light arrived on the Rapid on a mission to survey the South Australian coast in search of a place for settlement. While the Rapid stood offshore near the mouth of the Patawalonga, a storm blew in and the anchor held. Colonel Light consequently named the bay 'Holdfast Bay'.

The Province of South Australia was proclaimed at Pathawilyangga in 1836, which became the municipality of Glenelg in 1855. Wituwartingga became the municipality of Brighton in 1858.

The City of Holdfast Bay was formed in 1997 through the amalgamation of the City Councils of Glenelg and Brighton. Located just 11 kilometres from the Adelaide city centre and five minutes from Adelaide Airport, our City is now home to close to 40,000 people and one of the most celebrated places to live, work and visit in the Adelaide metropolitan area. It boasts a beautiful natural environment, high quality recreation and community facilities, superior health and education, a vibrant tourism sector, thriving retail precincts and a small light industrial area.

Our Place and Our Community

First
SA coastal council to recognise a climate emergency in 2019

9km
of coastline

14.6km²
comprises City of Holdfast

2.5km
wide

20
off-street public car parks

3
train stops

5
tram stops

313km
of footpaths and shared paths

700,000+
tram trips to Glenelg each year

15
metro bus routes

200
bus stops approximately

4
car share locations

8
Eletronic vehicle chargers

A Day in the Life

Did you know that on a normal day in the City of Holdfast Bay:

Nearly
1,508
items are borrowed from our libraries at Glenelg and Brighton

More than
322
people attend our four Community Centres

511
people visit the libraries

30 trips on the Community Wellbeing bus

60
separate cleaning services are conducted at council buildings

Each of our **31** public toilet facilities are cleaned – with some cleaned 5 times per day

Our two Jetty Roads at Glenelg and Brighton are serviced by street sweepers

174 phone calls and **95** emails are responded to by our Customer Experience team

4
Development Applications processed

3,242
page views on our website

Maintenance and other works are carried out at Glenelg Oval and other reserves by our Open Spaces team

7,200
bins lifts for residential and business waste collection

25 linear metres
of roads resealed

18 linear metres
of kerb replaced

3
trees planted

24sq metres
of footpaths repaired

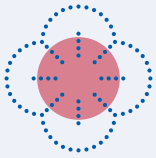
33 requests completed by our Field Services team

Our Vision

In January 2025, Council revised its Strategic Plan titled *Our Holdfast 2050+*. This revised plan maintained the vision and general framework of the original *Our Holdfast 2050+*. Our vision is:

Protecting our heritage and beautiful coast, while creating a welcoming and healthy place for all in South Australia's most sustainable city.

To achieve this Vision, we have identified three focus areas:



Wellbeing

Good health and economic success in an environment and a community that supports wellbeing.

Sustainability

A city, economy and community that is resilient and sustainable.

Innovation

A thriving economy and community that values life-long education, research, creativity and entrepreneurialism.

This Annual Business Plan is designed to help deliver *Our Holdfast 2050+* within these focus areas. Details of the revised objectives and measures in each of the focus areas appears later in this Plan.

Quality of Life in Holdfast Bay

TOTAL POPULATION

(2021)

37,543

52.3% females
47.7% males

VEHICLE USAGE

Private car is the most common travel method for journeys to work (80%). Public transport accounts for 8.5% and active travel (walking and cycling) 5%

SNAPSHOT

HIGH

- Average Income
- Education
- Housing Mortgages

LOW

- Unemployment for those in the workforce, but the age group with the greatest number is not in the labour force.

MEDIAN AGE

48

MOST COMMON AGE GROUP

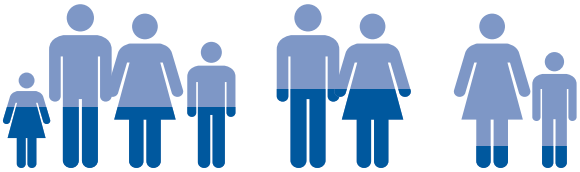
60–69yrs

5,633 people (15%)
Older population

HOUSEHOLD TYPES*

Lone person households	Group households	Family households
34%	3%	60%

OF THE 60% FAMILY HOUSEHOLDS*



Couples with children	Couples without children	One parent families
37%	48%	13%

Source: ABS 2021

*Totals do not equal 100% as not all participants answered this question and there is rounding in final percentages.

How you rated your council out of 10:

COMMUNITY

8.6 Providing library services

8.3 Providing sporting facilities

7.5 Delivering services for the elderly and people with a disability

8.1 Providing programs and services that encourage a healthy and active lifestyle

7.8 Providing arts and cultural experiences

PLACEMAKING

7.1 Maintaining roads and kerbing

7.55 Maintaining cycle networks

8.7 Access to shops, services and open space

ENVIRONMENT

8.1 Maintaining beaches and coastal areas

8.2 Providing adequate waste management services

8.55

Overall rating of Holdfast Bay as a place to live

ECONOMY

7.8 Encouraging a diverse range of businesses and services in the area

7.85 Supporting and promoting tourism and events

CULTURE

6.95 Council provides good financial management and value for rates

7.2 Overall satisfaction with the quality of service and performance of the council

8.3 Maintaining well laid out parks and reserves

7.6 Providing programs that foster social interaction and community wellbeing

8.0 Providing a sense of safety in neighbourhoods

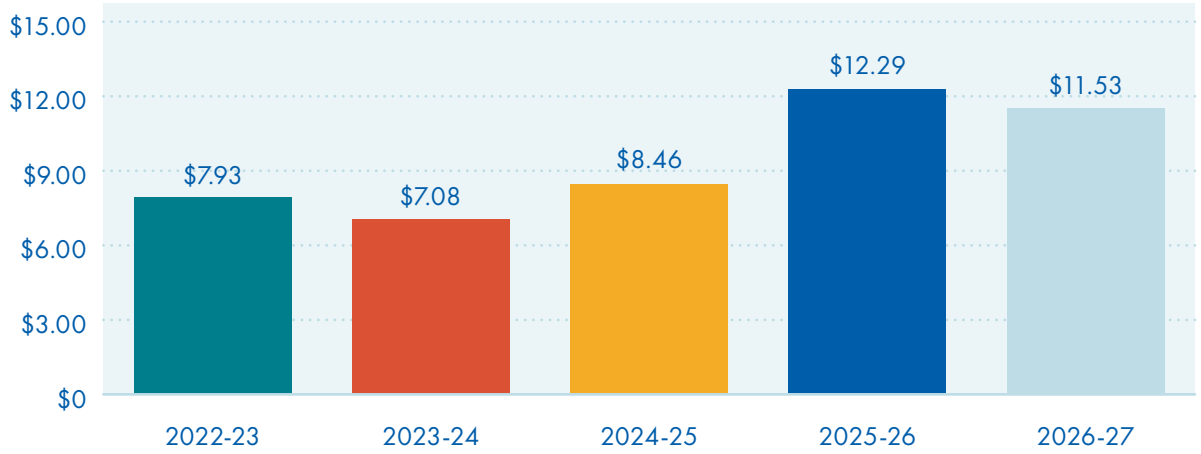
A new community survey has been undertaken. It was hoped that these results would be available for inclusion in this final Annual Business Plan, however they are not yet available. The new survey results will be included in Council's 2025–26 Annual Report.

Highlights

Asset Renewal

There is a continuing strong focus on asset renewals for 2026–27. This includes $11.53 million in total asset renewal, which is higher than in most previous years and builds on the 2025–26 record budget.

ASSET RENEWAL BUDGET (MILLIONS)



Council owns and maintains a diverse asset portfolio worth over $950 million. These assets have been categorised into five asset groups. Renewal work on these asset classes for 2026–27 totals $11.5 million and includes:

Buildings ($3.07 million)

Capital works will be delivered across 11 buildings. This includes roof replacement, external fabric repairs, air conditioning upgrades and toilet refurbishments.

Open Space ($1.58 million)

works will be undertaken throughout the council area, including:

- renewal of playspaces at Parkinson Reserve, Gemmell Green Reserve and Kibby Reserve
- installation of informal sport and recreation infrastructure in reserves.

Renewal of three practice cricket wickets at Mawson Oval.

Plant and Equipment ($2.26 million)

Replacement of several items, including heavy equipment and necessary truck and transport assets.

Stormwater ($0.19 million)

Renewal of existing infrastructure, including Fisher Terrace Glenelg North and Rothesay Avenue Glenelg North. There is also an additional $1 million allocated to new stormwater projects as a part of the Stormwater Management Plan.

Transport ($4.43 million)

Ongoing renewal works across roads, kerbs, footpaths, traffic devices, and bus stop infrastructure.

Major Projects

Brighton Oval Irrigation – No Cost for 2026–27. A Forward Commitment of $195,000 for 2028–29

Brighton Oval is a high-use venue, primarily hosting over 1,100 participants between football and cricket. The oval also supports usage from local schools, School Sport SA, neighbouring sports clubs, and SACA and SANFL events.

This project will deliver oval surface remediation works at Brighton Oval. These works will address issues identified by independent turf management consultants and provide new turf cricket pitch squares, irrigation, drainage and surface water movement outcomes to meet immediate and future needs at the site.

Project timing is anticipated for the summer of 2028–2029 and is contingent on attracting external funding. However, planning work will commence in 2026–27 to ensure the alignment of funding with end-of-life irrigation asset renewal requirements.

The proposed project extends the planned works associated with the irrigation end-of-life asset renewal. The project will also include a structured maintenance program to preserve new turf coverage and improve turf density, resulting in longer-term surface provision for all oval users.

School Crossings Improvements – Design $30,000 in 2026–27. $150,000 in 2027–28

Across the City, 10 schools have crossings that vary in design quality, visibility and suitability for current traffic conditions.

The Movement and Transport Plan identifies school crossing safety as a high priority action, recommending a structured assessment framework and targeted upgrades to support safe, active travel for children and families.

Council will undertake a comprehensive assessment of all school crossings to identify high-risk locations and prioritise infrastructure improvements.

This project will fund design work in 2026–27 for the highest priority upgrade, providing the first stage of a long-term program to systematically improve school crossing safety across the city. Work in future years will depend on final designs.

St Jude's and North Brighton Cemetery – Upgrades $258,000 in 2026–27

North Brighton Cemetery and St Jude's Cemetery are historic sites that serve as important cultural and community spaces. However, there have been ongoing complaints about the tidiness and overall amenity of these spaces. Concerns include inadequate tree canopy, deteriorating internal roads, lack of landscaping along fencelines, insufficient seating, and the need for better signage, particularly around heritage areas.

Continuing work commenced in 2025–26, the proposed project will enhance the cemeteries' aesthetics, accessibility and historical significance, transforming them into well-maintained, inviting community spaces while respecting their heritage value.

Stage one in 2025–26 has focussed more on the St Judes site. Stage two in 2026–27 will focus more on North Brighton.

Major Projects

Brighton Road Trees – $427,000 in 2026–27. $925,000 in 2027–28

The project proposes the removal of 68 ageing or high-risk trees that need to be removed and the installation of up to 106 new trees over two years.

Following storm events and State Government civil works in 2025–26, six trees have been lost from the Brighton Road median strip. A subsequent risk assessment of the remaining trees has identified the need for a planned renewal approach to ensure public safety and maintain the long-term health of the median landscape. This project will span two years and will remove the 68 trees and replace them with up to 106 new trees to increase canopy cover and enhance the visual character of the corridor.

Jetty Road Brighton Traffic Improvement – Designs $120,000 in 2026–27. Approximately $500,000 in 2027–28

This project continues work undertaken for traffic improvements, including concept designs developed in 2025–26 and extensive community consultation.

Jetty Road, Brighton, is scheduled for road surface renewal in 2027–28. Before this renewal occurs, it is important to ensure that the street continues to function safely and effectively for all users. To this end, Council has undertaken a Road Safety Audit and functional review, which identified several opportunities to improve safety, traffic flow, pedestrian connectivity, and compliance with Disability Discrimination Act (DDA) requirements.

During 2025–26, Council prepared the concept design options to address these issues. These concepts were presented for community consultation in March 2026.

The 2026–27 project will complete the detailed design for the preferred concept following consultation. During this period, Council will also pursue external grant funding to support future construction. The final works are dependent on attracting external funding.

Construction of the final design will align with the programmed road renewal works in 2027–28, ensuring an efficient, coordinated approach to delivering improvements.

Verge Incentive Program – $20,000 in 2026–27

Verges make up a significant proportion of public space in our urban areas and present an opportunity to improve the liveability, appearance and environmental performance of our city. Enhancing verges with water-wise, primarily local, native plants provides a wide range of benefits for both residents and the natural environment.

A trial Verge Incentive Program would help the community transform standard grass or hard surface verges into attractive, sustainable nature strips.

The project proposes to scope, design and establish a one year trial rebate program that supports residents to install water-wise, native nature strips. This would also include developing clear guidelines, information resources and community support materials to help residents participate in the program.

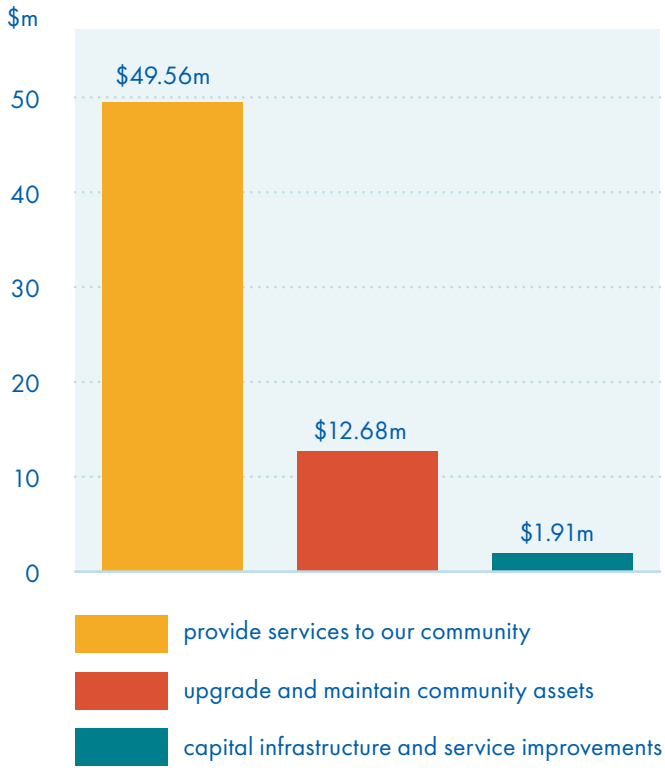
Financial Overview

Projections for the 2026–27 financial year indicate that Council will be working with a municipal operating surplus of $861,147.

In the 2026–27 financial year, we will invest $64.15 million in municipal operations to provide services, implement programs, and build and maintain essential assets. Our main areas of investment include:

- $49.56 million to provide services to our community
- $12.68 million to upgrade and maintain community assets
- $1.91 million for new capital infrastructure and service improvements.

2026–27 MAIN AREAS OF INVESTMENT

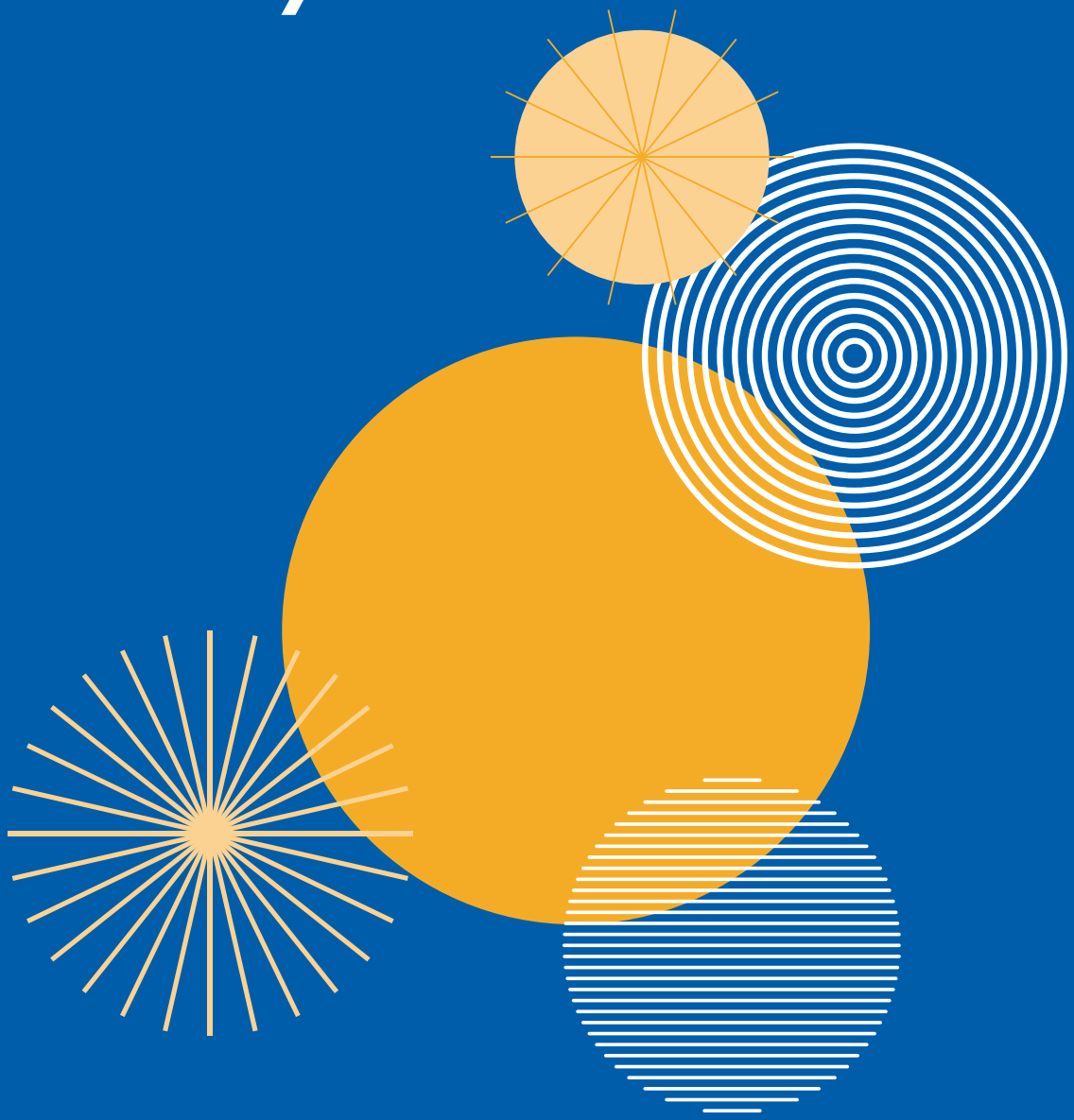


Debt Management

Council's Draft Long Term Financial Plan 2026–27 to 2035–36 sets our financial direction over the medium and long term and includes a debt management projection summary. This shows a commitment to reducing debt.

To monitor this, Council receives detailed monthly financial reports, including its current debt management position. These monthly financial statements are available in the Council agenda, which are publicly available at holdfast.sa.gov.au/council-meetings.

Municipal Financial Summary

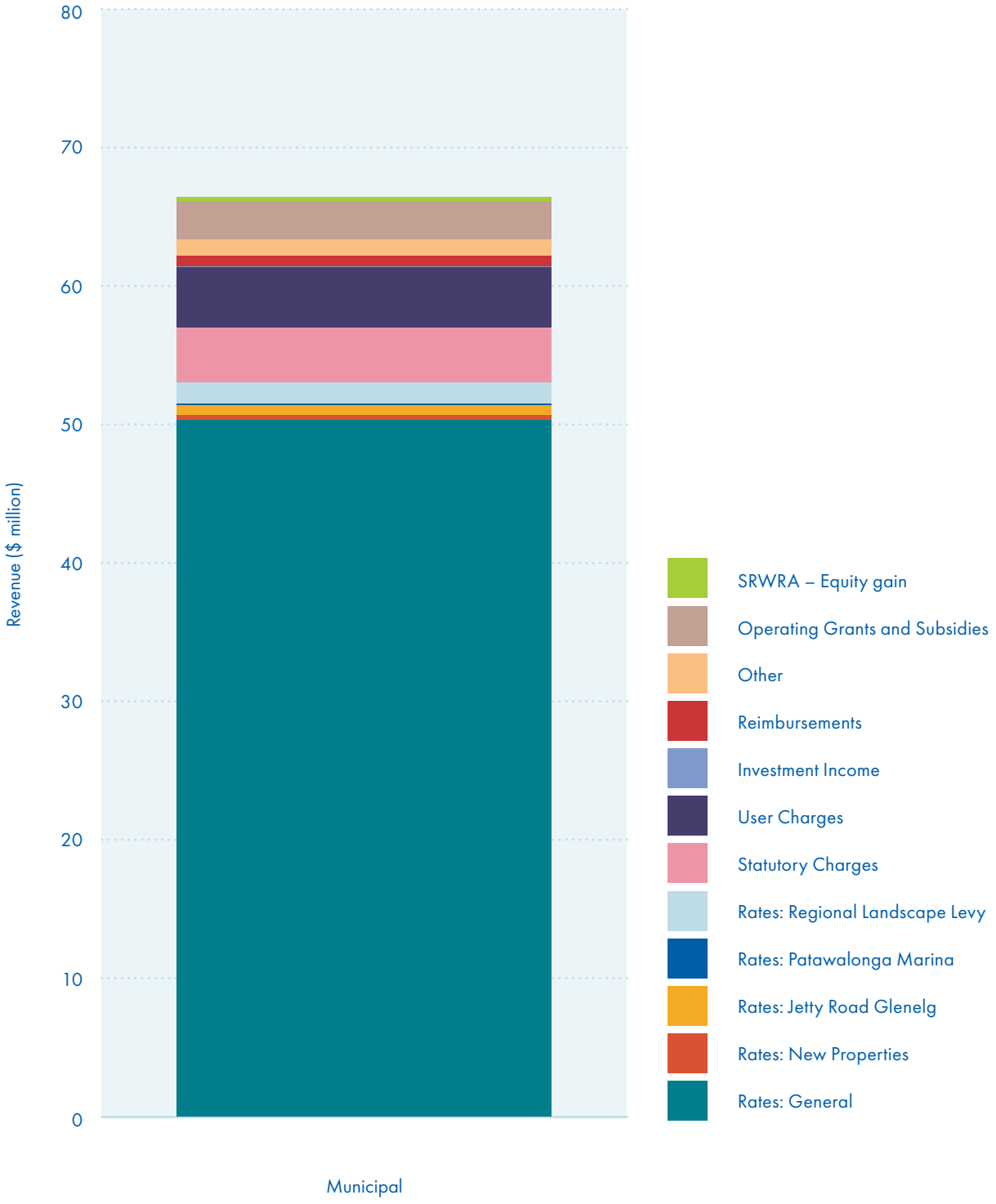


2026–27 Municipal Operating Revenue: $66.56 million

Municipal Operational Revenue

Rates Revenue	Million
Rates: General	$50.38
Rates: New Properties	$0.38
Rates: Jetty Road Glenelg	$0.72
Rates: Patawalonga Marina	$0.09
Rates: Regional Landscape Levy	$1.58
Total Rate Revenue	**$53.15**
Operational Revenue	
Statutory Charges	$3.94
User Charges (including but not limited to revenue from commercial operations)	$4.34
Investment Income	$0.06
Reimbursements	$0.78
Other	$1.18
Total Operational Revenue	**$10.30**
External Revenue	
Operating Grants and Subsidies	$2.70
SRWRA – Equity gain	$0.40
Total External Revenue	**$3.10**
Total Municipal Revenue	**$66.56**

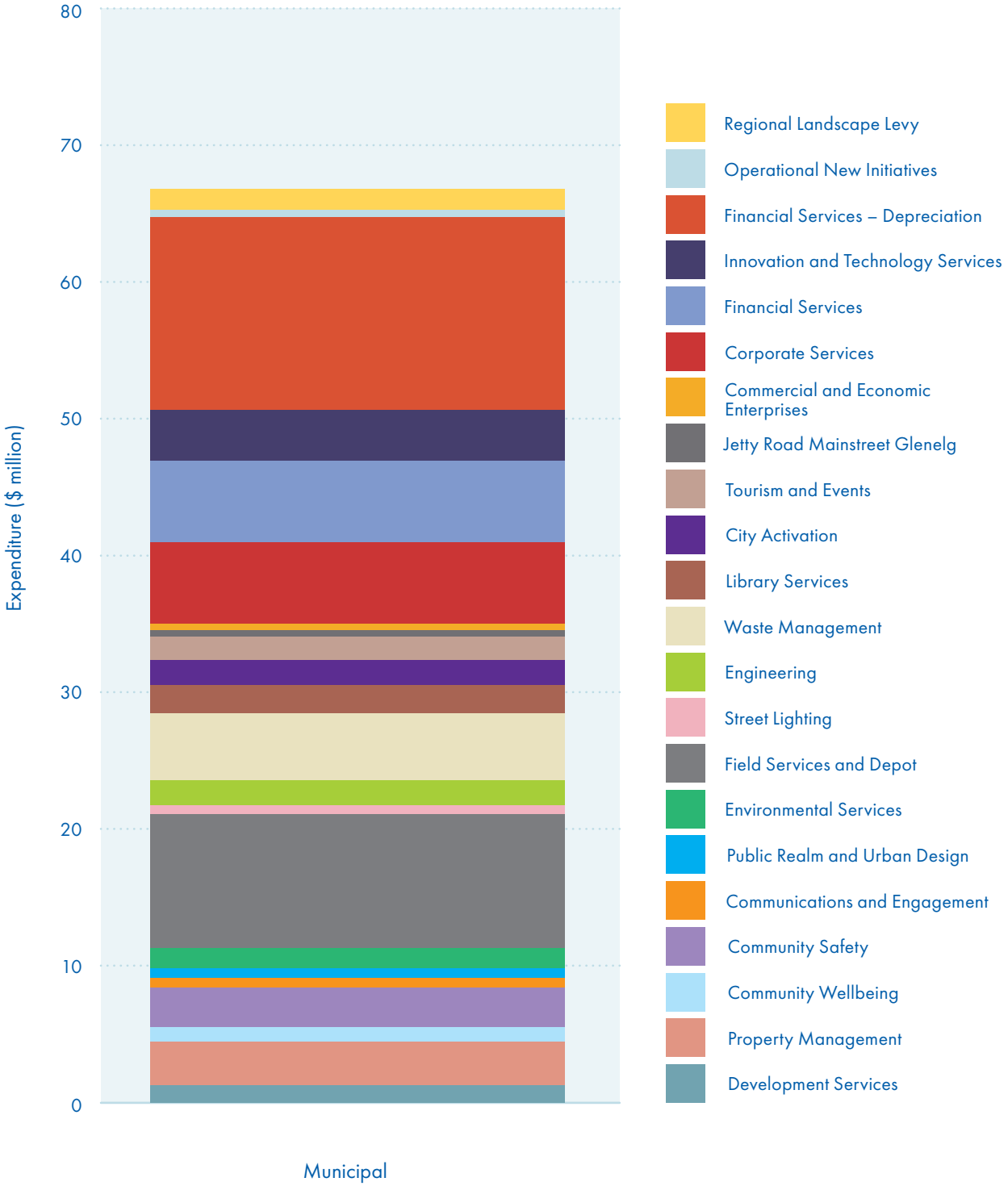
Municipal Operational Revenue



2026–27 Municipal Operating Expenditure: $65.69 million

Services	Million
Development Services	$1.27
Property Management	$3.15
Community Wellbeing	$1.11
Community Safety	$2.86
Communications and Engagement	$0.76
Public Realm and Urban Design	$0.76
Environmental Services	$1.48
Field Services and Depot	$9.82
Street Lighting	$0.64
Engineering	$1.82
Waste Management	$4.88
Library Services	$2.10
City Activation	$1.79
Tourism and Events	$1.77
Jetty Road Mainstreet Glenelg	$0.46
Commercial and Economic Enterprises	$0.44
Corporate Services	$5.96
Financial Services	$5.89
Innovation and Technology Services	$3.75
Total Expenditure on Services	**$50.71**
Other Operational Expenditure	
Financial Services – Depreciation	$14.10
Operational New Initiatives	$0.48
Regional Landscape Levy	$1.55
Project Management Costs Capitalised	-$1.15
Total Expenditure on Other Operational	**$14.98**
Total Municipal Operational Expenditure	**$65.69**

Municipal Operational Expenditure

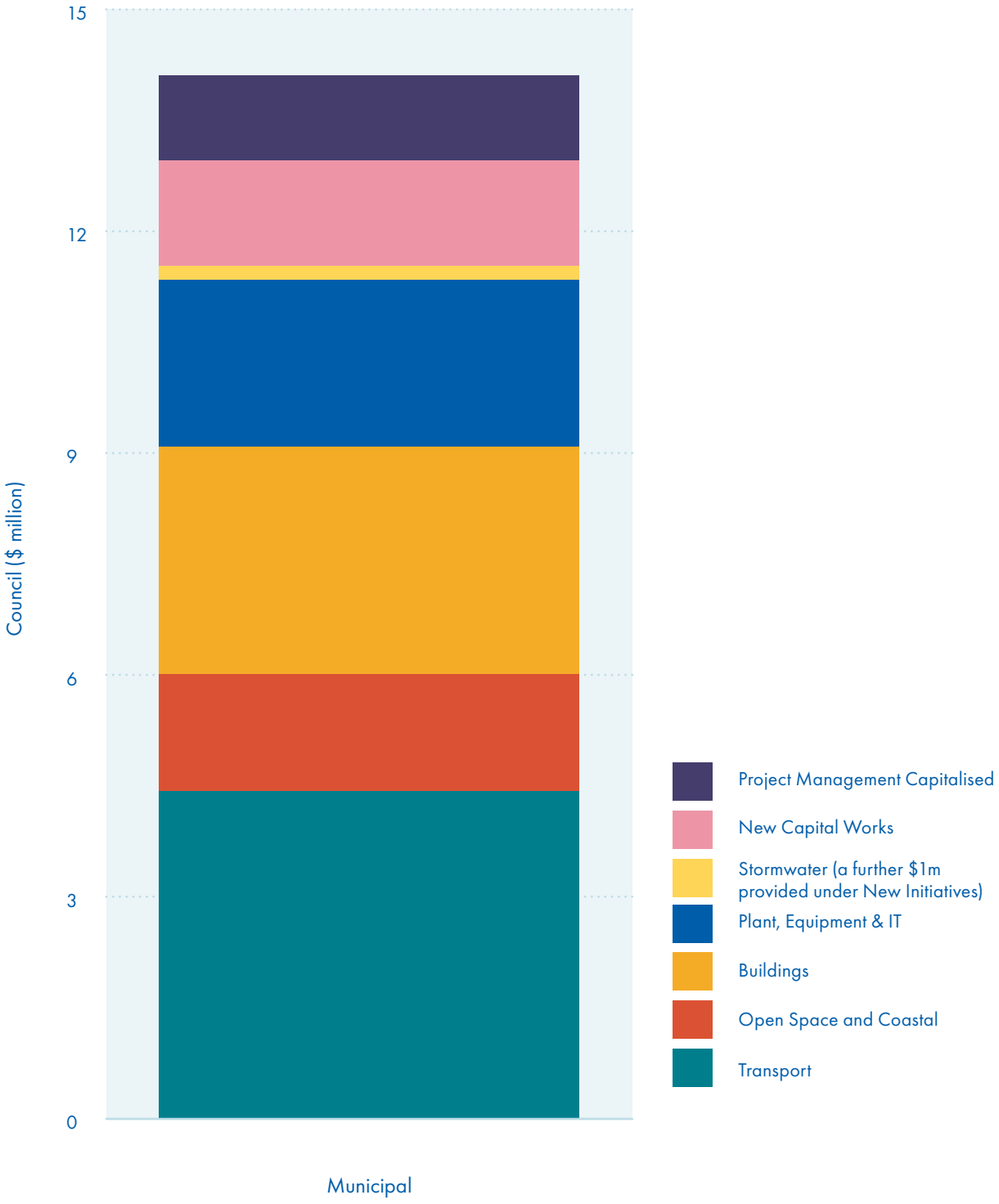


2026–27 Municipal Capital Program: $14.14 million

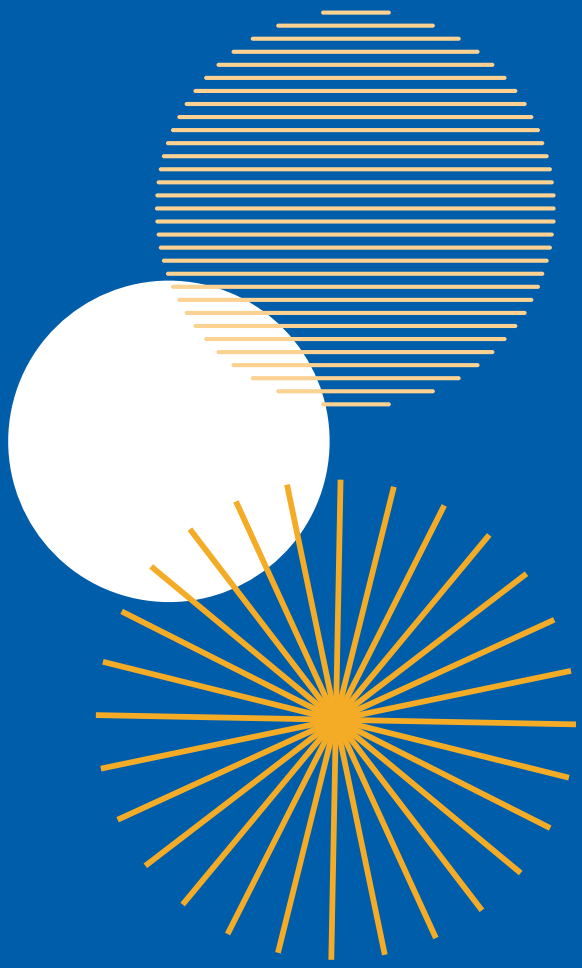
Council will spend $14.14 million on a capital program to update and maintain community assets in 2026–27.

Municipal Capital Program	Million
Transport	$4.43
Open Space and Coastal	$1.58
Buildings	$3.07
Plant, Equipment & IT	$2.26
Stormwater (plus an additional $1m for the Stormwater Management Plan)	$0.19
New Capital Works	$1.43
Project Management Capitalised	$1.15
Total Municipal Capital Expenditure	**$14.11**

Municipal Capital Program



Our Financial Governance



Council's long-term financial performance and position are sustainable where planned long-term service and infrastructure levels and standards are met without unplanned increases in rates or disruptive cuts to services.

Ensuring Financial Sustainability

Policies and practices

As in previous years, Council adopts prudent financial governance policies and practices to enable the consistent delivery of cost-effective services to our community. Our policies and practices are based on three goals:

1. **Program sustainability**
   To ensure the maintenance of our high-priority programs, including the renewal and replacement of infrastructure.
2. **Rate stability**
   To ensure a reasonable degree of stability and predictability in the overall rates.
3. **Intergenerational equity**
   To ensure a fair sharing of the distribution of resources and their attendant financial burden between current and future users of services and infrastructure.

Financial Principles

The following key financial principles were adopted in the preparation of this Plan:

› **Presenting a balanced budget**

We aim to fully fund the cost of services, including the depreciation of infrastructure and assets (i.e., wear and tear), to share the costs of services fairly between current and future generations. Insufficient funding would shift the costs burden of today's assets and services on to future users in the form of higher rates or reduced services.

› **Maintaining infrastructure and managing assets**

We aim to maintain infrastructure (e.g., buildings and bridges) and assets (e.g., roads, kerbs, paving, machinery, trees, irrigation systems and playground equipment) to high standards. This involves developing and using long-term infrastructure and asset management plans to manage our asset portfolio efficiently and continuing to invest in renewing and replacing our assets as they wear out.

› **Providing predictable rates**

We aim to provide our community with a reasonable degree of predictability for rates. We will keep ratepayers informed about future rates and the corresponding services provided.

› **Prudent debt management**

We aim to keep our debt as low as practicable. We borrow funds to invest in new long-term assets or to replace and renew existing assets and thereby spread that cost over the longer term, consistent with the typical long lives of assets.

The current (and possible future) environment

This section summarises key trend insights from the 2025 review of Our Holdfast 2050+ and updates them to outline the context and likely impacts on the City of Holdfast Bay as it relates to this Annual Business Plan.

Global, National and Local Trends

Multiple organisations (CSIRO, PWC, WEF) identify similar major forces shaping future change. PWC summarises these as five megatrends: climate change, technological disruption, demographic shifts, a fracturing world, and social instability (PWC, 2024). The following section outlines these trends and their potential impacts on the City of Holdfast Bay.

Climate Change

By 2090, Adelaide may face far more extreme weather—up to 121% more intense rainfall days, 79% more days over 35°C, 64% more severe fire danger days, and around 61 cm of sea-level rise (City of Holdfast Bay, 2023). Sea levels along South Australia's coast have already risen about 2 mm per year since 1966, accelerating to 3–5 mm per year since 1993, with further increases expected (Environment Protection Authority, 2023, p. 38).

CLIMATE CHANGE IMPACTS IN SOUTHERN ADELAIDE

More frequent, long-running and intense heat-waves

Less rain overall but more intense storms and flooding

Sea level rise, more coastal erosion and more extreme storm surges

Changes to the growing season

More frequent and extreme fire danger days

Taken from Resilient South, 2026

Climate Change, the Local Context – Impacts for City of Holdfast Bay

South Australia faces increasing climate challenges, including extreme weather, water scarcity and biodiversity loss. In response, local governments are accelerating sustainability efforts, with the City of Holdfast Bay leading through 100% renewable electricity use and 64% waste diversion.

Our City partners in the award-winning Resilient South program, which produced a Regional Climate Action Plan adopted in 2024 to advance adaptation and progress towards net-zero targets. Council's Environment Strategy continues to reduce fossil fuel reliance, including transitioning fleet vehicles to EVs.

State goals include cutting emissions by over 50% by 2030, achieving net zero by 2050 and reaching 100% renewable energy by 2030 – already supported by ~70% renewable generation and a 42% emissions reduction since 2005 (Environment Protection Authority, 2023, p. 32). The City of Holdfast Bay was the first council that declared a Climate Emergency in 2019, with the South Australian Government following in 2022.

Environmental Stewardship

The City of Holdfast Bay remains a leader in environmental stewardship, achieving 100% renewable electricity for Council operations and a 64% community landfill diversion rate.

Through the Resilient South partnership with neighbouring councils and the State Government, we are delivering the Regional Climate Action Plan. Council's Environment Strategy continues to guide key initiatives. We have already exceeded the target in Council's *Our Holdfast 2050+ Strategic Plan* of increasing our biodiversity score from 12.8 to 14 by 2025. Council has achieved a biodiversity score of 17.6 and will seek to determine a new target. We will also implement our Urban Forest Plan, which targets a 10% increase in tree canopy while responding to development-related tree loss.

Major environmental works are ongoing, including storm water quality improvement projects such as the installation of Gross Pollutant Traps (GPTs), gully remediation, and dune and beach maintenance. The Green Living Rebates program has expanded to include insulation, double glazing, cargo bikes and e-bikes to encourage low-carbon transport and energy efficiency.

Community connection with nature continues to grow through programs like Holdfast Habitat Heroes, plant giveaways, community plantings, beach clean-ups, sustainability workshops, and nature-based events.

Algal Bloom

The recent harmful algal bloom has impacted coastal communities, and in particular, the City of Holdfast Bay through reduced tourism and recreational fishing due to potential health risks. Every 10% decline in tourism during peak visitor period (the warmer months) equates to a $25 million impact on the local economy (Local Government Association SA, 2026, p. 6).

Council has had to assist with beach clean-up activities to remove dead marine life. Despite the State Government reimbursing the cost of this clean-up, the work has diverted Council resources away from other regular tasks. Council also played a lead role in raising awareness about the algal bloom and seeking State and Federal Government support.

The current (and possible future) environment

Technological Disruption – Pace of change

Rapid technological change is transforming how society functions, creating significant benefits but also creating new challenges. Accelerating innovation, especially in digital tools and artificial intelligence, is making planning for the future difficult. Automation, robotics, online shopping and better energy storage are already reshaping how we live and work. New technologies like quantum computing may bring even bigger changes, as they are expected to excel at solving very complex problems.

Technological Disruption, the Local Context – Impacts for City of Holdfast Bay

Council must continually adapt its business practices to guard against cyber incidents, protecting sensitive information and ensuring uninterrupted operations. Investment in information technology supports both the adoption of new tools and the management of cyber security risks.

Council has also adopted a Generative AI Use Policy to balance the benefits and risks of emerging technologies.

Demographic Shifts – Population Growth

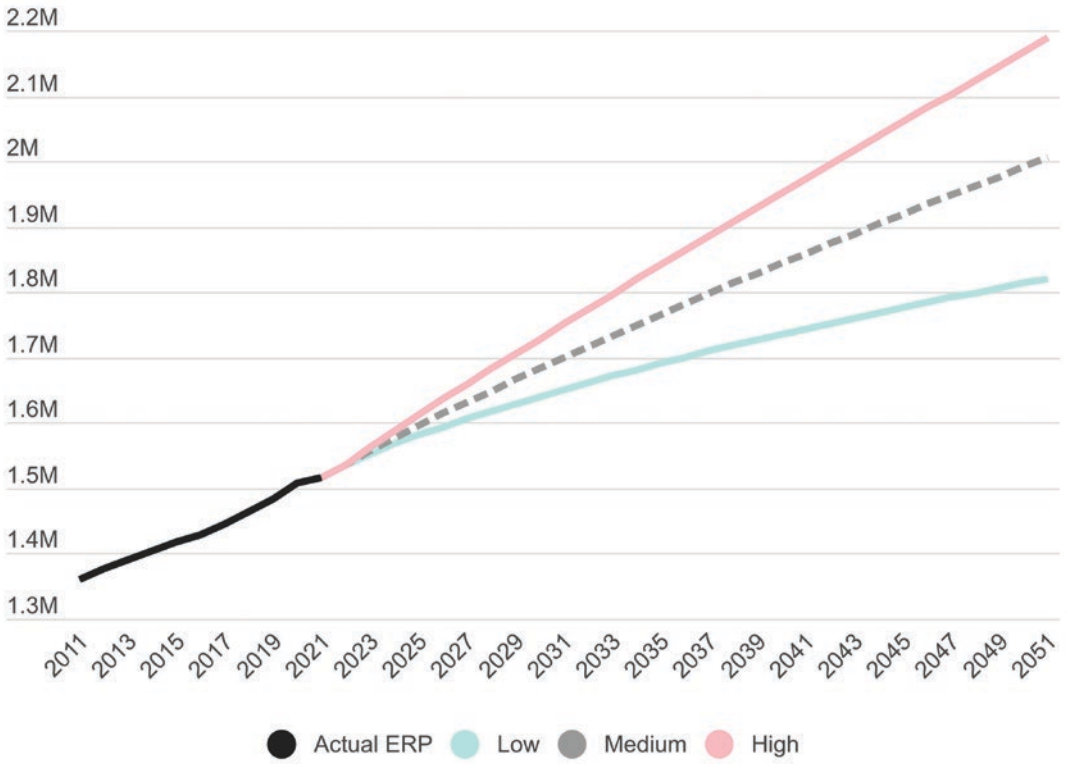
In Australia, the proportion of people aged 65 and over is projected to increase from 16% in 2019–20 to 23% by 2060–61. Over the same period, the ratio of working-age people to those not in the workforce is expected to fall from 4.0 to 2.7 (CSIRO, 2022, p. 21).

Metropolitan Adelaide's population growth is driven largely by housing supply and employment. The Department for Housing and Urban Development predicts:

- Metropolitan Adelaide had 1.52 million residents in 2021 (84% of SA's population), expected to increase to 86% by 2051.
- **Medium projection:** population is anticipated to reach 2.01 million by 2051, with growth peaking at 1.22% (2021–31) before declining to ~0.8% (2041–51).
- **High projection:** population expected to reach 2.19 million, with growth peaking at 1.55% (2021–31) and falling to ~1.1% (2041–51).
- **Low projection:** population expected to reach 1.82 million, with growth peaking at 0.89% (2021–31), then dropping to 0.44% (2041–51).

(Plan SA, 2026)

This is represented in the following graph.



Demographic Shifts, the Local Context – Impacts for City of Holdfast Bay

The City of Holdfast Bay has an older population compared with metropolitan Adelaide. The median age increased from 46 in 2016 to 48 in 2021. In 2021, the largest age group was 60–64 years, while the most significant growth since 2016 was among residents aged 70–74, which increased by 804 people.

The City of Holdfast Bay also experiences high population turnover. In 2021, 23,179 residents, around 64% of the population, had lived in the area for less than five years. This indicates that approximately 35% of residents had lived in a different council area in 2016.

The current (and possible future) environment

Greater Adelaide Regional Plan

In March 2025, the State Government released the *Greater Adelaide Regional Plan (GARP) Discussion Paper*, outlining a regional planning vision to 2051. The GARP identifies state-significant infill areas for state-led investigation, including the Brighton Road corridor as well as Jetty Road, Glenelg.

Council is required by the State Government to undertake local area investigations to identify opportunities for well-located medium-density housing ("the missing middle") and small employment land. These local areas include Glenelg North, the rail corridor, and Brighton Road south of the train line. Holdfast Bay's target, as determined by the State Government, is 3950 additional dwellings by 2051—an average annual increase of 2.8% (Plan SA, 2026).

The local area plans, supported by investigations into infrastructure, environmental and community impacts, must be developed and provided to the Minister by April 2028. This will involve engagement with Council and the community throughout its development.

Fracturing World – Economic Impacts

Business confidence has dropped in South Australia as we are now displaying the least confidence of all states in December 2025, despite being the highest rated mainland state in December 2024 (Roy Morgan, 2026). This is driven by industries impacted by the algal bloom, with retail, fishing, accommodation and food operators showing the lowest business confidence. This situation may have changed in recent months given global events.

The recent Middle East conflict has impacted the global supply of oil due to the closure of the Strait of Hormuz, as this area is responsible for the passage of almost a quarter of the world supply. This has resulted in the recent increase in cost of crude oil by over 34%, which has in turn been passed on to consumers. This will directly impact the cost of Council services, which operates a range of heavy equipment and contracts with companies that are reliant on fuel.

The additional costs being added to travel, along with the transport of goods, are adding extra pressure to the cost-of-living crisis already impacting the community. If the reduced supply of oil into Australia continues, this could add additional cost pressures, increase demand on our public transport systems, or require people to travel less. This reinforces the importance of the local area plans in promoting the theme of "living locally" so that people avoid the reliance on vehicles and can instead move easily with alternative transport options to meet their needs.

Fracturing World, the Local Context – Impacts for City of Holdfast Bay

Economic uncertainty may deepen global and domestic fragmentation, especially as Australia, as a small open economy, remains vulnerable to rising global trade restrictions. Even so, improving national conditions may ease concerns. GDP is projected to grow to 2.3% in 2026 and 2027, while unemployment is expected to stabilise just above current levels (OECD, 2026, p. 109).

In Adelaide, the annual CPI was 3.3% in December 2025 and 4.6% in April 2026. The national CPI was 3.8% in December 2025 and 4.2% in April 2026 (Australian Bureau of Statistics, 2026).

Rating

Rates are set and collected in accordance with the City of Holdfast Bay Rating Policy to provide a range of services to the community, based on Council's strategic directions and financial considerations. Rates are based on property values for various land use categories, and the annual variations will take into consideration:

1. An annual rate increase based on December CPI for Adelaide and increases in core operational costs – 4.1%.
2. A 2.3% allocation for the Transforming Jetty Road Project, Glenelg, marking the final year of this increase.
3. The cost of any new initiatives endorsed by Council, following community engagement on the Draft 2026–27 Annual Business Plan.

The final rate increase will be set upon endorsement of the Annual Business Plan.

Cost of Living and Inflation

Cost of living pressures and inflation directly affect Council operations, particularly as councils purchase specialised goods and services, such as fuel and construction trades, which experience higher-than -average inflation (South Australian Centre for Economic Studies, 2024).

The Reserve Bank of Australia increased interest rates in early 2026 due to higher than anticipated CPI, with economists expecting their return to levels of approximately 3.6% towards the end of 2026 (Australian Financial Review, 2026). Lower interest rates improve Council borrowing capacity, making major capital projects more financially viable.

To deliver the Transforming Jetty Road Glenelg redevelopment, we are restricting new capital projects and focusing on completing existing works and asset renewals. We remain committed to meeting legislative obligations and maintaining the high service standards our community expects.

The Essential Services Commission of SA (ESCOSA) in February 2026 found that Council remains in a financially sustainable position. Its report said this was due to "operating surpluses, moderate rate increases and responsible use of borrowed funds". This is despite bringing forward the Jetty Road Transformation project to align with the tramline closure that required a re-profiling of the long-term financial plan (The Essential Services Commission of South Australia, 2026).

Local Business Confidence

Council's 2025 business survey shows confidence has fallen since the previous year, with only 51% of businesses being confident, while 22% of businesses are 'worried'. This is primarily driven by the impact of the algal bloom on visitation, with reports of a 25–50% decline in foot traffic and revenue (Intuito Market Research, 2025). The tram line closure also reduced direct visitation by a significant amount.

Despite the tram closure, works to Jetty Road, the algal bloom and the relatively cool early summer period, shop vacancy rose only slightly to 5.8 per cent, while demand remained resilient with new developments currently being undertaken (JLL, 2026). Given that the tramline reopened in late January 2026 and access was reinstated, it is expected that confidence in the local area will return, particularly as the impacts of the algal bloom continue to dissipate.

Another indicator of economic activity, building approvals showed strong growth with a total value of approvals growing to $256.996 million in 2024–25, up from $164.649 million in 2023–24 (Remplan, 2026).

The current (and possible future) environment

Social Instability – Wellbeing in a Changing World

State/territory governments and local councils are more likely to be seen as reflecting community needs than the Federal Government (Williams & Hammerle, 2024, p. 12). These local institutions help strengthen neighbourhood connections and embrace diversity, supporting social cohesion (Williams & Hammerle, 2024, p. 7).

Social Instability, the Local Context – Impacts for City of Holdfast Bay

In our Strategic Plan, *Our Holdfast 2050+*, Council's Wellbeing focus area aims to promote good health and economic success in an environment and a community that supports wellbeing. Council has many programs and activities that seek to draw people together and improve social interactions and cohesiveness.

There will be Local Government elections held in November. These have the potential to impact what happens within the community due to the uncertainty these can bring, particularly relating to support and funding for future projects that may depend on the outcome.

Wellbeing

Green and open public spaces are crucial in enhancing urban areas and the community's health and wellbeing. Public spaces can catalyse physical activity, mental wellness, social interactions and community engagement when well-planned and maintained. Additionally, they contribute to reducing air pollution and overall improvement in urban quality of life, yielding economic advantages and promoting ecological sustainability (UN Habitat, 2025, p. 3).

This will be a focus of the local response to the GARP, with the 'living local' theme promoting equitable access to thriving natural environments and to the amenities people need for a healthy, prosperous life.

What this means for City Of Holdfast Bay

The role of local governments has expanded well beyond the traditional 'rates, roads and rubbish', with councils now delivering services and infrastructure previously handled by federal and state governments – often due to cost shifting (House of Representatives Standing Committee on Regional Development, Infrastructure and Transport, 2025).

In South Australia, councils are also responsible for maintaining state-owned assets such as foreshores, jetties and heritage buildings. These assets are costly to maintain but vital to tourism and local economies, and closures have significant community impacts (Local Government Association of South Australia, 2024).

Population growth, ageing assets and long project backlogs are creating mounting pressures. Many buildings and infrastructure assets are outdated or nearing end-of-life, and budgets are insufficient for required maintenance or replacement (House of Representatives Standing Committee on Regional Development, Infrastructure and Transport, 2025).

Coastal councils in particular lack the financial capacity to meet climate adaptation demands.

Extreme weather increasingly damages roads, coastal structures and public buildings, leading to costly repairs, service disruptions and further pressure on maintenance and capital programs (House of Representatives Standing Committee on Regional Development, Infrastructure and Transport, 2025). This has already been felt with costly repairs to sea wall in 2025–26. Future work in such areas is likely as further assessments are made.

Many factors affecting Council sustainability are outside local government control, including:

- natural disasters that divert resources from core services
- expanding responsibilities imposed by other levels of government without matching funding
- cost increases – especially in construction and asset maintenance – that exceed CPI (Local Government Association of South Australia, 2024).

Wellbeing

In 2026–27, Council will allocate $9.4 million to good health and economic success in an environment and a community that supports wellbeing.

Our Holdfast 2050+ Strategic Plan

Objectives: 2020–2030	Measures
Design, build and manage public places that actively facilitate positive interaction and provide access to all people.	All project plans and policies address universal design and social inclusion.
Support 'ageing in place' through direct service provision and partnerships with community organisations and businesses.	› Successful delivery of programs and collaborations with external organisations › Increase in number of older people supported to stay in their homes.
Promote active citizenship where all people are encouraged to be heard and contribute to decision-making in their community, especially those who are normally excluded.	The range of people of different ages and backgrounds having their voices heard in council and community organisation decision-making increases year after year.
Advocate for small businesses to be able to operate in mixed-use neighbourhoods to increase local employment opportunities, improve local access to goods and services, and reduce transport distances.	› The number of small businesses that operate in mixed-use areas increases › All residents live within a 10 to15 minute walk to shops and services.
Increase the range of people who take part in lifelong learning and benefit from council-run community hubs (Libraries and Community Centres) by targeting those who normally don't or can't access them.	The number and range of people of different ages, abilities and backgrounds who access Council facilities, programs and services increases.
Enhance the capacity and capability for community-run, openly accessible hubs (such as sport, recreation and community facilities) to promote healthy lifestyles, positive community connection and a sense of belonging for people of all backgrounds and abilities.	The number and range of people from different backgrounds and abilities who access community-run facilities increases.
Expand impacts through community partnerships to grow the number and variety of programs and services that improve general well-being and reduce preventable health issues.	› Increases in reported well-being and reductions in health issues as per State health data › The number of improvements made in private enterprises for better public health outcomes.
Local arts and culture are celebrated and supported, while barriers to participation (such as costs, infrastructure, access to audiences, etc.) are lowered, to encourage typically excluded people to participate.	The range and number of council and community-run arts and cultural activities and events that are assessed as being fully accessible increases year-on-year.

Wellbeing

2025–26 Achievements

In 2025–26, we delivered projects support wellbeing. Some of these include:

Bowker Oval disability access pathway

This project addressed an issue where some members of the community were excluded from using the space. There was no way for a person living with a disability or mobility issues to access the Community Garden, BBQ and picnic table or the play space.

The project created a Disability Discrimination Act (DDA)-compliant pathway, from both the North and South car park, so that the community, particularly people living with a disability or mobility issues, could access these community facilities.

Cemetery upgrades

The project involves improving paths, landscaping, and creating new and refreshed garden beds. It helps to preserve North Brighton and St Jude's cemeteries' historical importance while improving their usability and appearance for the broader community. Further work is proposed in the 2026-27 year.

2026–27 New Projects

Brighton Oval Irrigation – No Cost for 2026–27. A Forward Commitment of $195,000 for 2028–29

This project will deliver surface remediation works at Brighton Oval. This includes new turf cricket pitch squares, irrigation, drainage and surface water movement outcomes to meet immediate and future needs at the site. Future works are dependent on attracting external funding.

School Crossings Improvements – Design $30,000 in 2026–27. $150,000 in 2027–28

Council will undertake a comprehensive assessment of all school crossings to identify high-risk locations and prioritise infrastructure improvements.

This project will fund design work in 2026–27 for the highest priority upgrades, providing the first stage of a long-term program to systematically improve school crossing safety across the city.

St Jude's and North Brighton Cemetery Upgrades $258,000 in 2026–27

Continuing from works commenced in 2025–26, this project will enhance the cemeteries' aesthetics, accessibility, and historical significance, transforming them into well-maintained, inviting community spaces while respecting their heritage value.

2026–27 Service Delivery: $9.15 million (excluding Alwyndor)

Development Services – $1.27 million

Council's development assessment, development advice and building compliance services work to support development opportunities while protecting the character and amenity of our suburbs. In 2025-26 (up to 25 February 2025), we processed 612 development applications and approved 138 new dwellings, with a construction value of $86.4 million.

Council will continue with a grant scheme to support the conservation of our City's heritage premises and the character of our retail precincts. The grants aim to assist people who own heritage-listed and retail precinct properties to invest in maintaining, restoring and preserving them. The grants replaced a previous rates rebate for heritage-listed properties.

Property Management – $3.15 million

We will manage and maintain community assets and infrastructure in an environmentally and financially sustainable way. This includes maintaining and upgrading our buildings and public facilities that are used by a variety of community groups. Street light upgrades are also a part of the work of this area of Council.

Community Wellbeing – $1.11 million

In addition to the services delivered by Alwyndor's Community Connections team, Council provides activities that promote wellbeing and resilience and enable people to remain at home with an enhanced quality of life, including social support and a kerb-to-kerb community transport service.

Our community development programs, services and events aim to promote interaction and minimise social isolation and disadvantage. This includes providing places, infrastructure and funding for people of all ages and abilities to meet, mix and build constructive connections by participating in a wide range of sporting, recreational and cultural activities. This year, Council will continue to support:

- community development programs, including community gardens and community and youth sponsorship grants
- volunteer services
- community centres, including the Holdfast Bay Community Centre, Glenelg Community Centre, Glenelg North Community Centre, Brighton Community Centre and Partridge House
- Aboriginal reconciliation through consultation and engagement.

Wellbeing

Community Safety – $2.86 million

Council recognises that the community's health and safety are affected by many fields of regulatory activity. We will use contemporary approaches to respond to public health and safety threats to deal with a range of existing and emerging issues, including:

- supporting our community to minimise their environmental and local nuisance impacts
- encouraging responsible dog and cat ownership
- supporting food businesses to achieve high standards of food safety and hygiene
- working collaboratively with supported residential care facilities to ensure that they meet the required standards of care and accommodation, and that residents' rights are protected
- effective delivery of an immunisation program
- responding to and mitigating public health risks
- delivering education and compliance activities and responding to customer requests
- encouraging and supporting businesses to provide outdoor dining and display goods to support the economy and improve the ambience of our streetscapes
- monitoring public safety and security to ensure that our community can safely move around the city's public places and spaces
- improving road safety and access to adequate parking for residents and visitors.

Communications and Engagement – $0.76 million

We are committed to clear, accessible and transparent communication with our community. We provide multiple ways for people to contact us, including phone, mail, email, social media and via our website. Community members can also speak directly with Council staff at the Brighton Civic Centre and our libraries.

Information is made available on our website (holdfast.sa.gov.au) and through a range of Council publications, including our fortnightly e-newsletter, *Holdfast News*, which features the latest Council updates, project information and upcoming events. Our quarterly printed magazine, *Our Place*, is delivered to all ratepayers and provides updates on Council services, major projects and community achievements.

We also support meaningful community engagement to ensure local voices shape Council planning and decision-making. Throughout the year, we conduct consultations to seek community input on key projects and strategies. These engagements help us better understand community priorities and strengthen collaboration between Council and residents.

Sustainability

In 2026–27, Council will allocate $20 million to developing a city, economy and community that is resilient and sustainable.

Our Holdfast 2050+ Strategic Plan

Objectives: 2020–2030	Measures
Become a carbon-neutral organisation by 2030.	Council's direct emissions are reduced every year and emissions of suppliers are influenced to be reduced.
Increase walking and cycling across the city through better infrastructure (paths, lock-up areas etc) and incentives.	Establish a baseline of cycling use and walking to create a target.
Increase shady pathways and nature by reclaiming parts of road reserves through better design.	› Increase the percentage of tree canopy coverage of council roads › The number of street trees planted per year.
Reduce traffic by improving safe access to public and community transport.	› The percentage of car trips by residents decreases › The use of public and community transport increases.
Support walkability to parks and beaches by providing good open spaces.	› Residents live within a 10-15-minute walk to reserves, parks and/or beach › Improvement in Council's Walk Score walkability rating.
Support built heritage protection and enhancement while promoting quality infill development.	› Number of new properties listed on various heritage registers › Increases in the number and diversity of dwellings created through the consolidation and adaptive reuse of existing buildings and sites.
Increase levels of biodiversity through initiatives including Water Sensitive Urban Design in public spaces and encouraging the use of Kaurna knowledge.	› Increase the average biodiversity score from 12.8 in 2018 to 14 in 2025 and 16 in 2030 › Areas of biodiversity and Water Sensitive Urban Design increase each year.
Decrease the level of household and business waste that goes to landfill.	› Increase the use of FOGO for residents › Increase in the percentage of kerbside waste that is recycled or composted to 75% by 2030 › Increase in the number of circular economy businesses.
Create vibrant precincts that contribute to economic success and social vitality and provide unique experiences for locals and visitors alike.	› Business confidence increases in these precincts › Positive community perception of precincts increases.
Maximise use of open space (including coastal areas) for all, while protecting environmental habitats and ensuring landscapes are adaptive to climate change.	› The number of people from different backgrounds who use open spaces increases › Measures for environmental protection and climate change adaptation are to be developed.

Sustainability

2025–26 Achievements

In 2025–26, council delivered projects and services that supported economic, environmental and community sustainability.

Activities included:

Transforming Jetty Road Glenelg

The Transforming Jetty Road Glenelg project is delivering a modern, safe and vibrant coastal shopping, dining and entertainment precinct. It will cater to the needs of local residents while offering visitors to the Bay a world-class tourism and events destination.

The transforming Jetty Road Glenelg project is nearing completion. This accelerated program is much quicker than originally proposed.

To minimise disruption in the precinct, the Transforming Jetty Road Glenelg project undertook an accelerated program of construction to coincide with the tramline's temporary closure. Construction has continued after completion of the State Government's Tram Grade Separation Project (TGSP).

The transforming Jetty Road project has been funded through $30 million of new Council borrowings, scheduled to be repaid over 15 years, and a further $10 million secured from the Australian Government.

Patawalonga Frontage Irrigation Upgrade

The current irrigation mainline that delivers A-Class water to the coastal reserves in Glenelg is an ageing infrastructure that is approximately 20–25 years old. This project creates an irrigation system that is fit-for-purpose, cost-effective and environmentally sustainable. The outcome is a new, resilient and sustainable irrigation system designed for the future, operating on recycled water with mains back-up in strategic locations.

Adelphi Terrace – Pedestrian Crossings

This project improvesdpedestrian safety when crossing the road and improved bus stop accessibility. It included the installation of two mid-road pedestrian refuges and an upgrade to Bus Stop 19 on Adelphi Terrace, Glenelg North. Pedestrian refuge islands typically provide a traffic-calming effect as vehicles must deviate around the islands, further enhancing community safety.

This project included two crossing locations:

- South Location – A pedestrian crossing with a refuge island between St Annes Terrace and King Street, ensuring western bus stop is compliant and remains within the parking lane; includes connection to Patawalonga shared-use path
- North Location – Patawilya Reserve pedestrian crossing with refuge island, path connection to Patawalonga shared-use path, and removal of the existing crossing point at MacFarlane Street.

Jetty Road Brighton Traffic Improvements – Design and Consultation

This project investigated and consulted the community on concepts to inform improvements aligned with the planned road surface renewal.

Jetty Road Brighton is due for road renewal and kerb repairs in the next two years. This project identified the extent of any improvements through investigation, design, and community consultation. Improvements may include safety, intersections, pedestrian crossings, disability access and parking to coordinate with renewal works.

This delivered a plan that can be used to attract grant funding and guide future Council budget allocations for the planned improvements. A new project for 2026–27, as part of this Annual Business Plan, will undertake detailed design to give the best opportunity for attracting grant funding for works to commence in 2027–28.

Paringa Primary Active Transport Stage

This project enabled children to travel safely to and from school. It included improvements to kerb-ramps to lift these to current standards. This project included the replacement of further existing kerb-ramp infrastructure to current standards, including relocation to promote safe access for path users.

Stormwater Upgrades - Harrow Road Gross Pollutant Traps

Two new Gross Pollutant Traps (GPTs) were installed at the Harrow Road stormwater outfall pipes, delivering a significant improvement to the quality of water entering the Gulf St Vincent. These GPTs are large filtration units that capture litter and other solid pollutants within the stormwater system. This prevents waste from reaching the ocean to help keep our coastline clean, reduce marine pollution, and contribute to healthier coastal water conditions. The units were installed within the existing seawall, which was reinstated following the works.

Sustainability

2026–27 New Projects

Brighton Road Trees – $427,000 in 2026–27. $925,000 in 2027–28

This two-year project will involve the removal of 68 trees identified as high-risk that need to be removed. They will be replaced with up to 106 new trees to increase canopy cover and enhance the visual character of the road corridor.

Jetty Road Brighton Traffic Improvement – Designs $120,000 in 2026–27. Approximately $500,000 in 2027–28

During 2025–26, Council prepared concept design options to improve Jetty Road Brighton road safety and accessibility.

The 2026–27 project will complete the detailed design for the preferred concept. Council will also pursue external grant funding to support future construction, and the final works will depend on the level of funding received.

Verge Incentive Program - $20,000 in 2026–27

A one-year trial Verge Incentive Program would help the community transform standard grass or hard surface verges into attractive, sustainable nature strips.

2025–26 Service Delivery: $19.4 million

Public Realm and Urban Design – $0.76 million

Council is committed to developing and maintaining high quality urban and open spaces through public realm and open space masterplanning, project management and delivery including:

- sports and recreation facility planning and activation
- playspace renewals and redevelopments encompassing planning and consultation
- urban design projects such as main street master planning and project delivery
- securing grant funding for major projects through State and Federal Government grant programs
- sport and recreation club development.

Environmental Services – $1.48 million

Council is pursuing an Environment Strategy – a detailed roadmap of initiatives, which will guide our decision-making. The strategy incorporates five themes:

- climate change resilience and working towards a carbon-neutral community
- managing our coastal ecosystem
- managing and improving biodiversity
- waste and resource management
- working together as a community.

Several projects and initiatives from the Environment Strategy are included in this Annual Business Plan.

Field Services and Depot – $9.82 million

Council will manage and maintain the community's assets in an environmentally and financially sustainable manner for the benefit of residents and the wider community.

We will achieve this by:

- maintaining our many high-profile and highly used open spaces and reserves
- planning and implementing environmental management programs
- planting and caring for trees in our streets and reserves
- cleaning our streets and foreshore
- maintaining the North Brighton and St Jude's cemeteries
- managing and maintaining our coastal zones and foreshore
- removing graffiti
- maintaining gross pollutant traps to ensure that pollutants do not enter our waterways
- maintaining our roads, kerbs and footpaths.

Street Lighting – $0.64 million

Council partners with SA Power Networks (SAPN) to deliver street lighting for our community. Council has replaced many streetlights with energy-efficient LED lights across the City of Holdfast Bay.

The LED lights are up to 82% more energy efficient than existing mercury vapour lamps, require less maintenance and generate a warm to white light (around 4000 Kelvin).

LED lighting is much-improved lighting than the old technology and the changeover has lowered Council's greenhouse gas emissions by approximately 500 tonnes a year.

Engineering and Traffic – $1.82 million

Council is committed to a high level of amenity and safety with our street, footpath and kerb renewal and maintenance program. We continue to work with the Stormwater Management Authority in the development and implementation of a stormwater management plan. Our team monitors, assesses and treats the evolving traffic management issues in our City.

Waste management – $4.88 million

Council partners with the Cities of Marion and Onkaparinga to provide waste management recycling and disposal services through the Southern Region Waste Resource Authority. In addition to these services, Council supplies Food Organics and Garden Organics (FOGO) compostable bags, to residents. This supports food scraps being diverted for composting. Council supports this program through a range of workshops and initiatives.

Innovation

In 2026–27, Council will allocate $21.7 million to developing a thriving economy and community that values life-long education, research, creativity and entrepreneurialism.

Our Holdfast 2050+ Strategic Plan

Objectives	Measures
Create an environment (raise the profile of the city and precincts) that is attractive for startup, entrepreneurial and home-based businesses.	The number of startup and home-based businesses increases.
Improve the community's digital access and literacy through facilities and programs in Council's libraries and community centres.	The number of people who take part in digital programs increases year after year.
Partner with schools to build innovator/ entrepreneur programs for young people.	Program participation rates trend upwards.
Maintain exemplary models of care at Alwyndor to ensure high quality residential and community end-of-life and 'dying well' experiences	The number of partnerships developed in pursuing exemplary models of end-of-life care.
Partner to facilitate the provision of technological infrastructure to support creative, innovative and entrepreneurial activity.	Number of start-ups, creative and technology-related businesses in the City increases.
Collaborate with others to assist local businesses to access resources, develop knowledge and improve capability in emerging digital and online technologies.	The number of local businesses that are supported in accessing avenues for emerging technologies.
Stimulate creative, arts and cultural talent, skills and opportunities in distinctive places and precincts for community connection, jobs, business and tourism.	› The number of local arts/creative businesses and jobs increases (Heritage, Creative and Performing Arts category) › Increase the number of people and organisations participating in Council's arts and culture programs.
Enhance online and digital methods for customer experience when utilising Council services.	Customer satisfaction with council interactions improves.

Innovation

2025–26 Achievements

In 2025–26, Council delivered projects and services that supported innovation at Council and in the community. Activities included:

Fairy Lights Jetty Road, Brighton

To beautify Jetty Road and attract visitors and residents, temporary fairy lights were on trial for several months. This project makes this more permanent through the installation of underground electrical infrastructure and the purchase of the street tree fairy lights. This project continues the beautification of the area, with lighting that can be themed to the times of the year. In this way, it is intended to promote tourism and visitor attraction. The project covers the installation of supporting electrical infrastructure and the purchase of commercial-grade fairy lights in street trees along parts of Jetty Road, Brighton.

2026–27 Service Delivery: $21.7 million

Library Services – $2.10 million

The City of Holdfast Bay provides accessible and progressive library services that meet our community's informational and recreational reading needs while fostering a love of lifelong learning. In 2026–27, we will continue to deliver events, programs, services and activities through our two branches at Brighton and Glenelg.

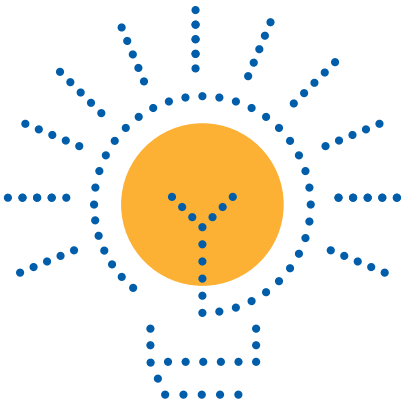
City Activation (including events budget) – $3.56 million

City Activation promotes Holdfast Bay as Adelaide's premier seaside tourism destination with the goal of increasing visitation and economic impact, enhancing social and community benefits and civic pride, and enhancing the reputation of the area as a great place to live, work and play.

This goal is underpinned by key directions within Council's Economic Action Plan, Tourism Plan, Arts and Culture Strategy, and Events Strategy.

Council will continue to cultivate a thriving, sustainable and resilient economy that supports community wellbeing by nurturing opportunities for learning, creativity, innovation and entrepreneurialism by:

- planning, implementing and supporting a sustainable program of events that increases economic activity, community pride and participation, and adds to the cultural fabric of Holdfast Bay
- preserving and stabilising the Holdfast Bay history collection while developing opportunities to make it more accessible to the community



- securing investment and regional and state collaboration that increases the desirability of Holdfast Bay as a destination for visitors, innovative industries, viable local businesses, and creative and innovative events
- building safer, stronger and more resilient communities through meaningful arts and culture encounters, activities and events for all people
- contributing to the development and promotion of the Glenelg precinct as a vibrant destination through the Jetty Road Mainstreet Committee.

Commercial and Economic Enterprises – $0.44 million

We ensure that our commercial activities and commercial leases, including Partridge House and the Brighton Beachfront Holiday Park, provide the best possible return on the community's investment.

Corporate Services – $5.96 million

Council delivers services to the community in a responsible, transparent way that meets legislative requirements and provides the best value for money. The broad business areas providing corporate services include:

- Customer experience
- Strategy and Governance
- People and Culture
- Risk Management
- Work Health and Safety
- Elected Member and CEO Support
- Records Management.

Financial Services – $5.89 million

We ensure Council remains financially sustainable and accountable by providing sound financial management, including through rating, investment and treasury management, grants administration, and auditing services.

Information and Technology Services – $3.75million

Up-to-date information and technology services enable the delivery of effective and efficient services to the community and provide a range of easy options for customers to contact and do business with Council.

Developing Our Organisation

We will serve the community through services and programs that meet and exceed its needs by doing things right the first time and doing them well; by having the right people with the right skills; and by managing our resources to meet the expectations of our community.

ARISE

We will serve the community through services and programs that meet and exceed its needs by doing things right the first time and doing them well; by having the right people with the right skills; and managing our resources to meet our community's expectations.

Council is committed to a set of core values (ARISE):

- **A**chievement
- **R**espect
- **I**nnovation
- **S**implicity
- **E**ngagement

The objectives for each area of our business aim to provide the best value to the community.

Finance

We will develop and maintain a long-term financial position that ensures our financial health and sustainability.

Assets

We will drive a systematic approach to the development, maintenance and replacement of our assets and ensure that these assets meet the needs of our community.

People

We will attract and maintain the right mix of people with the skills and experience to deliver our services and achieve our goals.

Systems and Processes

We will ensure that our organisation is appropriately governed, operates in a planned environment and continually works to improve services and programs.

Service Delivery

We will maintain and improve our service delivery, quality, efficiency and cost-effectiveness.

Funding Our City

Operating Result

In 2026–27, Council is proposing an extensive program of services and projects. To achieve this, we expect to raise $66.56 million in operating income and spend $65.70 million in operating expenditure. The funds come from a variety of sources. While our income is predominantly from rates, it also includes grants from the State and Commonwealth governments and income from statutory and user charges. In 2026–27, 80% of the revenue to fund municipal operations will come from rates.

The municipal operating surplus for 2026–27 is projected to be $861,147.

Our Financial Statements

We have included a summary of our projected financial statements for the 2026–27 financial year in this document.

A net sum of $52 million (excluding the Landscape Levy) will be raised from rates in 2026–27.

Council owns infrastructure and assets (such as roads, drains, footpaths and buildings), with a current value of approximately $462 million (excluding land). These assets deteriorate over time through wear and tear and must be replaced or renewed at appropriate intervals to prolong their useful lives and continue delivering services to the community. We are mindful of the impact on ratepayers and committed to developing options that ease the rate burden by increasing other revenue sources.

Financial Management

Council's financial principles include a commitment to prudent debt management. Our treasury policy recognises the use of borrowings to spread the investment in community assets over time, supporting the principle of intergenerational equity. Any funds that are not immediately required to meet approved expenditure or minimum liquidity are applied to reduce existing borrowings or defer the timing of new borrowings or are invested in interest-bearing deposits. We regularly consider the financial environment, prevailing interest rates and the life of community assets to ascertain a treasury position that provides an optimum balance of long and short-term loans and fixed and floating interest rates.

The Holdfast Bay community and the many visitors to the City have high service expectations due in part to its coastal proximity and tourism focus. The 2026–27 Annual Business Plan forecasts a projected borrowing requirement of $1.4 million to fund the proposed program of capital works and projects. We believe it is prudent to borrow to renew and replace infrastructure and assets for the community's benefit. As outlined in our Long-Term Financial Plan and Asset Management Plan, Council aims to deliver high service levels at low overall lifecycle cost. Running down the value of assets or not replacing them is short-sighted and can lead to a lack of community and business confidence and increased expenditure in future years.

Council's risk management framework and Audit and Risk Committee provide strategic and operational risk management guidance. This is done holistically, having regard for all aspects of financial and risk management.

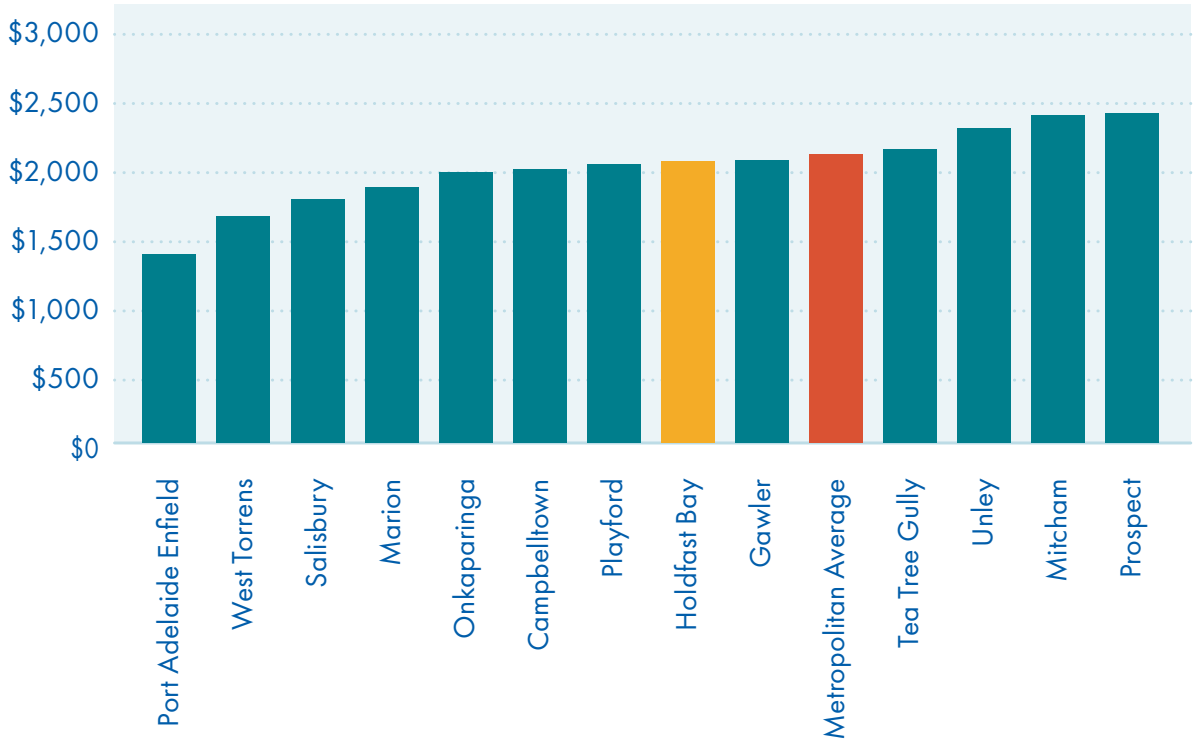
Guided by our Long-Term Financial Plan, our financial management takes a long-term view that ensures we maintain a sustainable financial and asset management position.

Rate Comparisons

Comparing our rates with those of other councils is a complex issue. Each council has different characteristics (such as size, demographics, residential base, and growth) and provides either different services or similar services at different standards. Councils provide a broad range and level of services to the community. Although some of these are statutory requirements, the majority are determined by the expectations of local ratepayers. The cost of providing and maintaining services is spread across the community in the form of rates. Council determines a rate in the dollar based on the amount of revenue required to meet the ongoing cost of providing services to the community for the coming year.

The charts on the following page show a comparison of the average residential rate for Adelaide metropolitan councils for 2025–26.

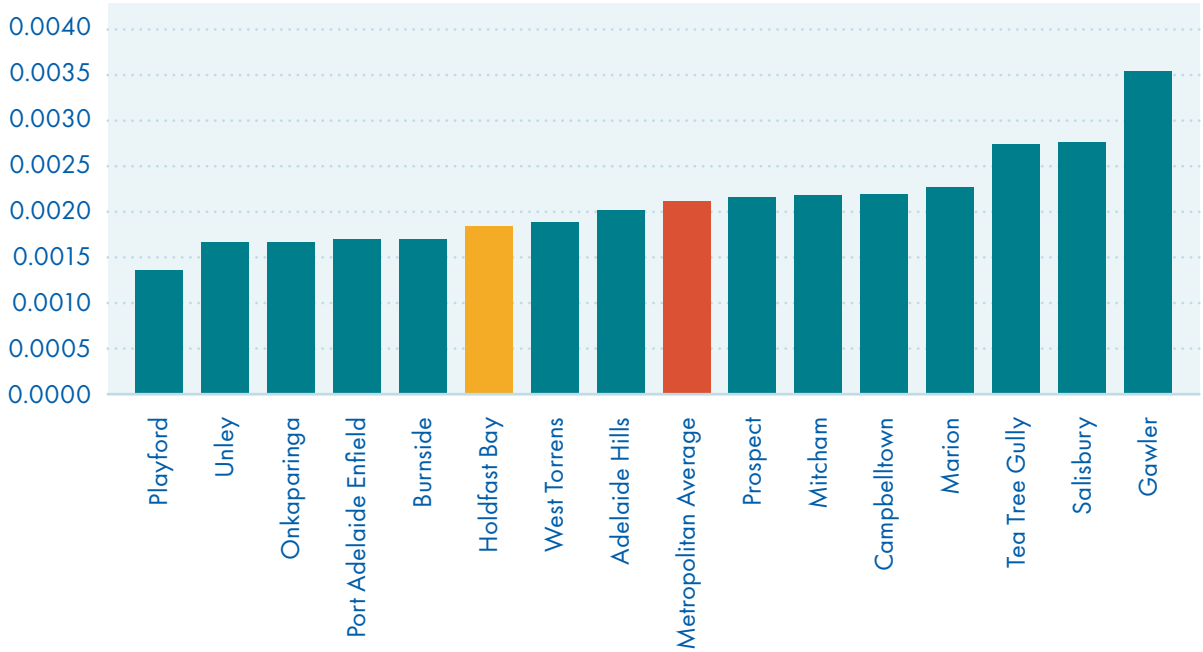
2025–26 AVERAGE (MEAN) RESIDENTIAL RATE COMPARISON ($)



The average (mean) residential rate for the City of Holdfast Bay in 2025–26 was $2,035

This represented a rate of 0.001830 cents in the dollar. This residential rate compares favourably to other South Australian councils.

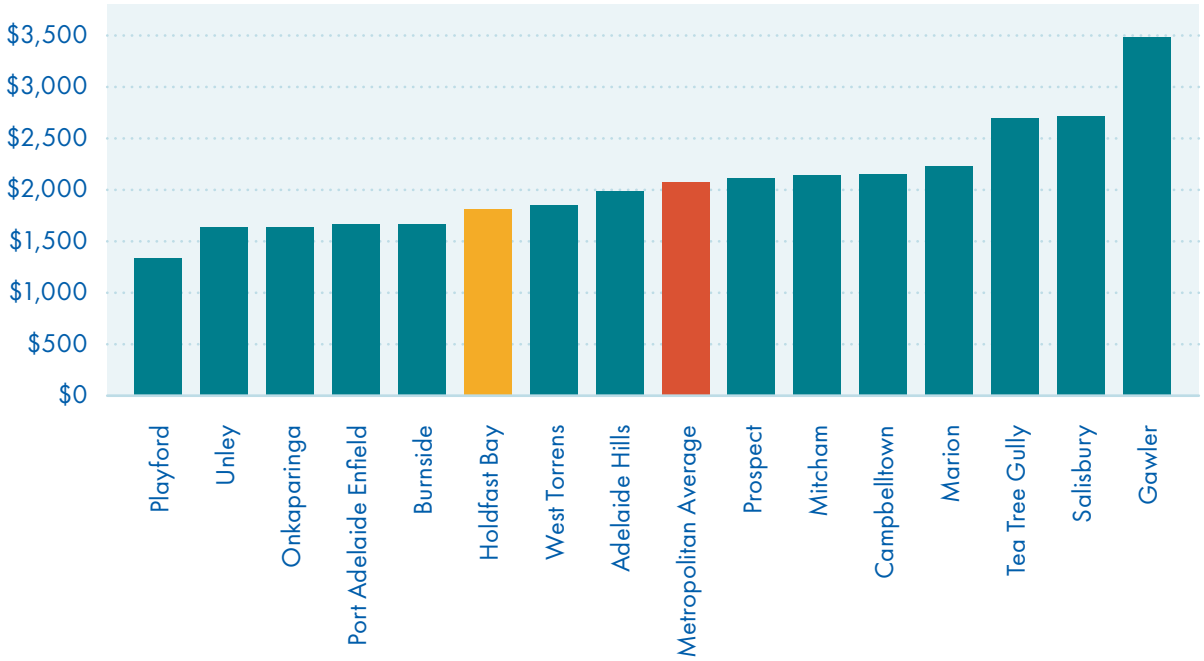
2025–26 RATE IN THE DOLLAR - RESIDENTIAL



The rate amount that property owners pay is determined by multiplying a property's value by the rate in the dollar. For example, if the property value is $1,000,000, and the rate in the dollar is 0.00183, the rates payable will be $1,830.00.

In 2025–26, the median residential property valuation in the City of Holdfast Bay was $990,000. The following table compares rates if a property in other council areas had this valuation.

2025–26 COMPARISON OF RATES ON HOLDFAST BAY MEDIAN RESIDENTIAL VALUATION ($990,000)



Funding Our City

What Will You Pay in Rates?

How your rates are calculated

Each year, we work out how much money Council needs to operate and then divide it by the total value of all properties in the council area. This gives us the amount we need to collect for every dollar of property value, known as the 'rate in the dollar'.

There are different rates for residential and commercial properties. Commercial and vacant land rates are 67% higher than residential rates.

The City of Holdfast Bay has rate levels below the Adelaide metropolitan average
Source: LGASA Rates Survey

First, Council calculates the 'rate in the dollar'

Council determines the Rates revenue required ÷ That is divided by the combined value of all rateable properties = This gives Council the 'rate in the dollar' amount

That is then used to calculate what you pay

The value of your property × Multiplied by the 'rate in the dollar' = Equals your rates for the year

The amount you pay is determined by your property's valuation and how we apportion rates across the community. We endeavour to apportion rates across the community in an equitable fashion. Property valuation modelling has yet to be provided. However, based on the average (mean) for 2025–26 residential property value, the rate increase for the average (mean) residential premises will be approximately $134 or $33.50 per quarter. This is $2.50 per week. This is only one illustrative example. To better understand how the proposed rate increase may affect your specific circumstances, further detail is provided in the Statement on Expected Rate Revenue (pages 71–72). This analysis distinguishes between different rate categories, incorporates minimum rate thresholds, and accounts for both mandatory and concessional rebates, while presenting average rate increases across all sectors. The actual increase experienced will vary depending on individual circumstances.

Rating Policy

Section 147 of the *Local Government Act 1999* provides Council with the power to rate all land within the City of Holdfast Bay – except for land specifically exempted, such as Crown land and land occupied by Council. We continually review our rating policy to ensure that it is fair and equitable. Our current rating policy, adopted in June 2025, is available at the Brighton Civic Centre and can be downloaded at holdfast.sa.gov.au.

Land Valuation Method

Council uses the capital value determined by the State Valuation Office as the basis for valuing land and calculating rates, as we feel this method provides the fairest and most efficient method of distributing the rate burden across all ratepayers. If you are dissatisfied with your valuation, you can object to the State Valuation Office in writing within 60 days of receiving the notice of valuation, explaining why you object. The Valuer General may extend the 60-day objection period where it is shown there is reasonable cause to do so.

Residential Rates

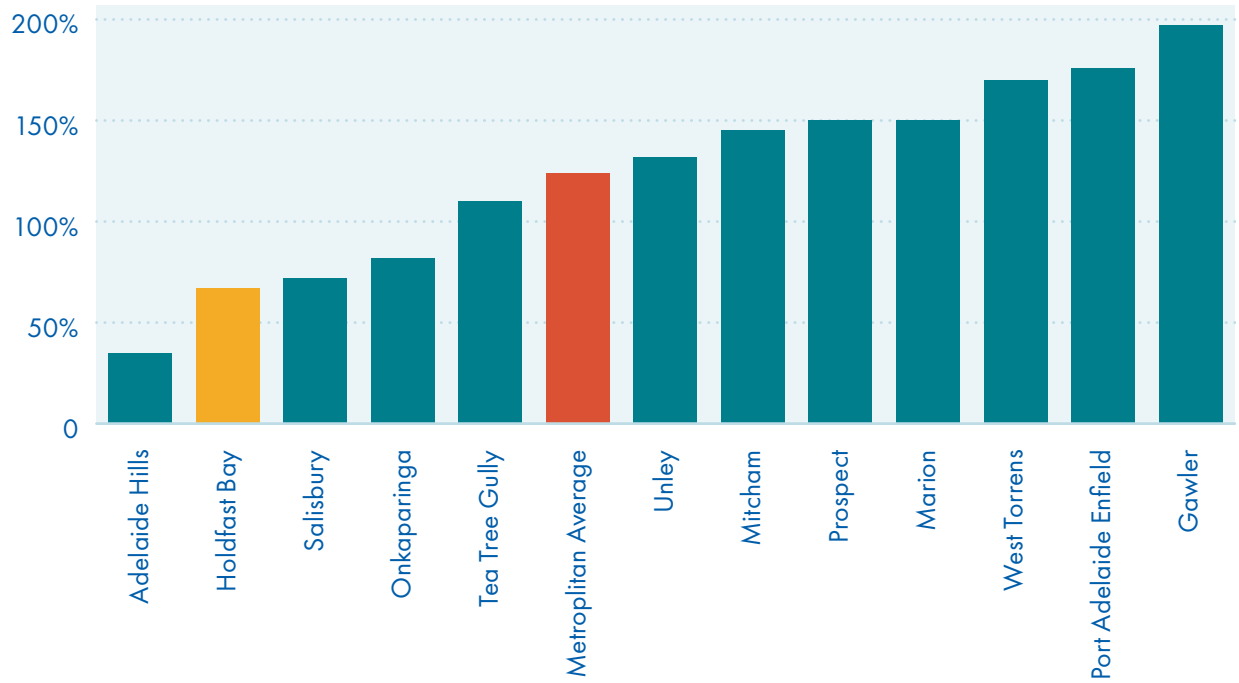
The residential rate for 2026-27 has yet to be determined. Our 2026-27 Annual Business Plan and financial statements are based on a rate revenue increase of 6.6%, excluding separate rates.

Industrial, Commercial Property and Vacant Land Rates

Council applies a differential rate to industrial and commercial properties and vacant land. This applies a premium based on the principle that industrial and commercial properties place a greater burden on infrastructure and achieve direct benefits from council parking and health regulations, events, tourism, etc. For vacant land, the differential rate provides an incentive to encourage property development.

In 2025-26, a differential premium of 67.3 per cent above the residential rate was applied, equating to 12% of total rate revenue ($5.8 million) being paid by this sector. This premium compares favourably with the 2025–26 metropolitan average of 112 %, as shown below.

2025–26 METROPOLITAN DIFFERENTIAL RATE PREMIUM COMPARISON



Separate Rate

Council levies two separate rates on specific ratepayers to provide funding for activities and services related to those ratepayers. They are as follows:

1. The Jetty Road Mainstreet Separate Rate is applied to properties within the Jetty Road Mainstreet precinct to promote and enhance business viability and trade. Revenue from this separate rate is expected to raise $724,790 in 2026-27, representing no increase from the rate levied in 2025-26.
2. The Patawalonga Marina Separate Rate is applied to properties within the basin of the Patawalonga, bounded by the high-water mark and comprised of marina berths. This separate rate provides funding for the ongoing maintenance of the Patawalonga lock. Because the lock is also widely used by the public, this rate is adjusted by 50%. The Patawalonga Marina Separate Rate for 2026-27 is expected to raise $91,570.

Landscape Levy

Formerly called the Natural Resource Management (NRM) Levy, councils are required under the *Landscape South Australia Act 2019* to collect the Landscape Levy on behalf of the State Government. For 2026-27, the Landscape Levy for properties in the City of Holdfast Bay will increase by $24,000 to $1.578 million.

Rebates

Council is required to provide mandatory rebates under sections 160 to 165 of the *Local Government Act 1999* for properties:

- predominantly used for service delivery or administration by a hospital or health centre (section 160)
- predominantly used for service delivery or administration by a community service organisation (section 161)
- containing a church or other building used for public worship or used solely for religious purposes (section 162)
- being used for the purpose of a public cemetery (section 163)
- occupied by a government school under a lease or licence or a non-government school being used for educational purposes (section 165).

In addition, Council may provide discretionary rebates under section 166 where:

- the rebate is desirable for the purpose of securing the proper development of the area or assisting or supporting a business
- the land is being used for educational purposes, agricultural, horticultural or floricultural exhibitions, a hospital or health centre, to provide facilities or services for children or young people, to provide accommodation for the aged or disabled, for a residential aged care facility or a day therapy centre, or by an organisation which, in the opinion of council, provides a benefit or service to the local community
- the rebate relates to common property or land vested in a community corporation over which the public has a free and unrestricted right of access and enjoyment
- the rebate is considered by Council to be appropriate to provide relief against what would otherwise amount to a substantial charge in rates payable due to a change in the basis of valuation.

Minimum rate

We impose a minimum amount payable by way of rates. In 2025–26 this rate was set at $1,295. The minimum rate for 2026–27 has been set at $1,380.

Rate relief

Support is available for people experiencing difficulty paying their rates. A residential rate cap may be applied to provide relief to ratepayers who own properties that have been subject to increases in valuations that are deemed excessive. In 2025–26, Council determined that residential ratepayers could apply for a reduction in their rates where they could demonstrate an increase in their annual rate bill above 10%. This will continue into 2026–27. Council offers a range of hardship provisions.
Visit holdfast.sa.gov.au or contact us on 8229 9999 to find out more.

Financial Targets

1. To achieve an operating ratio of 0–10% over a five-year period.
2. To achieve a net financial liabilities ratio of less than 100%.
3. To improve Council's asset sustainability ratio to be within the range of 90–110% over a five-year period.

1. To achieve an operating ratio of 0–10% over a five-year period

In 2026–27, Council will raise $67 million in revenue, and this will yield an operating surplus ratio of 1.3%. Currently, our operating ratio measured over the five years from 2020–21 to 2024–25 is 4.1%. The operating ratio is the operating result expressed as a percentage of total operating revenue. The operating result is the difference between recurrent income and recurrent operating expenditure.

Recurrent income is made up of revenue received each year in the ordinary course of activities, such as rate revenue, user and statutory charges, and operating grants, but excluding capital grants. Recurrent operating expenditure is incurred in the ordinary course of providing services, including a charge for depreciation of infrastructure and assets. Depreciation can be regarded as the cost of wear and tear. The operating result is expressed as a surplus (where income exceeds expenditure) or a deficit (where expenditure exceeds income).

While we strive to maintain a balanced budget or small surplus each year, we recognise that current cost movements, particularly in areas where we have little control, will increase the possibility of an operational deficit being forecast in future years. An operating deficit indicates that the cost of services provided is not being adequately funded, and current users are not paying enough for the use of services and infrastructure. Continued operational deficits would indicate that we were not able to maintain a financially sustainable outcome into the future. As a result, we continue to review our revenue and expenditure to supply services that are efficient and effective in meeting the needs of the community.

Council is committed to a balanced budget or modest operating surplus. To achieve this, we continuously review the services provided to the community and our business processes to provide the most cost-effective and efficient service delivery. In 2026–27, we will continue to monitor and review Council's operations to ensure that we can continue to meet the community's expectations in a financially sustainable way.

2. To achieve a net financial liabilities ratio of less than 100%

Council's current ceiling for the net financial liabilities ratio is 100%. The net liabilities ratio is a measure of the size of our net financial liabilities (which is what we owe others, minus what others owe us) as a percentage of total operating revenue.

However, it is acceptable to exceed this ceiling from time to time, particularly when low interest rates offer the opportunity to develop infrastructure and facilities that will provide long-term benefit to the community. In 2026-27, the net financial liabilities ratio is forecast to decrease

Measuring Our Performance

from the 2025-26 estimate of 111% to 97%. The ratio is expected to decline further in subsequent years as our fixed-term debt is reduced.

An additional, and arguably more relevant, indicator of Council's ability to manage and service debt is its interest cover ratio, which is measured by calculating our net financial interest as a percentage of the overall operating revenue. Council has set a ceiling of 5% for this ratio. A ratio of 5% indicates that, for every $100 of revenue, $5 is spent on net interest payments. In 2026-27, our interest cover ratio is forecast to be 4.18% (excluding Alwyndor). Our net financial liabilities and interest cover ratio indicate that Council remains in a strong and sustainable financial position to manage its debt levels.

3. To improve council's asset sustainability ratio to be within the range of 90–110% over a five-year period

The asset sustainability ratio measures the level of capital expenditure on the renewal and replacement of existing infrastructure and assets. It is measured against the level proposed in the Asset Management Plan. For 2026-27, this is forecast to be 100%.

Council has established and appointed an Audit and Risk Committee, which includes three independent members with relevant qualifications and experience, to provide advice and recommendations on financial and governance matters.

Performance is measured using:

- a range of financial reports, including monthly financial statements, budget updates, four annual comprehensive budget reviews, and the presentation of audited financial statements as required under the *Local Government Act 1999*
- strategic plan measures, which gauge how we are working towards achieving the strategic objectives outlined in *Our Holdfast 2050+*
- corporate measures, which track internal operations that aim to improve the way we deliver services.

To this end, every quarter Council receives reports that track the health of the organisation and its fitness and ability to deliver the objectives expressed in *Our Holdfast 2050+*. These include:

- capital and operating projects – progress on each project in the Annual Business Plan
- financial management – reviewing the budget position and Long-Term Financial PlanWorkplace health and safety – reviewing health and safety compliance and key performance indicators
- human resources – reviewing internal resources and training
- external grants – reviewing the position of current grants.

Financial Statements
– Municipal
– Rate Revenue
– Essential Services Commission of South Australia (ESCOSA)

CITY OF HOLDFAST BAY
BUDGETED FUNDING STATEMENT - MUNICIPAL FUNDS

Municipal 2025/26 Original BUDGET		Municipal 2026/27 BUDGET
$		$
47,258,000	Rates - General	50,377,000
-	Rates - New Development	378,000
724,790	Rates - Jetty Road Glenelg	724,790
88,660	Rates - Patawalonga Marina	91,570
1,553,773	Rates - Regional Landscape Levy	1,578,025
3,577,759	Statutory Charges	3,936,597
4,161,636	User Charges	4,349,424
2,744,906	Operating Grants & Subsidies	2,699,342
72,000	Investment Income	56,000
775,484	Reimbursements	780,711
1,172,833	Other	1,184,894
181,800	Net Equity Gain - Joint Ventures	400,000
62,311,641	***Operating Revenue***	66,556,353
23,048,459	Employee Costs	24,798,501
23,554,422	Materials, contracts and other expenses	24,637,755
2,596,000	Finance Charges	2,837,000
12,897,000	Depreciation	14,095,000
(1,122,000)	Less full cost attribution - % admin costs capitalised	(1,150,050)
325,000	New Initiatives - Operating	477,000
61,298,881	***Less Operating Expenditure***	65,695,206
1,012,760	**= Operating Surplus/(Deficit)**	861,147
12,897,000	Depreciation	14,095,000
122,995	Other non-cash provisions	186,000
13,019,995	***Plus Non-Cash items in Operating Surplus/Deficit***	14,281,000
14,032,755	**= Funds Generated from Operating Activities**	15,142,147
10,000,000	Capital (External Contributions)	-
469,931	Proceeds from disposal of assets	673,426
10,469,931	***Plus funds sourced from Capital Activities***	673,426
(12,291,383)	Capital Expenditure-Asset Renewal and Replacement	(11,523,901)
(1,122,000)	Capital Expenditure-Full Cost Attribution	(1,150,050)
(31,609,280)	New Initiatives - Capital (Gross Expenditure)	(1,428,000)
(45,022,663)	***Less total capital expenditure***	(14,101,951)
20,621	Plus: Repayments of loan principal by sporting groups	20,026
20,621	***Plus/(less) funds provided (used) by Investing Activities***	20,026
(20,499,356)	**= FUNDING SURPLUS/(REQUIREMENT)**	1,733,648
	Funded by:	
(23,301,356)	Less: Proceeds from new borrowings	(1,434,352)
2,802,000	Plus: Principal repayments of borrowings	3,168,000
(20,499,356)		1,733,648

CITY OF HOLDFAST BAY
BUDGETED INCOME STATEMENT- MUNICIPAL FUNDS
FOR THE YEAR ENDED 30TH JUNE 2026

Municipal 2025/26 Original BUDGET		Municipal 2026/27 BUDGET
$	**REVENUES**	$
46,812,000	Rates - General	50,377,000
446,000	Rates - New Development	378,000
724,790	Rates - Jetty Road Glenelg	724,790
88,660	Rates - Patawalonga Marina	91,570
1,553,773	Rates - Regional Landscape Levy	1,578,025
3,577,759	Statutory Charges	3,936,597
4,161,636	User Charges	4,349,424
2,744,906	Operating Grants & Subsidies	2,699,342
72,000	Investment Income	56,000
775,484	Reimbursements	780,711
1,172,833	Other	1,184,894
181,800	Net Equity Gain - Joint Ventures	400,000
62,311,641	**TOTAL REVENUES**	66,556,353
	EXPENSES	
23,048,459	Employee Costs	24,798,501
23,554,422	Materials, contracts and other expenses	24,637,755
2,596,000	Finance Charges	2,837,000
12,897,000	Depreciation	14,095,000
(1,122,000)	Less full cost attribution	(1,150,050)
325,000	New Initiatives - Operating	477,000
61,298,881	**TOTAL EXPENSES**	65,695,206
1,012,760	Operating Surplus/(Deficit) - Before Capital Revenue	861,147
10,000,000	Amounts specifically for new or upgraded assets	-
11,012,760	**NET SURPLUS/(DEFICIT)**	861,147

CITY OF HOLDFAST BAY
BUDGETED BALANCE SHEET - MUNICIPAL FUNDS
AS AT 30TH JUNE 2026

Municipal 2025/26 Original BUDGET		Municipal 2026/27 BUDGET
$		$
	CURRENT ASSETS	
-	Cash and cash equivalents	-
2,392,528	Trade and Other Receivables	3,346,615
2,392,528	**TOTAL CURRENT ASSETS**	3,346,615
	NON-CURRENT ASSETS	
634,272	Financial Assets	57,098
4,963,800	Equity accounted investments-Council businesses	6,039,800
993,157,335	Land, Infrastructure, Property, Plant & Equipment	1,009,110,334
998,755,407	**TOTAL NON-CURRENT ASSETS**	1,015,207,232
1,001,147,935	**TOTAL ASSETS**	1,018,553,847
	CURRENT LIABILITIES	
6,035,801	Trade and Other Payables	7,081,230
3,546,427	Borrowings	3,156,294
4,429,620	Short-term Provisions	4,840,955
14,011,848	**TOTAL CURRENT LIABILITIES**	15,078,479
	NON-CURRENT LIABILITIES	
57,811,135	Long-term Borrowings	52,362,421
362,846	Long-term Provisions	386,840
58,173,981	**TOTAL NON-CURRENT LIABILITIES**	52,749,261
72,185,829	**TOTAL LIABILITIES**	67,827,740
928,962,106	**NET ASSETS**	950,726,108
	EQUITY	
201,626,197	Accumulated Surplus	201,044,107
727,335,910	Asset Revaluation Reserve	749,682,000
928,962,107	**TOTAL EQUITY**	950,726,107

CITY OF HOLDFAST BAY
BUDGETED STATEMENT OF CHANGES IN EQUITY - MUNICIPAL FUNDS
FOR THE YEAR ENDED 30TH JUNE 2026

Municipal 2025/26 Original BUDGET		Municipal 2026/27 BUDGET
$	**ACCUMULATED SURPLUS**	$
190,613,437	Balance at beginning of period	200,182,960
11,012,760	Net Surplus/(Deficit)	861,147
201,626,197	Balance at end of period	201,044,107
727,335,910	**ASSET REVALUATION RESERVE**	749,682,000
727,335,910	**TOTAL RESERVES CLOSING BALANCE**	749,682,000
928,962,107	**TOTAL EQUITY**	950,726,107

CITY OF HOLDFAST BAY
BUDGETED STATEMENT OF CASH FLOWS - MUNICIPAL FUNDS
FOR THE YEAR ENDED 30TH JUNE 2026

Municipal 2025/26 Original BUDGET $ (OUTFLOWS)		Municipal 2026/27 BUDGET $ (OUTFLOWS)
	CASH FLOWS FROM OPERATING ACTIVITIES	
	Receipts	
62,129,841	Operating Receipts	66,156,353
	Payments	
(45,501,086)	Operating payments to suppliers and employees	(48,177,206)
(2,596,000)	Finance Payments	(2,837,000)
14,032,755	**NET CASH PROVIDED BY OPERATING ACTIVITIES**	15,142,147
	CASH FLOWS FROM INVESTING ACTIVITIES	
	Receipts	
10,000,000	Grants specifically for new or upgraded assets	-
469,931	Sale of replaced assets	673,426
20,621	Repayments of loans (principal) by community groups	20,026
	Payments	
(12,852,383)	Expenditure on renewal/replacement of assets	(12,098,926)
(32,170,280)	Expenditure on new/upgraded assets	(2,003,025)
(34,532,111)	**NET CASH (USED IN) INVESTING ACTIVITIES**	(13,408,499)
	CASH FLOWS FROM FINANCING ACTIVITIES	
	Receipts	
23,301,356	Proceeds from Borrowings - External	1,434,352
	Payments	
(2,802,000)	Repayments of Borrowings - External	(3,168,000)
20,499,356	**NET CASH PROVIDED BY FINANCING ACTIVITIES**	(1,733,648)
-	**NET INCREASE (DECREASE) IN CASH HELD**	-
-	**CASH AND CASH EQUIVALENTS AT BEGINNING OF REPORTING PERIOD**	-
-	**CASH AND CASH EQUIVALENTS AT END OF REPORTING PERIOD**	-

RECONCILATION OF INCOME STATEMENT TO BUDGETED STATEMENT OF CASH FLOWS
FOR THE YEAR ENDED 30TH JUNE 2026

11,012,760	**SURPLUS FROM INCOME STATEMENT**	861,147
	NON-CASH ITEMS IN INCOME STATEMENT	
12,897,000	Depreciation	14,095,000
122,995	Movements in provisions	186,000
13,019,995	**TOTAL NON-CASH ITEMS**	14,281,000
	CASH ITEMS NOT IN INCOME STATEMENT	
(45,022,663)	Capital Expenditure	(14,101,951)
(2,802,000)	Loan Repayments - External	(3,168,000)
23,301,356	Proceeds from Borrowings - External	1,434,352
20,621	Repayments of loans (principal) by community groups	20,026
469,931	Proceeds from Disposal of Assets	673,426
(24,032,755)	**TOTAL CASH ITEMS**	(15,142,147)
-	**NET INCREASE/(DECREASE) IN CASH AND CASH EQUIVALENTS**	-

CITY OF HOLDFAST BAY
BUDGETED UNIFORM PRESENTATION OF FINANCES
FOR THE YEAR ENDED 30TH JUNE 2026

Municipal 2025/26 Original BUDGET		Municipal 2026/27 BUDGET
$		$
62,311,641	Operating Revenues	66,556,353
(61,298,881)	less Operating Expenses	(65,695,206)
1,012,760	Operating Surplus/(Deficit) before Capital Amounts	861,147
	Less net outlays on Existing Assets	
(12,852,383)	Capital Expenditure on renewal & replacement of existing assets	(12,098,926)
12,897,000	Less Depreciation	14,095,000
469,931	Less Proceeds from Sale of Replaced Assets	673,426
514,548		2,669,500
	Less outlays on New and Upgraded Assets	
(32,170,280)	Capital Expenditure on new & upgraded assets	(2,003,025)
10,000,000	Less amounts received for new & upgraded assets	-
(22,170,280)		(2,003,025)
(20,642,972)	**Net lending/(borrowing) for financial year**	1,527,622

BUDGETED FINANCIAL INDICATORS - MUNICIPAL FUNDS
FOR THE YEAR ENDED 30TH JUNE 2026

Municipal 2025/26 Original BUDGET		Municipal 2026/27 BUDGET
$		$
	OPERATING SURPLUS/(DEFICIT) - BEFORE CAPITAL AMOUNTS	
$1,012,760		$861,147
	OPERATING SURPLUS RATIO	
	(Operating surplus/(deficit) before capital amounts as % of total operating revenue)	
1.6%		1.3%
	NET FINANCIAL LIABILITIES - (Total liabilities less financial assets)	
$69,159,029		$64,424,027
	NET FINANCIAL LIABILITIES RATIO	
	(Total liabilities less financial assets as % of total operating revenue)	
111%		97%
	INTEREST COVER RATIO	
	(Net interest expense as % of total operating revenue less investment income)	
4.1%		4.2%
	ASSET SUSTAINABILITY RATIO	
	(Capital expenditure on renewal/replacement of existing assets, excluding new capital expenditure as % of asset management plan)	
105%		100%

Statement on Expected Rate Revenue

Expected Rates Revenue

	2025/26 (as adopted)	2026/27 (estimated)		Change	Comments
General Rates Revenue	**2025/26**	**2026/27**			2026-27 General Rates have increased by 7.4%. This comprises the General Rate increase of 6.6%, growth of 0.1% (as defined in the Local Government (Financial Management) Regulations 2011) and additional rate revenue from other development activity of 0.7%.
General Rates (existing properties)		$51,216,552	*(a)*		
General Rates (new properties)		$378,000	*(b)*		
General Rates (GROSS)	**$48,046,054**	**$51,594,552**	*(c)*		
Less: Mandatory Rebates	($619,155)	($660,019)	*(d)*		
General Rates (NET)	**$47,426,899**	**$50,934,533**	*(e)*	**7.4%**	
	(e)=(c)+(d)				
Other Rates (inc. service charges)					
Regional Landscape Levy	$1,578,022	$1,578,022	*(f)*		The Regional Landscape Levy is a State tax, it is **not retained** by council.
JRMC Separate Rate	$724,790	$724,790	*(g)*		A special rate **only** applied to properties within the Jetty Rd, Glenelg precinct to promote business and trade.
Patawalonga Marina Rate	$88,660	$91,545	*(h)*		A special rate **only** applied to marina berths for the maintenance of the Patawalonga lock.
	$49,818,371	$53,328,890			
Less: Discretionary Rebates	($220,653)	($236,981)	*(i)*		
Expected Total Rates Revenue	**$48,019,696**	**$51,513,887**	*(j)*	**7.3%**	Excluding the Regional Landscape Levy and minus Mandatory & Discretionary Rebates.
	(j)=(e)+(g)+(h)+(i)				

Estimated growth in number of rateable properties

Number of rateable properties	**21,315**	**21,327**	*(k)*	**0.1%**	The net increase in rateable properties compared to the previous year is 12. 'Growth' as defined under Regulation 6(2), accounts for 0.1% of the increase in General Rates to be collected.
	Actual	*Estimate*			

'Growth' is defined in the regulations as where new properties have been created which has added rateable properties to council's ratepayer base. Growth can also increase the need and expenditure related to infrastructure, services and programs which support these properties and residents.

Estimated average General Rates per rateable property

Average per rateable property	**$2,254**	**$2,419**	*(l)*	**7.3%**	The estimated average is based on the **total of all rateable properties** and is therefore not necessarily indicative of either the rate or change in rates that individual ratepayers will experience.
	(l)=(c)/(k)				

Councils use property valuations to calculate each rateable property's contribution to the required rate revenue total. Councils do not automatically receive more money because property values increase but this may alter how rates are apportioned (or divided) across each ratepayer (ie. some people may pay more or less rates, this is dependent on the change in value of their property relative to the overall valuation changes across the council area).
The total General Rates paid by all rateable properties will equal the amount adopted in the budget.

Notes

(d) Councils are **required** under the Local Government Act to provide a rebate to qualifying properties under a number of categories:

Health Services - 100 per cent	Religious purposes - 100 per cent	Royal Zoological Society of SA - 100 per cent
Community Services - 75 per cent	Public Cemeteries - 100 per cent	Educational purposes - 75 per cent

The rates which are foregone via Mandatory Rebates are redistributed across the ratepayer base (ie. all other ratepayers are subsidising the rates contribution for those properties who receive the rebate).

(e) Presented as required by the *Local Government (Financial Management) Regulations 2011* reg 6(1)(ea)

Please Note: The percentage figure in *(e)* relates to the change in the total amount of General Rates revenue to be collected from all rateable properties, not from individual rateable properties (ie. individual rates will not necessarily change by this figure).

(f) Councils are required under the *Landscape South Australia Act 2019* to collect the levy on all rateable properties on behalf of the State Government. The levy helps to fund the operations of regional landscape boards who have responsibility for the management of the State's natural resources.

(i) A council **may** grant a rebate of rates or service charges in a number of circumstances. The rates which are foregone via Discretionary Rebates are redistributed across the ratepayer base (ie. all other ratepayers are subsidising the rates contribution for those properties who receive the rebate).

(j) Expected Total Rates Revenue excludes other charges such as penalties for late payment and legal and other costs recovered.

(k) 'Growth' as defined in the *Local Government (Financial Management) Regulations 2011* reg 6(2)

Statement on Expected Rate Revenue

Expected Rates Revenue

	Total expected revenue			No. of rateable properties		Average per rateable property				Cents in the $
	2025/26	**2026/27**	**Change**	2025/26	**2026/27**	2025/26	**2026/27**		**Change**	**2026/27**
Land Use (General Rates - GROSS)										
Residential	$41,450,750	**$44,687,751**	**8%**	19,471	**19,487**	$2,129	$2,293	*(p)*	**$164**	**0.00180703**
Commercial - Shop	$2,249,395	**$2,322,687**	**3%**	609	**609**	$3,694	$3,814	*(p)*	**$120**	**0.00302210**
Commercial - Office	$440,785	**$455,845**	**3%**	160	**158**	$2,755	$2,885	*(p)*	**$130**	**0.00302210**
Commercial - Other	$2,397,672	**$2,533,888**	**6%**	529	**527**	$4,532	$4,808	*(p)*	**$276**	**0.00302210**
Industry - Light	$140,802	**$150,717**	**7%**	55	**54**	$2,560	$2,791	*(p)*	**$231**	**0.00302210**
Industry - Other	$130,732	**$121,154**	**-7%**	35	**35**	$3,735	$3,462	*(p)*	**-$273**	**0.00302210**
Vacant Land	$406,151	**$453,445**	**12%**	137	**140**	$2,965	$3,239	*(p)*	**$274**	**0.00302210**
Other	$829,767	**$869,065**	**5%**	319	**317**	$2,601	$2,742	*(p)*	**$141**	**0.00180703**
Total Land Use	**$48,046,054**	**$51,594,552**	**7.4%**	**21,315**	**21,327**	**$2,254**	**$2,419**	*(p)*	**$165**	

Minimum Rate

	No. of properties to which rate will apply		Rate			
	2026/27	**% of total rateable properties**	2025/26	**2026/27**		**Change**
Minimum Rate	**5,592**	**26.2%**	$1,295	**$1,380**	*(r)*	**$85**

Council imposes a minimum rate in accordance with section 158 of the Act. Council considers it appropriate that all rateable properties make a base level contribution to the cost of general Council services and infrastructure maintenance, renewal and replacement.

Adopted valuation method

Capital Value/Site Value/Annual Value

Council has the option of adopting one of two valuation methodologies to assess the properties in its area for rating purposes:
Capital Value – the value of the land and all improvements on the land; or
Annual Value – a valuation of the rental potential of the property.

Council has decided to continue to use Capital Value as the basis for valuing land within the Council area. The Council considers that this method of valuing land provides the fairest method of distributing the rate burden across all ratepayers.

Notes

(p) Average per rateable property calculated as General Rates for category, including any fixed charge or minimum rate (if applicable) but excluding any separate rates, *divided* by number of rateable properties within that category in the relevant financial year.

(r) Where two or more adjoining properties have the same owner and are occupied by the same occupier, only one minimum rate is payable by the ratepayer.

ESSENTIAL SERVICES COMMISSION OF SOUTH AUSTRALIA

Advice

Local Government Advice

City of Holdfast Bay

February 2026

Enquiries concerning this advice should be addressed to:

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City of Holdfast Bay
AT A GLANCE

OVERVIEW

The Essential Services Commission finds the City of Holdfast Bay Council's historical, current and forecast financial performance to be **sustainable** due to operating surpluses, moderate rate increases and responsible use of borrowed funds. The Long-Term Financial Plan provides for adequate funding of asset renewals and replacement while meeting operating expenses without borrowing excessively.

FINANCIAL PERFORMANCE

Past 10 years
Sustainable

Current
Sustainable

Projected
Sustainable

RISKS IMPACTING SUSTAINABILITY

- ⚠ Cost and time overruns of the Jetty Road Transformation project.
- ⚠ The Council plans to repay borrowings quickly which may place pressure on future rates and intergenerational equity.

KEY FACTS

- ▶ Population in 2024 was **39,308** residents
- ▶ The Council covers **13.8 square kilometres**
- ▶ **21,166** rateable properties in 2024-25
- ▶ **$62.6 million** of income in 2024-25
- ▶ Value of infrastructure, property, plant and equipment assets held in 2024-25 equals **$956.4 million**

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

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1 Executive summary

1.1 Summary of observations

The Essential Services Commission finds the City of Holdfast Bay's historical, current and forecast financial positions to be sustainable. The City of Holdfast Bay is achieving operating surpluses and effectively managing its assets over the Forecast Period.

The City of Holdfast Bay has maintained moderate operating surpluses during the 10-year Historical Period and plans to continue that approach over the Forecast Period. The Council is also a trustee for the Alwyndor aged care centre which is financially self-supporting. The City of Holdfast Bay prepares its long-term financial plans on the basis of its municipal activities only, which excludes the impact of Alwyndor aged care centre operations.

Responding to the Department of Infrastructure and Transport's closure of the tramline, the Council brought forward work on its Jetty Road Transformation project. This has required a re-profiling of Council's long-term borrowings which is pushing its net financial liabilities upwards earlier in its Long-Term Financial Plan. The earlier work on this project might also lead to an earlier completion and repayment of long-term borrowings than initially planned by Council in its draft long-term financial plan.

The City of Holdfast Bay is taking a pro-active approach to managing its assets and has been transparent with the Commission and other stakeholders via its strategic asset management practices.

1.2 Summary of recommendations

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

- Separately reporting on its financial accounts on a consolidated basis and council-only basis (Note 24 in annual reports).
- Modelling long-run borrowing rates in its strategic planning for the purposes of forecasting future costs of borrowing in its long-term financial planning.
- Monitoring of asset conditions, regularly updating asset management plans and investing in cost intelligence with respect to improving reliability of cost estimates.

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

1. **Publish** a more detailed Note 24 in its audited financial statements where a cash flow statement is reported on a stand-alone basis (excluding Alwyndor Aged Care Centre) as well as consolidated basis (including Alwyndor Aged Care Centre) in addition to income and balance sheet statements.
2. **Review** its depreciation assumptions and the underlying valuations and useful life data to ensure that depreciation accurately reflects all depreciable assets and the rate of asset consumption.
3. **Minimise** rate increases above inflation, to help reduce any emerging affordability risk in the community.

2 About the advice

2.1 Background

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

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

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

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

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

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

2.2 The Commission's approach

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

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

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

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

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

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

6 LG Act s122(1f)(a) and (1g)(a)(ii).

7 LG Act s122(1f)(b) and (1g)(b).

8 LG Act s122(1h).

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

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

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

Table 1: Strategic management documents referred to

- Strategic Plan Our Holdfast 2050+
- 2015-16 Annual Report
- 2016-17 Annual Report
- 2017-18 Annual Report
- 2018-19 Annual Report
- 2019-20 Annual Report
- 2020-21 Annual Report
- 2021-22 Annual Report
- 2022-23 Annual Report
- 2023-24 Annual Report
- Long-term financial plan 2025 - 2035

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

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

The Commission has reported estimates in nominal terms to identify 'real' rather than 'inflationary' effects. In the charts, the Consumer Price Index (CPI) line for the Historical Period is calculated as the compound annual growth rate in the CPI (Adelaide) series from 2014-15 to 2023-24, being

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

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

[12] LG Act s122(1g)(a)(i).

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

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

2.9 percent[15]. Each financial year is the average of the four quarterly results. The CPI for the Forecast Period is calculated as the compound annual growth rate in the CPI (Australia) series from 2025-26 based on the Reserve Bank of Australia (RBA) (Australia-wide) inflation forecasts to the December 2027 quarter, and the midpoint of the RBA target range (2.5 percent) thereafter, yielding an average inflation rate for the Forecast Period of 2.5 percent. Similarly, for the current year 2024-25, we have observed a CPI (Adelaide) of 2.4 percent.

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

- its location as an 'Urban Development and Urban City Centre' Council
- its income level from municipal operations ($62.6 million in 2024-25[16]), and
- the size of its rates base (around 21,166 ratepayers in 2024-25[17]).

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

Legend: Low-risk Moderate-risk High-risk

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

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

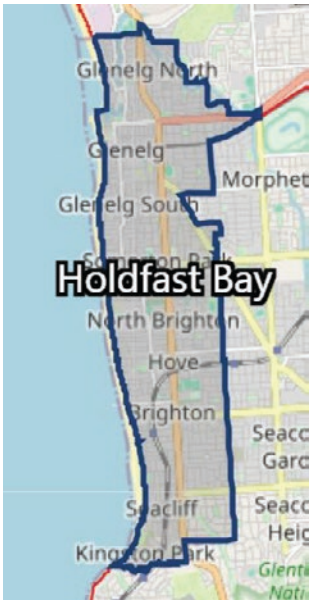
[17] Based on the Council's financial reporting template provided to the Commission.

3 Council profile

The Council is classified by the Commission as an 'Urban Development and Urban City Centre' Council and is one of 16 in this category in South Australia.[18] It covers an area of 13.8 square kilometres, has an estimated resident population of 39,308 (at 30 June 2024),[19] and approximately 21,166 rateable properties (at 1 January 2025).[20]

The Council is in the western region of the Adelaide metropolitan area and is one of the oldest in the region.

Figure 1: Council Area



The Council region has the following attributes:

- rateable property growth of approximately 0.5 percent per annum over the Historical Period[21]
- population density of 2,858 persons per square kilometre[22]
- 179 kilometres of sealed roads and no unsealed roads[23]
- employment sectors mainly in health care and social assistance (17.1 percent), education and training (10.7 percent) and professional, scientific and technical services (8.7 percent),[24] and
- a median population age of 47.5 years.[25]

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

19 Refer to Australian Bureau of Statistics, *Data by region*, available at https://dbr.abs.gov.au/region.html?lyr=lga&rgn=42600.

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

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

22 Refer to Australian Bureau of Statistics, *Data by region*, available at https://dbr.abs.gov.au/region.html?lyr=lga&rgn=42600.

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

24 Refer to Australian Bureau of Statistics, *Data by region*, available at https://dbr.abs.gov.au/region.html?lyr=lga&rgn=42600.

25 Refer to Australian Bureau of Statistics, *Data by region*, available at https://dbr.abs.gov.au/region.html?lyr=lga&rgn=42600.

4 Material plan amendments in 2025-26

The material amendments to some of the Council's main financial forecasts are listed in the table below (in nominal terms).[26] To ensure a comparable analysis of estimates between the 2024-25 and 2025-26 LTFPs, the Commission has reviewed the nine overlapping years' statistics: 2025-26 to 2033 34 and identified material amendments accordingly.

4.1 Key points

⚠ Increased depreciation, amortisation and impairment expenditures by 15.9 percent (or $19.1 million) in its 2025-26 LTFP estimates.

Table 2: Historical and forecast financial items

Selected Financial Item	Sum of 2025-26 to 2033-34 estimates in 2024-25 LTFP ($ million)	Sum of 2025-26 to 2033-34 estimates in 2025-26 LTFP ($ million)	Change in 2025-26 estimates ($ million)	Change in 2025-26 estimates (percent)
Depreciation, amortisation and impairment*	119.9	139.0	+19.1	+15.9
Trade and other payables	102.4	61.6	-40.8	-39.8

4.2 Changes to operating performance

There is very little difference between the two LTFPs, with only the 'depreciation, amortisation and impairment' and 'trade and other payables' showing any material difference.

The increase in depreciation charges is largely driven by an increase in the current replacement costs of the Council's assets. The material reduction in trade and other payables reflects an improved approach by Council to how it is paying its bills.

The Council's historical and forecast operating performance are discussed further in Section 5.1.

4.3 Indexation adjustments

The Commission observes that the Council regularly reviews its AMPs and annually indexes asset values and depreciation charges. The Council bases its inflation assumptions on forecasts made by Deloitte Access Economics and internal modelling for growth in the number of rateable properties based on observed progress of developer applications and historical experience.

The Commission considers the documentation of these assumptions to be appropriate and useful in assisting interested parties and stakeholders in tracking growth.

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

The Commission recommends that the Council:

1. **Publish** a more detailed Note 24 in its audited financial statements where a cash flow statement is reported on a stand-alone basis (excluding Alwyndor Aged Care Centre) as well as consolidated basis (including Alwyndor Aged Care Centre) in addition to income and balance sheet statements.

4.4 Capital expenditure estimates

Notably, there has been no material change in the total planned capital spend on either asset renewals or new and upgraded assets between the two LTFPs, indicating no change to the Council's plans.

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

5 Financial sustainability

5.1 Operating performance

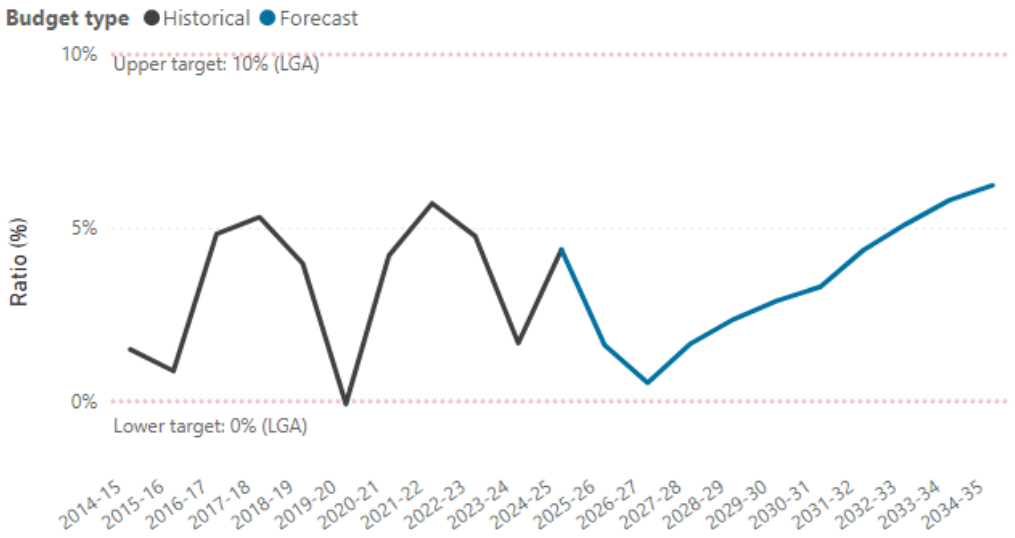
5.1.1 Key points

- ✓ The Council historically has achieved operating surpluses and forecasts continued surpluses.
- ⚠ Depreciation charges grew by an annual average (CAGR) of 4.3 percent over the Historical Period.

5.1.2 Operating performance

This section relates to the operating performance of the Council's municipal operations and does not consider the operations of the Alwyndor aged-care centre. The LTFP only includes the municipal operations.

Figure 2: Operating surplus ratio – historical and forecast



The Council's OSR shows modest positive results over the entire Historical Period and Forecast Period. Historically, this was achieved with slight under-funding of asset renewal and replacement, which is remedied in the Forecast Period (see section 5.3 for detail on asset renewals).

5.1.2.1 Over the Historical Period:

- the Council's OSR averaged 3.3 percent annually (or an accumulated operating surplus of $16.0 million), within the Local Government Association of South Australia (LGA) target range of zero to 10 percent.
- The Council's total income and total expenses both grew by an average (CAGR) of 3.2 percent, slightly higher than average CPI of 2.9 percent.
- Depreciation expense grew by an annual average (CAGR) of 4.3 percent.

5.1.2.2 Over the Forecast Period:

- the Council's OSR is projected to average 3.5 percent per annum, accumulating an operating surplus of $25.9 million.
- The Council forecasts average annual growth (CAGR) in operating income of 3.3 percent.
- The forecast CAGR for expenses is 2.8 percent, with employee costs increasing at 2.5 percent and 'materials contracts and other' expenses increasing at 2.8 percent. The forecast growth in 'depreciation, amortisation and impairment' costs is 3.9 percent while finance costs are forecast to decline at the rate of 3.4 percent, achieved by accelerating debt repayments.

5.2 Net financial liabilities

5.2.1 Key points

- The Net Financial Liabilities Ratio averaged 40.5 percent over the Historical Period, then began to climb in 2024-25 and is forecast to peak at 111.0 percent in 2025-26, before declining to 49.9 percent by 2034-35, and averaging 82.0 percent over the Forecast Period.
- Net financial liabilities are forecast to exceed 100 percent over the first three years of the long-term financial plan.

The Council has taken advantage of the temporary closure of the tramline to commence the Jetty Road Transformation project earlier than initially planned. This requires an increase in long-term borrowings earlier in the Forecast Period as reflected in the final LTFP. Commencing work on this project earlier than initially planned in the draft LTFP means that the borrowing will be repaid earlier than initially planned. This re-profiling of borrowings over the Forecast Period leads to a build-up of cash and cash equivalents, provided no unexpected infrastructure spend arises in the meantime.

Figure 3: Net financial liabilities ratio – historical and forecast

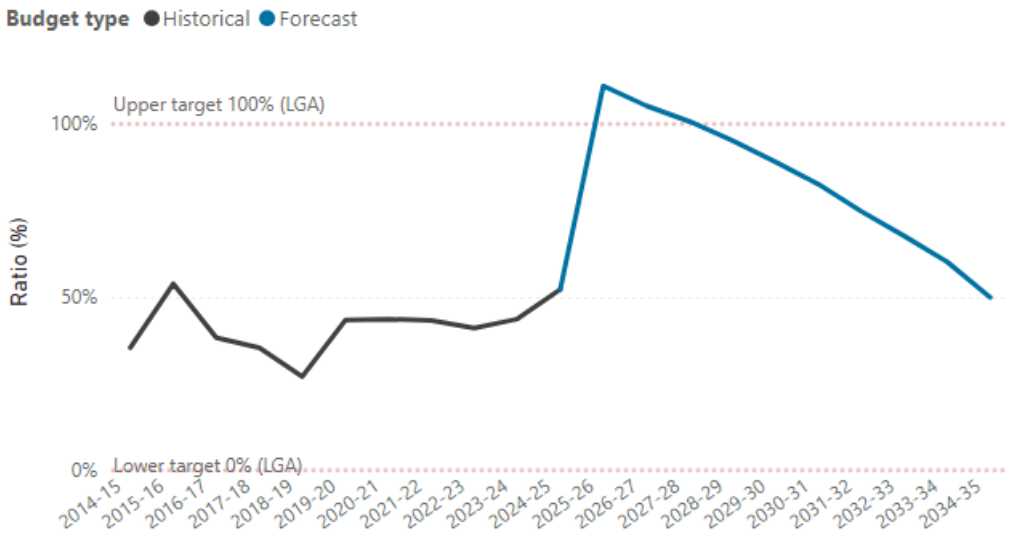


Figure 4: Total borrowings and total liabilities – historical and forecast

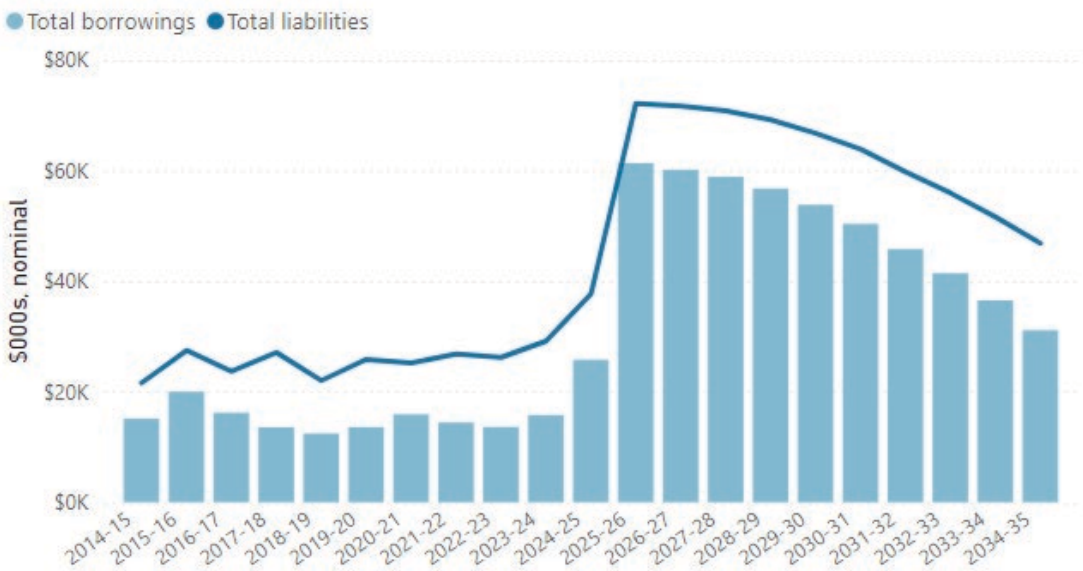
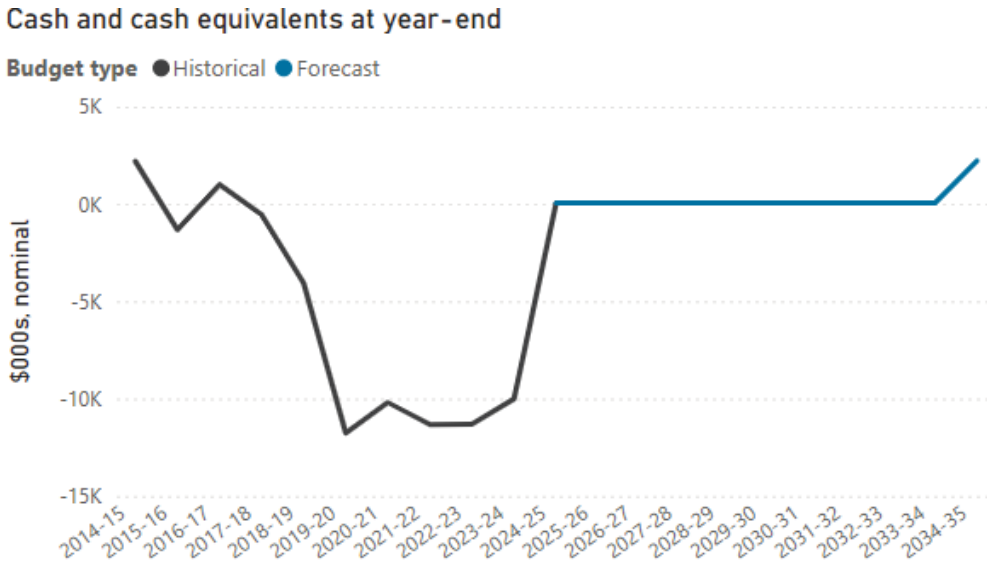


Figure 5: Cash and cash equivalents at year end – historical and forecast



5.3 Asset renewals expenditure

5.3.1 Key points

- AMPs are comprehensive and regularly updated.
- The ARFR (gross) averaged 91.6 percent over the Historical Period and is forecast to average 109.7 percent over the Forecast Period, indicating that it is funding asset renewal and replacement generally in line with its AMPs.

Over the Historical Period, 43.6 percent of capital expenditure was on asset renewal and replacement, while over the Forecast Period, 77.3 percent of capital expenditure is planned to be for asset renewal and replacement.

Over the Historical Period, the Council slightly under-funded its asset renewal and replacement program relative to its AMPs: average ARFR (gross) of 91.6 percent. The depreciation-based ARFR averaged 69.6 percent, potentially indicating a misalignment of asset values and depreciation. Over the same period, the Council also invested significantly in new and upgraded assets, averaging $8.7 million per annum or 56.4 percent of total capital expenditure.

Over the Forecast Period, after a significant investment ($32.2 million) in new and upgraded assets in 2025-26, principally for the Jetty Road Transformation project, the investments in new and upgraded infrastructure are significantly reduced, averaging 22.7 percent, while fully funding asset renewal and replacement, with ARFR (gross) averaging 109.7 percent. The depreciation-based ARFR averages 89.9 percent, again indicating potential misalignment of asset values and depreciation.

Based on these results, it appears to the Commission that the Council plans to fully fund its asset renewal and replacement in line with its AMPs.

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

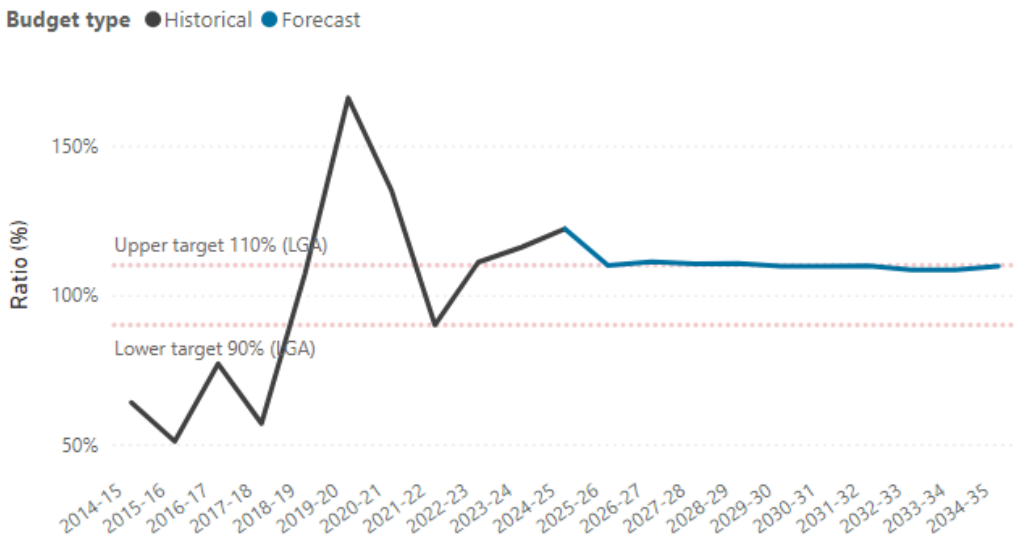


Figure 7: Asset renewal funding ratio (depreciation based) – historical and forecast

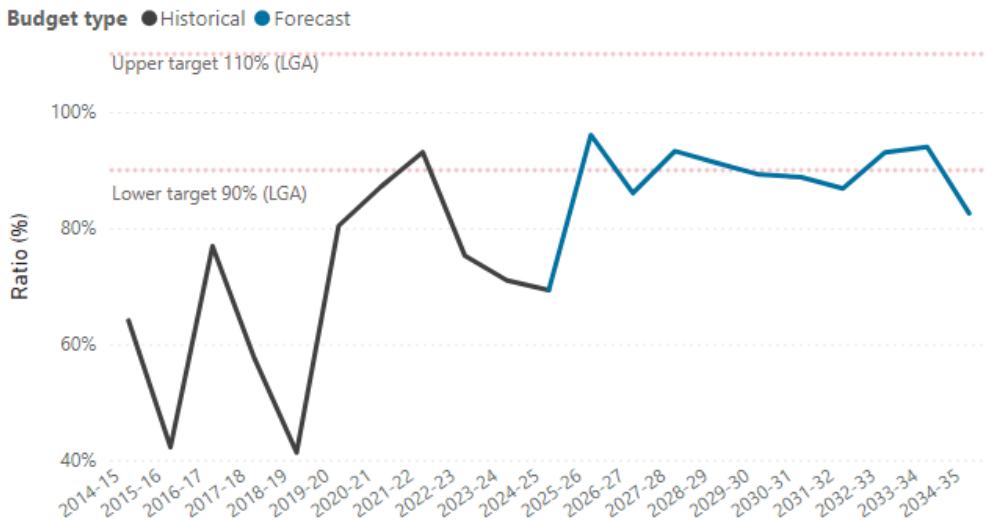
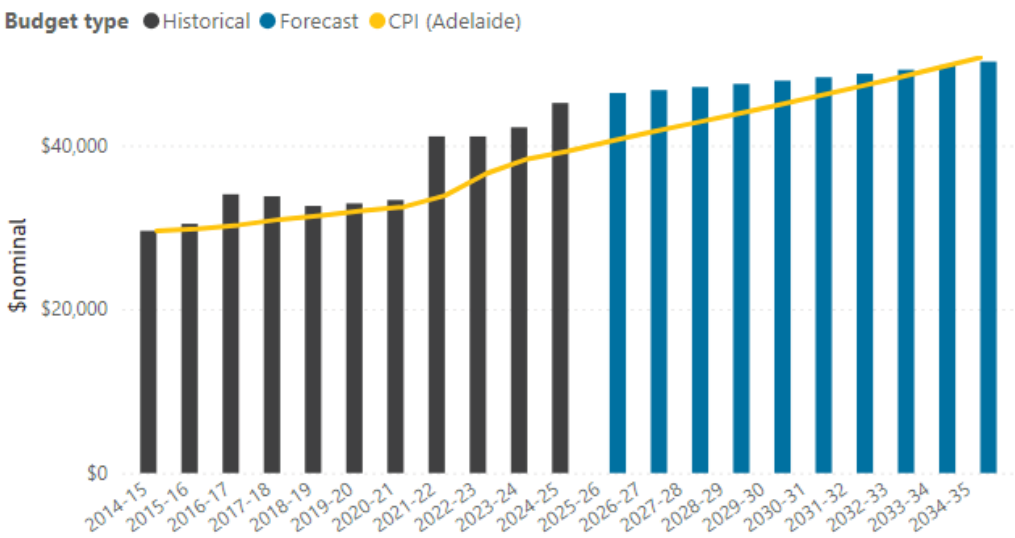


Figure 8 shows that over the Historical Period, the value of asset stock per rateable property grew at a rate greater than CPI, at a CAGR of 4.0 percent. However, during the Forecast Period, it grows at a CAGR of only 0.9 percent. The investment in new and upgraded assets along with the Jetty Road Transformation project will create an additional future asset renewal requirement for the community to fund.

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



5.3.2 The Commission's recommendations on asset renewals expenditure

The Commission acknowledges the Council's work on frequently and extensively consulting with its community on service levels, asset upgrades and renewals, as well as preferences and priorities via the Quality of Life Survey. The Council is taking advantage of funding and operational opportunities in reprioritising capital spend on asset renewals and upgrades.

The Commission recommends that the Council:

2. **Review** its depreciation assumptions and the underlying valuations and useful life data to ensure that depreciation accurately reflects all depreciable assets and the rate of asset consumption.

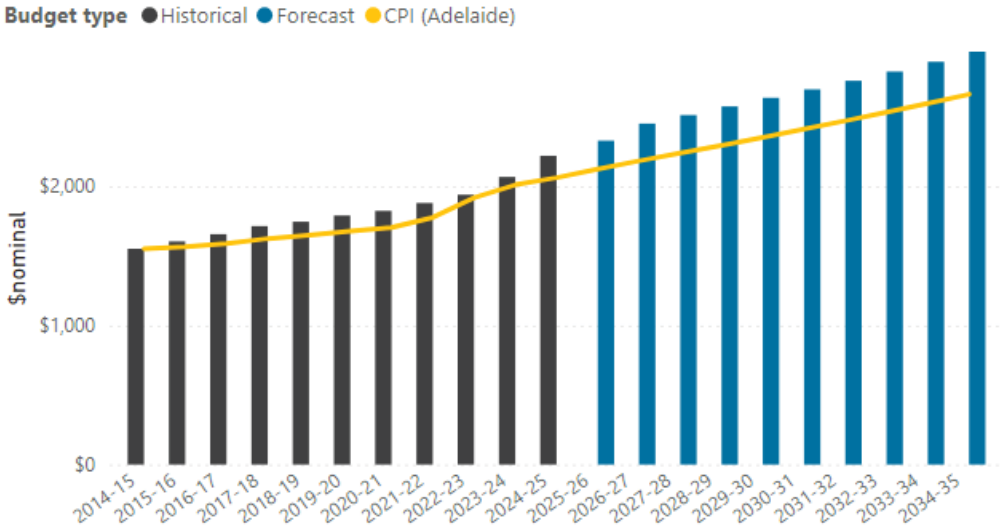
6 Advice on current and projected rate levels

6.1 Key points

- ✓ Community is extensively consulted by the Council on planned future rate increases.
- ✓ Growth rate of total expenses per rateable property was below inflation over the Historical Period.
- ⚠ Growth of rates per rateable property was above inflation over the Historical Period.
- ⚠ Rate revenue per property is forecast to grow at 2.7 percent over the Forecast Period, which is slightly above forecast inflation of 2.5 percent per annum over the same period.

6.2 Rates per rateable property

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



As shown in Figure 9, rates charges per property are growing at a rate higher than CPI, with the gap increasing over the Forecast Period.

6.2.1.1 Over the Historical Period:

- Rates per rateable property grew at an average (CAGR) of 3.2 percent, compared with average CPI of 2.9 percent.
- Expenses per rateable property grew at an average (CAGR) of 2.7 percent.

6.2.1.2 Over the Forecast Period

- Rates per rateable property are planned to grow at an average (CAGR) of 2.7 percent, compared with forecast average CPI of 2.5 percent.
- The growth in rates income exceeds the growth in rates per rateable property due to forecast growth in the number of rateable properties of 0.8 percent.

- The forecast rates growth is driven largely by the additional 2.3 percent rate increase[27] dedicated to the Jetty Road Transformation project, which is scheduled to be completed in 2026-27.
- The average proposed rate per rateable property compares favourably with other comparable metropolitan councils in the greater Adelaide area.[28]
- Expenses per rateable property are forecast to grow at an average (CAGR) of 1.9 percent, compared with forecast average CPI of 2.5 percent. This reflects an expectation of economies of scale as well as forecast growth in the number of rateable properties.

6.3 Proposed rate increases for 2025-26

The Council is proposing to increase rate revenue in 2025-26 by 4.9 percent of which 2.3 percentage points is needed to fund the Jetty Road Transformation project, 0.1 percent to deliver six community projects and the remaining 2.5 percentage points to cover general CPI increase.[29]

6.4 Projected further rate increases

The Council forecasts a 5.4 percent increase in rate revenue for 2026-27 consisting of 2.3 percent going towards the Jetty Road Transformation project and the remaining 3.1 percent to cover general CPI increase. The Council expects to complete the Jetty Road Transformation project in 2026-27 and all subsequent planned rate increases are between 2.3 percent and 2.5 percent for the remaining eight years of the Forecast Period. These subsequent rate increases are at or below the expected inflation rate.

6.5 Affordability risk

Affordability risk in the community for these planned rate increases appears to be moderate, in light of the relatively high SEIFA ranking of the City of Holdfast Bay.

- The City of Holdfast Bay had a SEIFA Economic Resources rank of 52 out of 71 in the most recent census conducted in 2021, which is indicative of the economic capacity of ratepayers to support the Council's planned projects and programs.[30]

6.5.1 The Commission's advice on affordability risk

The Commission recommends that the Council:

3. **Minimise** rate increases above inflation, to help reduce any emerging affordability risk in the community.

[27] City of Holdfast Bay, 2025-26 Annual Business Plan, p. 7, available at https://www.holdfast.sa.gov.au/council/annual-plan-budgets-reports#annual-business-plan-2025-2026.

[28] Available at https://councilsinfocus.sa.gov.au/.

[29] City of Holdfast Bay, Final Long-term Financial Plan 2025-26 to 2034-35, p. 16, available at https://www.holdfast.sa.gov.au/council/management-plans#the-long-term-financial-plan.

[30] Australian Bureau of Statistics, 2021, Socio-Economic Indexes for Areas (SEIFA), Australia, 2021 available at Socio-Economic Indexes for Areas (SEIFA), Australia, 2021 | Australian Bureau of Statistics.

7 The Commission's next advice and focus areas

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

- ongoing performance against LTFP estimates, including how the Council is updating these estimates in response to changes in priorities, service levels and community preferences
- the financial outcomes of the Jetty Road Transformation project
- reporting of cash flow statements on a municipal basis only in future annual reports (extended Note 24)
- management of long-term debt and cash and cash equivalents.

8 Appendix: Glossary of terms

Term	Explanation
ABS	Australian Bureau of Statistics
AMP	Asset management plan (also called an IAMP)
ARFR	Asset Renewal Funding Ratio: renewal expenditure based (gross): Asset Renewal Expenditure / IAMP Renewal Expenditure (where IAMP expenditure includes sale of replaced assets) Asset Renewal Funding Ratio - renewal expenditure based (net) - if IAMP excludes sale of replaced assets: Asset Renewal Expenditure / IAMP Renewal Expenditure (where IAMP expenditure excludes sale of replaced assets) Asset Renewal Funding Ratio (depreciation based): Asset Renewal Expenditure / Depreciation (IAMP Renewal Expenditure is that required according to the IAMP.)
CAGR	Compound Annual Growth Rate: $CAGR = (V_{final} / V_{begin})^{1/t} - 1$ CAGR represents the mean annualized growth rate for compounding values over a given time period. CAGR smoothes the effect of volatility of periodic values that can render arithmetic means less meaningful. (Source: Wikipedia)
Commission	Essential Services Commission, established under the *Essential Services Commission Act 2002*
CPI	Consumer Price Index (Adelaide, All Groups)
Council	City of Holdfast Bay
ESC Act	*Essential Services Commission Act 2002*
F&A	Local Government Advice: Framework and Approach – Final Report
FA Grants	Financial Assistance Grants (Commonwealth Government)
Forecast Period	10 years from 2025-26 to 2034-35
FTE	Full Time Equivalent
Historical Period	10 years 2014-15 to 2023-24
IAMP	Infrastructure and asset management plan (also called an AMP)
LG Act	*Local Government Act 1999*

Term	Explanation
LGA SA Financial Indicators Paper	Local Government Association of South Australia, Financial Sustainability Information Paper 9 - Financial Indicators Revised May 2019
LTFP	Long-term financial plan
NFLR	Net Financial Liabilities Ratio Net Financial Liabilities are defined as: Total Liabilities LESS Current Assets (Cash and Cash Equivalents) LESS Current Assets (Trade and Other Receivables) LESS Current Assets (Other Financial Assets) LESS Non-Current Assets (Financial Assets - excluding equity accounted investments in council businesses) The net financial liabilities ratio is: Net financial liabilities ÷ Total Operating Income
OSR	Operating Surplus Ratio The Operating Surplus (Deficit) is defined as: Total Operating Income LESS Total Operating Expenses The Operating Surplus Ratio is defined as: Operating Surplus (Deficit) ÷ Total Operating Income
Regulations	*Local Government (Financial Management) Regulations 2011*
RBA	Reserve Bank of Australia
SEIFA	Socio-Economic Indexes for Areas
The scheme or advice	Local Government Advice Scheme

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