



## **AGENDA**

**FOR PROGRAM REVIEW SUB COMMITTEE MEETING TO BE HELD ON  
5 DECEMBER 2016 AT THE CONCLUSION OF SPORT, RECREATION AND  
GRANTS COMMITTEE**

**IN COMMITTEE ROOMS, 12 JAMES STREET, SALISBURY**

### **MEMBERS**

Cr R Zahra (Chairman)  
Mayor G Aldridge  
Cr S Bedford  
Cr D Bryant  
Cr C Buchanan  
Cr G Caruso  
Cr L Caruso  
Cr E Gill (Deputy Chairman)  
Cr B Vermeer

### **REQUIRED STAFF**

Chief Executive Officer, Mr J Harry  
General Manager Business Excellence, Mr C Mansueto  
Manager Governance, Ms T Norman

### **APOLOGIES**

### **LEAVE OF ABSENCE**

### **PRESENTATION OF MINUTES**

Presentation of the Minutes of the Program Review Sub Committee Meeting held on 14 November 2016.

### **REPORTS**

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**OTHER BUSINESS**

**CLOSE**



**MINUTES OF PROGRAM REVIEW SUB COMMITTEE MEETING HELD IN  
COMMITTEE ROOMS, 12 JAMES STREET, SALISBURY ON**

**14 NOVEMBER 2016**

**MEMBERS PRESENT**

Cr R Zahra (Chairman)  
Cr J Woodman  
Cr D Bryant  
Cr D Proleta  
Cr G Caruso  
Cr L Caruso  
Cr E Gill (Deputy Chairman)

**STAFF**

Chief Executive Officer, Mr J Harry  
General Manager Business Excellence, Mr C Mansueto  
General Manager City Development, Mr T Sutcliffe  
Manager Environmental Health and Safety, Mr J Darzanos  
Manager Governance, Ms T Norman

The meeting commenced at 7.24 pm.

The Chairman welcomed the members, staff and the gallery to the meeting.

**APOLOGIES**

Apologies were received from Mayor G Aldridge, Cr S Bedford, Cr C Buchanan and Cr B Vermeer. Proxy members were in attendance for Cr Bedford (Cr Woodman) and Cr Buchanan (Cr Proleta).

**LEAVE OF ABSENCE**

Nil

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## PRESENTATION OF MINUTES

Moved Cr G Caruso  
Seconded Cr J Woodman

The Minutes of the Program Review Sub Committee Meeting held on 10 October 2016, be taken and read as confirmed.

**CARRIED**

Moved Cr G Caruso  
Seconded Cr L Caruso

The Minutes of the Confidential Program Review Sub Committee Meeting held on 10 October 2016, be taken and read as confirmed.

**CARRIED**

## REPORTS

### **PRSC1 Program Review Brief - Inspectorate Services**

Moved Cr G Caruso  
Seconded Cr E Gill

1. Information be received.
2. The Inspectorate Services Program Review Project Brief and Inspectorate Services Background Paper as set out in Attachments 1 and 2 to this report be endorsed.

**CARRIED**

### **PRSC2 Program Review Update**

Moved Cr E Gill  
Seconded Cr L Caruso

1. That the Program Review Update report be noted.

With leave of the meeting and consent of the seconder Cr E Gill  
VARIED the MOTION as follows:

1. That the Program Review Update report be noted.
2. A further report be brought back this financial year regarding the future of the Program Review Sub Committee, including alternative approaches to enable future reviews of levels of service.
3. Following the conclusion of the current schedule of program review activity a report outlining the status of work undertaken by the Program Review Committee, including achievements, benefits and issues encountered through the course of the program review process be prepared.

**CARRIED**

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**OTHER BUSINESS**

Nil

**CLOSE**

The meeting closed at 8.14 pm.

CHAIRMAN.....

DATE.....



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<b>ITEM</b>	PRSC1
	<b>PROGRAM REVIEW SUB COMMITTEE</b>
<b>DATE</b>	05 December 2016
<b>HEADING</b>	Program Review Findings for the Economic Development and Urban Policy Division
<b>AUTHOR</b>	Greg Ratsch, Manager Economic Development & Urban Policy, City Development
<b>CITY PLAN LINKS</b>	<p>4.2 Develop strong capability and commitment to continually improve Council's performance.</p> <p>1.3 Have a thriving business sector that supports community wellbeing, is globally oriented and creates job opportunities.</p> <p>1.4 Have well planned urban growth that stimulates investment and facilitates greater housing and employment choice.</p>
<b>SUMMARY</b>	This report provides a summary of the main findings of the program review of the Economic Development and Urban Policy Division. The attached review provides rationale and outlines the full range of recommendations.

## RECOMMENDATION

1. This report, and the Economic Development and Urban Policy Program Review report (provided as Attachment 1, Item No. PRSC1, Program Review Sub Committee, 5 December 2016), be received and noted.
2. The recommendations listed in paragraph 4.5 of this report (Item No. PRSC1, Program Review Sub Committee, 5 December 2016) be endorsed.
3. The recommendations for administrative action itemised on pp 6 & 7 of Attachment 1, Item No. PRSC1, Program Review Sub Committee, 5 December 2016 be noted.
4. The General Manager City Development monitor the implementation of actions as required.

## ATTACHMENTS

This document should be read in conjunction with the following attachments:

1. Economic Development & Urban Policy Program Review

## 1. BACKGROUND

- 1.1 At its meeting on 22 August 2016 Council endorsed the Economic Development & Urban Policy Program Review Project Brief and Background Paper.
- 1.2 The brief proposed that the review be undertaken internally, with the draft report being externally peer-reviewed. The endorsed methodology for the review contained a three stage process, namely:
  - 1) Measure the current state;
  - 2) Assess external factors influencing service delivery and demand; and
  - 3) Identify and prioritise options.

- 1.3 The timeline endorsed by Council included a progress report to be provided to the Program Review Sub-Committee and this was provided for consideration at its October 2016 meeting.

## **2. CITY PLAN CRITICAL ACTIONS**

- 2.1 Enhance the Polaris Centre's ability to support industry development (including food processing and green industries), international trade, entrepreneurship and engage meaningfully with business.
- 2.2 Unlock opportunities arising from the construction of the Northern Connector
- 2.3 Maximise future urban development opportunities at the Dry Creek Salt Fields through local participation to ensure the development progresses, is well connected with local communities and has access to the rest of the City.
- 2.4 Reposition and further develop Technology Park Mawson Lakes to be the centre for innovation-led economic growth in northern Adelaide, in conjunction with the Uni SA campus.
- 2.5 Planning for adaptation to future changes in climate through the resourcing and implementation of the Adapting Northern Adelaide Plan.
- 2.6 Introduce a City-wide approach to resourcing of place management and activation to capitalise upon existing and future investment in our places and spaces.
- 2.7 Promote a positive image of Salisbury to attract investment, visitors and tourists, and increase community pride.
- 2.8 Further our reputation as a business friendly Council by reforming our processes and how we work with business in the City.
- 2.9 Better use our data and the research of others to support evidence-based decision-making and policy.

## **3. CONSULTATION / COMMUNICATION**

### **3.1 Internal**

- 3.1.1 Chief Executive, Executive Group, Manager People and Culture.

### **3.2 External**

#### **3.2.1 External engagement has occurred with:**

- The eight Councils included in the economic development benchmarking component of the review (Adelaide, Charles Sturt, Onkaparinga, Port Adelaide Enfield, Marion, Kingston, Knox and Greater Dandenong);
- Department of State Development regarding future directions for the delivery of small business services in northern Adelaide;
- PIRSA regarding opportunities arising from the Northern Adelaide Food Park;
- Australia China Business Council regarding the positioning of the Polaris Centre to provide international trade services;
- 120 businesses that participated in the Polaris Centre client satisfaction survey;
- Larger metropolitan Councils regarding their approaches to land use and strategic planning; and
- Brian Hales, Consultant – peer review.



#### 4. REPORT

- 4.1 The endorsed objectives of the program review are to:
- Clarify the role and function of the Urban Policy team within the overall framework for developing strategy and policy within the organisation and leading strategic thinking;
  - Review the model for delivering economic development programs given changing regional structures, funding arrangements and changes in the business environment; and
  - Identify opportunities to improve organisational responsiveness to economic development and urban policy projects.
- 4.2 The review was undertaken internally with the findings externally peer reviewed by independent consultant Brian Hales as well as by the Executive Group and Chief Executive Officer.
- 4.3 The report recognises a range of factors that are likely to impact the way in which services are provided and influence demand for services. These include:
- The cessation of the automotive manufacturing sector following the closure of GM Holden;
  - The development of the Northern Adelaide Food Park at Parafield;
  - The potential development of the Land Combat Systems Precinct at Edinburgh (dependent on decisions relating to the Land 400 contract);
  - The construction on the Northern Connector and the enablement of residential development on the Dry Creek Salt Fields;
  - The progression of the Salisbury City Centre revitalisation project including the Community Hub development, electrification of the Gawler rail line and interchange upgrade, and future options for the Salisbury TAFE Campus;
  - The development of the Future Industries Institute around the University of South Australia and implementation of the masterplan for the University of SA Mawson Lakes campus;
  - Further development of a food precinct around the South Australian Produce Markets at Pooraka;
  - The rollout of the NBN and the extension of the GigCity network to Technology Park;
  - Continued infill development as established residential areas are regenerated;
  - The implementation of the Northern Economic Plan and evolving regional structures relating to this; and
  - The progression and implementation of the *Planning, Development and Infrastructure Act 2016*.

- 4.4 The review found the work of the Division is responding to changes in the community and policy environments, reflects contemporary thinking about the links between economic development and urban policy, is well regarded by business (who have very high satisfaction levels with services provided) and by external parties that have recognised the achievement of the Division through various awards this year including:

- Being named Best Metropolitan Business Enterprise Centre in Australia at the 2016 Business Enterprise Centres Australia National Awards for the Polaris Business and innovation centre;
- Winning both the Best Planning Ideas – Small Project and the Minister’s Award at the 2016 South Australian Awards for Planning Excellence for the Salisbury City Centre Urban Design Framework; and
- Being shortlisted as a finalist in numerous awards including the 2016 Local Government Professionals Economic Development Excellence Award; the Community and Regions Category of the 2016 SA Climate Leaders Awards for Adapting Northern Adelaide.

- 4.5 A range of recommendations were identified for consideration by the Sub Committee. These are (the numbering of the recommendations refer to their sequencing in the report):

**Recommendation 3:** Continue to build upon the current Polaris brand and position the Polaris Business and Innovation Centre as the provider and location of choice in northern Adelaide to deliver economic development, business growth services, international trade support, start up services and innovation programs and provider of authoritative information on the region’s economy.

**Recommendation 4:** Move away from the co-location approach that underpinned the establishment of Polaris, instead moving to a networked model whereby the centre is opened up for use to a much wider range of business service providers. To facilitate this, review and alter the charges applied to room hire to make it as attractive as possible for third party providers to deliver from the facility.

**Recommendation 6:** Continue to provide in-house business support services and continue to align those programs with the objectives sought by the City Plan. Specifically this requires:

- supplementing generalist information and advisory programs with a suite of services focussed on growth oriented firms or ambitious new business owners. This may either be provided in-house or contracted in;
- continuing Council’s international trade program noting it is too early to assess the effectiveness of that program; and
- expanding the skill sets and expertise businesses are able to access through the Polaris Centre either provided in-house, by referral or through establishing a mentor/advisor panel.

**Recommendation 11:** Continue to position the City of Salisbury as a thought leader in economic development and urban policy through developing of practical research partnerships with the University of SA, other universities, professional bodies and other organisations and use that research to underpin lobbying and applications for funding.

**Recommendation 14:** Build on Council's existing start up programs to increase the rate of new business formation in the region by:

- showcasing new business success stories and successful entrepreneurs;
- enhancing the Polaris Centre's business start-up programs to cater to a more diverse client group; and
- assessing the feasibility of a business incubation facility in Salisbury that aligns with Federal funding opportunities.

**Recommendation 22:** An objective of the review is to clarify the role and function of the urban policy team within the overall framework for developing strategy and policy in the organisation and leading strategic thinking. It is recommended that this role and function include:

- land use planning, including precinct and master planning;
- developing urban design frameworks and responsibility for coordinating implementation;
- statutory planning and the provision of land use policy advice to the State Government and within Council;
- monitoring the implementation of Council's City Plan and ensuring that action plans developed elsewhere in the organisation are consistent with the directions sought by Council through the City Plan;
- providing a research and strategy development resource for the broader organisation; and
- place management of key activity nodes, in Mawson Lakes and Salisbury City Centre – including facilitating commercial activity that produces jobs and strategic car parking policy to support economic activity.

**Recommendation 25:** The level of staffing resources provided for economic development is adequate (while external funding is in place), however it is recommended that an additional two-year contract position be created over the coming two financial years in the Urban Policy team to enable the proposed work program for the Division to be undertaken. Funding for the position for this financial year will be met through savings within wages and salaries provision.

- 4.6 In addition a range of items were identified for noting by the Sub-Committee and administrative action. These are listed in the Executive Summary of the attachment.

## 5. CONCLUSION / PROPOSAL

- 5.1 The review found the work of the Division is well regarded by users of the service and other stakeholders. The review therefore proposes an approach of building upon the structure and services that are already in place rather than recommending wholesale change.
- 5.2 The Division has a significant role in delivering Council's City Plan agenda (as noted by the range of critical actions itemised in section 2 of this report). While resourcing for the economic development component is currently considered adequate, the ability of the Division to deliver on the proposed range of urban policy responsibilities is constrained without the addition of an additional resource (noting the review recommends the transfer of 1FTE from the Division to Community Development to consolidate Council's social planning functions).

- 5.3 To ensure that the recommendations of the review are implemented and aligned with other initiatives in the organisation, the Executive Group will monitor the implementation of actions, as required.

**CO-ORDINATION**

Officer: EXECUTIVE GROUP  
Date: 29.11.16

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## ECONOMIC DEVELOPMENT & URBAN POLICY PROGRAM REVIEW

29 NOVEMBER 2016

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## Executive Summary

### Context and Key Observations

- Salisbury's economy is undergoing significant change. Council, in adopting the City Plan earlier this year, chose to adopt a proactive approach to economic growth and urban policy.
- The feedback from the consultation for the City Plan was that residents highly valued well designed and planned communities and saw job creation as a priority for Council. Council's 2014 survey of residents found that economic development rated in the top four services that Council should prioritise, although satisfaction was low. This contrasts with users of Council's economic development services that have high levels of satisfaction.
- Council receives 20% of its rates income from non-residential sources. The 2014 survey of businesses found that they rated highly the importance of Council delivering services such as investment attraction, land use planning and facilitating university-business linkages.
- The approach of combining economic development and urban policy is consistent with contemporary thinking about the importance of place in shaping economic outcomes. It is consistent with Council's City Plan which contains an objective to have "well planned urban growth that stimulates investment."
- The City Plan places a high workload on the Division to deliver the organisation's strategic agenda.
- Compared to other Councils, Salisbury is unique in South Australia in combining economic development, business support services, urban policy and strategic planning in the one Division. Of all Councils surveyed, Salisbury is most reliant on external income and grants to support its economic development program. Expenditure on economic development is similar to comparable Councils if urban policy and business advisory budgets are netted out.
- The State Government's Planning Reform agenda will have an impact on the Division, but it is unclear what the magnitude of this might be at the moment.
- Current activity levels are quite high with the Division providing information and advice to more than 1,100 businesses each year. In addition the Division has a lead or supporting role in many of Council's City Plan objectives and critical actions.
- The work of the Division is well regarded by business (who have very high satisfaction levels with services provided) and by external parties that have recognised the achievement of the Division through various awards this year including:
  - Being named Best Metropolitan Business Enterprise Centre in Australia at the 2016 Business Enterprise Centres Australia National Awards for the Polaris Business and innovation centre;
  - Winning both the Best Planning Ideas – Small Project and the Minister's Award at the 2016 South Australian Awards for Planning Excellence for the Salisbury City Centre Urban Design Framework; and
  - Being shortlisted as a finalist in numerous awards including the 2016 Local Government Professionals Economic Development Excellence Award; the Community and Regions Category of the 2016 SA Climate Leaders Awards for Adapting Northern Adelaide

### Recommendations for Council Endorsement

The Economic Development & Urban Policy Program Review proposes a range of strategic and directional recommendations for Council's consideration and various recommendations that are more administrative in nature. The recommendations for which Council endorsement is sought are (numbers alongside the recommendations relate to their position in the review):

**Recommendation 3:** Continue to build upon the current Polaris brand and position the Polaris Business and Innovation Centre as the provider and location of choice in northern Adelaide to deliver economic development, business growth services, international trade support, start up services and innovation programs and provider of authoritative information on the region's economy.

**Recommendation 4:** Move away from the co-location approach that underpinned the establishment of Polaris, instead moving to a networked model whereby the centre is opened up for use to a much wider range of business service providers. To facilitate this, review and alter the charges applied to room hire to make it as attractive as possible for third party providers to deliver from the facility.

**Recommendation 6:** Continue to provide in-house business support services and continue to align those programs with the objectives sought by the City Plan. Specifically this requires:

- supplementing generalist information and advisory programs with a suite of services focussed on growth oriented firms or ambitious new business owners. This may either be provided in-house or contracted in;
- continuing Council's international trade program noting it is too early to assess the effectiveness of that program; and
- expanding the skill sets and expertise businesses are able to access through the Polaris Centre either provided in-house, by referral or through establishing a mentor/advisor panel.

**Recommendation 11:** Continue to position the City of Salisbury as a thought leader in economic development and urban policy through developing of practical research partnerships with the University of SA, other universities, professional bodies and other organisations and use that research to underpin lobbying and applications for funding.

**Recommendation 14:** Build on Council's existing start up programs to increase the rate of new business formation in the region by:

- showcasing new business success stories and successful entrepreneurs;
- enhancing the Polaris Centre's business start-up programs to cater to a more diverse client group; and
- assessing the feasibility of a business incubation facility in Salisbury that aligns with Federal funding opportunities.

**Recommendation 22:** An objective of the review is to clarify the role and function of the urban policy team within the overall framework for developing strategy and policy in the organisation and leading strategic thinking. It is recommended that this role and function include:

- land use planning, including precinct and master planning;
- developing urban design frameworks and responsibility for coordinating implementation;
- statutory planning and the provision of land use policy advice to the State Government and within Council;
- monitoring the implementation of Council's City Plan and ensuring that action plans developed elsewhere in the organisation are consistent with the directions sought by Council through the City Plan;
- providing a research and strategy development resource for the broader organisation; and
- place management of key activity nodes, in Mawson Lakes and Salisbury City Centre – including



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facilitating commercial activity that produces jobs and strategic car parking policy to support economic activity.

**Recommendation 25:** The level of staffing resources provided for economic development is adequate (while external funding is in place), however it is recommended that an additional two-year contract position be created over the coming two financial years in the Urban Policy team to enable the proposed work program for the Division to be undertaken. Funding for the position for this financial year will be met through savings within wages and salaries provision

### Recommendations for Administrative Action

The Economic Development & Urban Policy Program Review proposes a range of strategic and directional recommendations for Council's consideration and various recommendations that are more administrative in nature. The recommendations for noting by Council and administrative action are:

**Recommendation 1:** Further enhance the existing linkages between economic development and urban planning by:

- increasingly targeting existing economic development activities towards priority precincts identified in the Growth Action Plan to increase investment, progress residential development and build the vibrancy of business sectors in those locations;
- ensuring "smart city" considerations are factored into precinct planning activities; and
- adopting a case-management approach to facilitate investment opportunities unlocked through DPA activity

**Recommendation 2:** Build on the existing approach by economic development staff to gathering information about business performance and confidence processes to better inform policy and program considerations more broadly across the organisation.

**Recommendation 5:** At the expiration of the current lease in April 2017, seek to reduce accommodation expenses by rationalising space in the current location or identifying alternative sites to operate from.

**Recommendation 7:** is accessible and used by all Divisional staff members;

- allows client notes to be accessed and entered while in the field thus improving client service while reducing process duplication;
- improves management decision making;
- integrates with other software applications used by the Division; and
- is able to easily generate reports required by funding bodies and/or Council.

**Recommendation 8:** Refine the follow up of business clients, particularly newly established businesses (to provide early intervention to prevent business failure) and growth oriented firms (to ensure their opportunities are maximised in the region).

**Recommendation 9:** Improve evaluation of business support programs to ensure they are responsive to community needs, delivered effectively and are delivering the outcomes they are designed to deliver.

**Recommendation 10:** Examine each of the critical action in the City Plan to identify potential external funding sources and, where funding opportunities are identified, develop specific strategies to obtain that funding.

**Recommendation 12:** Investigate the adoption of more flexible payment options for fee for service programs most notably regular direct debiting from client accounts.

**Recommendation 13:** Develop a more formalised approach to welcoming new businesses, including start-ups to the region, and through that increase awareness of Council services available for business. This could include direct communication with businesses registering an Australian Business Number, information packs and targeted personal visits.

**Recommendation 15:** During development of the Digital Strategy identify open data opportunities that may be useful in supporting economic development and business growth initiatives.

**Recommendation 16:** Continue to nurture and expand the range of intermediaries that provide investment leads but particularly seek to increase strategic engagement with the State Government's Investment Attraction Agency.

**Recommendation 17:** Extend the Makes Good Business Sense messaging to be more widely used across all Council communication platforms.

**Recommendation 18:** While maintaining a general approach, increasingly target investment opportunities and companies that:

- complement the technical skill base in the region, thus generating employment for local residents; and
- is compatible with driving economic opportunities in priority precincts.

**Recommendation 19:** Formalise a case management process for major projects, relocations and investment opportunities, to ensure coordination and consistent information provision and service levels across Council.

**Recommendation 20:** Redesign the process for engaging with local business leaders to ensure that matters impacting on the business sectors are considered in the design of strategy and delivery of services.

**Recommendation 21:** Consider purchasing licences for economic data and modelling software such as Remplan or Economy.id to strengthen economic analysis and better inform decision making.

**Recommendation 23:** Develop a strategic indicators dashboard, linked with a broader program of research and statistical monitoring that enables users to understand changes occurring in Salisbury, key trends and emerging issues and opportunities.

**Recommendation 24:** In terms of functional alignment it is noted that:

- responsibility for tourism across the organisation remains with Community Planning and Vitality with the Economic Development and Urban Policy Division supporting the industry development components of the Tourism and Visitor Strategy
- transferring community safety to Community Planning and Vitality as it is largely operational and better aligns with that Division's responsibilities in relation to Dry Zone Management and the Drug and Alcohol Framework
- transferring social planning functions to Community Development to consolidate social planning responsibilities in the organisation
- increasing the linkages between the Division and Community Development to better progress matters such as connecting local people to local jobs, youth enterprise and opportunities arising from the introduction of the NDIS – but not transferring functions
- maintaining housing policy within the Division and heightening the activity focus on this as it is germane to informing and implementing urban policy considerations with direct links to the Growth Action Plan and informing Strategic Property Projects considerations
- maintaining sustainability planning and embedding it across the organisation as a function of the Division given its broad cross-organisational focus and alignment with the green industries agenda
- separating open space planning and recreation planning with the open space planning elements transferring across to the Economic Development and Urban Policy Division given its importance from land use and sustainability perspectives
- that the upcoming Digital Strategy gives consideration to the leadership and governance of 'smart city' initiatives within the organisation
- place activation be retained within Community Planning and Vitality but a more strategic place management function be built into the work program of the Economic Development and Urban Policy Division.

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## Introduction

Salisbury's economy is undergoing substantial change. The process of industrial restructuring which has been underway for the past few decades will continue with the closure of the automotive sector in 2017. The development of the Northern Adelaide Food Park will reinforce Salisbury's position as the state's major food processing location. The consolidation of research centres at the University of South Australia into a Future Industries Institute provides significant opportunity to further develop a knowledge intensive manufacturing sector. Continued investment in defence activities will embed that sector as a key employer in the region. The potential opening up of the Dry Creek Salt Fields for residential development and the regeneration of precincts identified in Council's Growth Action Plan can spur investment in construction and act as a test-bed for new technologies, green solutions and innovative approaches to developing urban precincts. The rollout of the NDIS will create new business opportunities as we move to a consumer driven policy environment. Fast moving ICT developments such as smartphones, social media and the internet of things enable new digital-related businesses to flourish and destroy others.

Faced with a choice of "sitting and waiting" for change to come to Salisbury, or adopting a more pro-active urban policy to grasp emerging opportunities, Council's City Plan took the latter choice. The City Plan set out a range of objectives and critical actions that Council will need to deliver to support Salisbury to be a prosperous City, and through that achieve a broader range of social and environmental objectives. The need for local job creation rated high in the extensive engagement process that underpinned the City Plan.

Council's 2014 survey of 600 residents saw 9% of respondents nominate economic development (behind and alongside general rubbish collection 19%, parks and reserves maintenance 10%, health services 10% and road maintenance 9%) as Council's number one priority. Sixty eight percent of residents said that economic development should be a core service of Council. However the satisfaction level for economic development was 6.1 out of 10, the lowest of all services assessed. The survey does not reveal whether this is the result of low knowledge of the services provided, incomplete understanding of the role of Council in influencing broader economic trends, or whether residents think Council's current approach needs to change.

Council receives approximately 20% of its rates income from non-residential sources (\$18.3 million out of \$90.7 million). In 2014 Council commissioned a survey of 300 businesses. The majority of businesses felt the main role of Council to be provision and maintenance of infrastructure that supports economic activity (56% of responses) followed by investment attraction (52%), land use planning/development assessment (39%), training opportunities for residents to gain workplace skills (36%), regulatory services (36%), university-business linkages (34%), practical business programs and advice (32%), ensuring availability of adequate employment lands (29%) and access to low cost water (26%). Of the above, responsibility for investment attraction, land use planning, university-business linkages, business support and availability of employment lands are currently the responsibility of the Economic Development and Urban Policy Division.

Increasingly the way cities deliver economic development is changing. These approaches are being driven by two main schools of thought. Firstly, theories that points to technology and human

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capital as key determinants of the rate of economic growth. Secondly, new economic geography that highlights the importance of agglomeration and local institutional factors in shaping regional competitive advantage. Over the past decade the work of organisations such as the OECD and the European Union has emphasised the critical role location-specific factors have in shaping economic outcomes. Writers, most notably Richard Florida, have claimed that the way in which places are designed and managed to create desirable amenity are intrinsic to maintain and attract knowledge intensive workers. Organisations such as the Productivity Commission point to the costs of urban congestion that results from poor planning policies.

At the same time as Salisbury is experiencing significant change in its economic environment, the pattern of physical development of the City has also changed. Salisbury has transitioned from being a fringe or growth area of Adelaide to a mature urban area where growth is predominantly through renewal and infill development. This is reflected in the designation of Salisbury as a ‘Middle Metro’ area in the 2016 review of the 30 Year Plan for Greater Adelaide.

With Mawson Lakes largely complete, the next major greenfields/brownfields development will be the Dry Creek Saltfields, with development expected to commence within the next five years. Council’s Growth Action Plan identifies the Dry Creek Saltfields, along with urban infill areas such as Ingle Farm, as the main areas of urban development and growth within the City through to 2030. This is consistent with State Government strategies and policies, which seek to concentrate the growth of Adelaide largely within the existing urban area and to limit greenfields development. These can either become a catalyst for job creation and investment attraction if urban planning and economic programs are aligned or a straight residential development opportunity. If the latter is the focus then significant job creating opportunities will be lost.

The Economic Development division and Urban Policy team were merged in July 2014 as part of a restructure that occurred within the City Development department. The rationale for the combining of these functions was recognition that many of the significant issues facing our community are economic in nature and by using our land use policies and strategic planning levers to address these issues, then the social and environmental outcomes sought by Council could also be achieved. This reflects the previously mentioned trends that suggest:

1. The way in which the spatial assets of a city are planned and developed has a strong influence on economic outcomes; and
2. Locally-focussed economic development initiatives are increasingly important in developing competitive advantage within a knowledge-based economy.

The formation of the Economic Development & Urban Policy Division represented a further step in supplementing the “traditional” approach to economic development with a “new urban economic policy” model outlined in the table overleaf. This builds upon and extends Councils current approach to economic development and urban policy that has, and continues to, work well.

TRADITIONAL URBAN ECONOMIC POLICY	NEW URBAN ECONOMIC POLICY
City focuses investment on high profile business parks & incubators	City facilitates innovation platforms among different players
City has a stand-alone economic development strategy	Economic strategy is linked to urban planning, social & environmental policy
City picks winning sectors	City facilitates new linkages between sectors around cross-sectoral themes
Economic policy is designed in-house with reliance on consultants	City engages deeply with local stakeholders and find a direction together
City bases its decisions on hunches, general statistics, policy trends and what big company bosses say	City has a fine grained 'economic intelligence' in place, involving a wide range of sources
City plans technology parks as secluded locations	City facilitates mixed innovation districts combining multiple functions
City focuses on attracting inward investment and attracting people from outside	City works with its business sector to maximise existing human resources, combining them with external-to-the-region competencies (which can form investment attraction targets)
Staff work within Council buildings	Staff are out in the City, listening to an engaging with stakeholders

Adapted from URBACT (2015) New Urban Economies: how cities can foster economic development and develop 'new urban economies'. [http://urbact.eu/sites/default/files/01\\_newurb-web.pdf](http://urbact.eu/sites/default/files/01_newurb-web.pdf)

The term "traditional urban economic policy" should not be interpreted as an approach that was used in the past and is now not relevant, instead it means that in an increasingly knowledge-based and collaborative economy there is a broader range of policy levers that can be used to supplement traditional approaches to generate economic outcomes. A few local examples to illustrate the above include:

- The further development of Technology Park should include a dual focus on attracting new firms and investment into the Park (the traditional model) as well as using the expertise and connections in the Park to foster innovation in firms and precincts elsewhere in northern Adelaide (the new urban model).
- The concept of picking "winning sectors" acknowledges that some sectors will drive growth in a region due to their inherent strengths or size (in the case of Salisbury these include defence, food processing, logistics, advanced manufacturing and health services). The new urban economic policy approach moves beyond traditional thinking about sectors to better consider the inter-relationship between those sectors (as well as emerging sectors) to solve problems, generate new economic value and capture opportunities. The Mawson Innovation precinct provided an example of this sort of thinking.
- The attraction of inward investment remains a core element of Council's approach. However various studies suggest that around 80% of new jobs and economic activity comes from firms within the region, 10% from new business ventures and 10% from investment attraction. The current work of the Polaris Centre blends "traditional" and "new urban economic policy" by combining inward investment attraction activity with programs that support local business growth and entrepreneurial activity.



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There are however various strategic planning and operational services provided by the Division that don't neatly fit into traditional urban policy or economic development categories. These include sustainability, social infrastructure, community safety, development and monitoring of Council's City Plan, Council's strategic framework and ad hoc matters relating to housing, Council boundaries and advice on specific development applications. These are however important considerations if Council is to best support local job creation and the program review process provides an opportunity to optimise alignment of functions and services.

## Program Review Objectives

At its meeting in August 2016, Council endorsed the project brief for the review of the Economic Development & Urban Policy Division. The high level objectives of the program review are to:

- review the model for delivering economic development programs given changing regional structures, funding arrangements and changes in the business environment;
- clarify the role and function of the Urban Policy team within the overall framework for developing strategy and policy within the organisation and leading strategic thinking; and
- identify opportunities to improve organisational responsiveness to economic development and urban policy projects

Specifically, the program review deliverables are:

- a review and assessment of the current model, service activity, outcomes and strategic alignment
- identification of external and internal factors likely to influence the demand for services and how they are delivered
- identification of linkages with other parts of Council
- identification of current services and functions that should be discontinued or transferred to other services providers including other Divisions of the organisation.
- identification of services and functions being delivered by other Divisions of the organisation that may be more appropriately and effectively delivered by the EDUP Division.
- identification and assessment of options to optimise service delivery
- recommendation of a preferred option in relation to systems and processes, structure and resources, Divisional skills profile, business model and measurement

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## Background

The work of the Economic Development and Urban Policy Division has been well recognised by external bodies over the past few years. This includes being awarded the 2016 Best Metropolitan Business Enterprise Centre in Australia at the Business Enterprise Centres Australia National Awards; winning both the Best Planning Ideas – Small Project and the Minister’s Award as overall winner of the 2016 South Australian Awards for Planning Excellence for the Salisbury City Centre Urban Design Framework; and being shortlisted as a finalist in numerous awards including the 2016 Local Government Professionals Economic Development Excellence Award; the Community and Regions Category of the 2016 SA Climate Leaders Awards for Adapting Northern Adelaide; 2012 Economic Development Australia Awards for the Makes Good Business Sense investment attraction campaign; and the 2012 Australian Marketing Institute national awards.

During the past year, staff based at the Polaris Business and Innovation Centre, among other things:

- Provided information, support and advice to over 1,100 firms and nearly 200 business intenders. It is estimated that up to 150 additional positions have been created in the firms with which Polaris worked.
- Worked with firms employing around 550 people to relocate into Salisbury as well as providing input and support to progress the State Government’s Food Park at Parafield and Land Combat Vehicles Precinct at Edinburgh
- Worked with the Salisbury and Elizabeth Rotary Clubs to develop and deliver one of South Australia’s largest regular business breakfasts attracting up to 170 attendees each month.
- Delivered information sessions in GM Holden’s Transition Centre to staff that will be affected by the closure of the automotive sector and mentored workers considering starting a business and actively participated in the work of the State Government’s Automotive Transformation Taskforce.
- Updated the Makes Good Business Sense investment prospectus (including translation into Chinese). This supplements the Makes Good Business Sense website and industry specific fact sheets outlining the case for investment in Salisbury. Currently the Division is working with 36 firms at various stages of their investment decision making.
- Progressed the regional expansion of Northern Economic Leaders as the premier voice for business across the region covered by the Northern Economic Plan.
- Laid the foundation for international trade and investment through a China Action Plan, hosted three delegations from China and formalised a Friendship City Agreement between Salisbury and Linyi City. The recent visit by the business delegation from Linyi resulted in an MOU being signed between Council, the Australia China Business Council and the Linyi Branch of the China Council for the Promotion of Investment and Trade (CCPIT) to establish a South Australian presence in Linyi’s premier trade facility. Should this facility be established it will be a first for local government in South Australia.
- Acted as a liaison point between NBN Co and Council in the rollout of the National Broadband Network and worked with nearly 300 firms in developing their digital and technology capabilities. This builds on the extensive history of Council supporting firms to adapt to changing technologies and consumer preferences in how they access services. This included



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research activity undertaken with the University of SA to better understand the factors that influence business use of technology in Salisbury. The completed research has been presented by University of SA staff at conferences elsewhere in Australia and overseas. More recently Council partnered with the University of SA to win a grant to better understand the strength of the region's innovation system and the results of this (expected mid-2017) should help inform Council's approach to supporting innovation.

- Completed City Plan 2030, Adapting Northern Adelaide and the Salisbury City Centre Urban Design Framework, Growth Action Plan and Social Infrastructure Framework.
- Coordinated Council's community safety initiatives.
- Completed, or substantially completed Saints Road, Globe Derby, Mawson Lakes, Main Roads and Salisbury City Centre DPAs (potentially supporting in excess of 1,000 new post-construction jobs)
- Commenced the review into Council's policies and practices which potentially inhibit business investment and job creation activity

In addition, the Division provided advice and policy input on matters including the Northern Economic Plan, Automotive Transformation Taskforce, Thirty Year Plan for Greater Adelaide, planning reform agenda, review of State Innovation Systems, Centres DPA and future use options for Technology Park. This continues Council's active engagement in shaping the policy agendas of various government strategies and inquiries such as the State Government's Manufacturing strategy and the McFarlane Inquiry into the South Australian and Victorian economies.

The Polaris Centre model is recognized as a leading approach to economic development and urban policy. The model is sufficiently flexible to respond to changing circumstances in the economy and shifts in government policy. Initially it was established as a model to co-locate several providers of services to the business sector (the former Salisbury Business and Export Centre, Innovate SA and the University of SA Research Clusters Division). It was located in close proximity to the federal government's Enterprise Connect in Innovation House. This model successfully provided a continuum of services for business intenders through to growth oriented firms to those requiring higher order research and innovation services and enabled firms to link readily across the various spheres of government. However the closure of Innovate SA due to changing state government policy, the relocation of Enterprise Connect into the Adelaide CBD and the cessation of the Research Clusters Division due to a changing organizational structure meant that the model, successful as it was, could not be sustained in that form. This provided an opportunity to supplement the business support and economic development expertise at Polaris with the land use and broader urban policy functions of Council to drive a new approach to facilitate new investment and job creation activity. The influence of the merging of these functions can be seen in Council strategies such as the Growth Action Plan (which for the first time includes consideration of industrial and employment land), the Salisbury City Centre Urban Design Framework (which provides a staged approach to prioritizing investment and development activity) and the Adapting Northern Adelaide Plan (which has a much stronger focus on green industries and the economic opportunities arising from climate adaption than any other regional adaptation plan in South Australia).

Satisfaction with business support services is high. The external client satisfaction survey undertaken by McGregor Tan found the *“results of the research indicate that clients of the Polaris Centre are very satisfied with the services provided. This level of satisfaction is demonstrated through the various aspects tested which generally received high through to extremely high levels of satisfaction. There was also extremely high level of willingness to refer others to the Polaris Centre. The majority of businesses were able to apply at least some information gained from utilising the services offered by the Polaris Centre, further demonstrating the value of the services provided.”*

The recommendations made later in this review work from the premise that there is a strong foundation on which to evolve the current model further.

## External Trends and Influences

The broader economy is a key influence on the nature of economic development, urban policy and strategic planning. Headline figures include:

- Unemployment averages 10%, ranging from 5.4% in Pooraka/Mawson Lakes up to 17.8% in Salisbury.
- Although the number of new business entries is high, the rate of new business formation per 10,000 residents is relatively low.
- The vacancy rate for outer north industrial properties is 2.8%, a turnaround from 12 months ago when the vacancy rate was 19.9% (Colliers International).
- Gross Regional Product exceeds \$5 billion making Salisbury’s economy among the largest local economies in South Australia.
- Two thirds of actively trading businesses have no employees with a further 22% having less than five.

Key economic and land use activity occurring within the Council area over the coming few years include:

- The cessation of the automotive manufacturing sector following the closure of GM Holden
- The development of the Northern Adelaide Food Park at Parafield
- The potential development of the Land Combat Systems Precinct at Edinburgh (dependent on decisions relating to the Land 400 contract)
- The construction on the Northern Connector and the enablement of residential development on the Dry Creek Salt Fields
- The progression of the Salisbury City Centre revitalisation project including the Community Hub development, electrification of the Gawler rail line, future options for the Salisbury TAFE Campus and interchange upgrade
- The development of the Future Industries Institute around the University of South Australia and implementation of the masterplan for the University of SA Mawson Lakes campus

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- Further development of a food precinct around the South Australian Produce Markets at Pooraka
  - The rollout of the NBN and the extension of the GigCity network to Technology Park
  - Continued densification of development as established residential areas are regenerated
  - Further development of export-related activity facilitated by Council (noting the strong influence currency movements have on outcomes relating to this).

The scale of change in northern Adelaide, particularly the closure of the automotive sector in 2017 underpinned the decision to develop the Northern Economic Plan. The development of the Northern Economic Plan was announced by Minister Maher at an event organised by the Polaris Centre in February 2015. The Plan, which aims to generate an additional 15,000 jobs by 2025, was released in January 2016 with a vision of “*Northern Adelaide – strong foundations, creating jobs, confident communities, improving lives.*” The Plan provides a means to progress various projects of importance to the City including the Salisbury City Centre, Northern Adelaide Food Park, Northern Connector, Gawler Line Electrification, NDIS Hub, Land 400 project, Housing SA stock renewal and small business support. The key to optimising economic benefit arising from these projects is the extent to which the Plan facilitates connections across Government and between spheres of government. Various projects proposed by Council were not included in the Northern Economic Plan including Technology Park, residential development of the Dry Creek Salt Fields and consideration of productive uses for the Bolivar Wastewater Treatment Plant buffer zone. The inclusion of these projects is still being pursued. Although decisions relating to funding various elements of the plan remain unclear, increasingly the plan will influence the work of the Division regardless of the policy directions and funding decisions made in relation to these project opportunities.

Salisbury, as a partner to the Plan, continues to engage constructively with the process. Within this the Polaris Centre has been positioned as a:

- Central delivery point for the Transforming Small Business Project (although no additional funding support or resources has been received from State Government at this point in time);
- Office space for NEP-related staff (largely located in the Adelaide CBD and in a new office within UniSA Mawson Lakes campus);
- Potentially, a location for hosting a specialist in food industry collaboration in conjunction with PIRSA (leveraging off the Food Park and Salisbury’s current strengths in food manufacturing and value-adding); and
- A potential home for a Northern Adelaide Innovation Program centred on Technology Park.

Further potential opportunities for Polaris relate to being a hub for international trade in Northern Adelaide (building on the relationship with the City of Linyi), a hub for thought leadership and research (building on the associations with Technology Park, UniSA and Northern Economic Leaders) and incubation of new businesses.

Over the past few years there have been several observable trends in the policy agendas of the State and Federal Governments. These include:

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- an increased interest in the role of place-based initiatives to foster economic development. This is evident in projects such as the Tonsley redevelopment and the interest currently shown by the Federal Government in Smart Cities and the introduction of City Deals (for example in Western Sydney and Townsville). Despite this, place-based approaches to developing precincts are applied inconsistently with opportunities such as Technology Park not being pursued;
  - a general movement to targeting specific programs towards regions affected by economic change (ie Northern Adelaide, Leigh Creek, Port Augusta, etc)
  - a continued push to remove regulation or lessen administrative burdens to unlock investment and job creation. This approach underpins the planning reform agenda and is central to the periodic red tape reduction drives that occur within government;
  - a focus on entrepreneurship. This feature runs through the Federal Government's Innovation Agenda and underpins programs such as the new business incubation program. In the absence of a State Government framework to support entrepreneurship, various initiatives have been implemented to promote entrepreneurship such as GigCity, the funding of organisations such as Innovyz and Hub Adelaide
  - limited policy focus on small business and how they are supported to grow
  - a less holistic approach to developing and supporting the manufacturing sector
  - an increased policy focus on international trade and investment driven by a lower Australian dollar than it was several years ago
  - a planning framework that seeks to facilitate investment and support jobs, but which has removed targets relating to jobs and investment from the draft update of the Thirty Year Plan for Greater Adelaide.

More broadly, the CSIRO suggests that seven “megatrends” will influence the world and communities over the next twenty years. The megatrends are:

- **More from less** – Increasing demand for limited natural resources and a scarcity of these resources
- **Going, going... gone?** – A window of opportunity to protect biodiversity, habitats and the global climate
- **The Silk Highway** – Rapid economic growth and urbanisation in Asia and the developing world
- **Forever young** – An ageing population, changed retirement patterns, chronic illness and rising healthcare expenditure
- **Virtually here** – Digital technology reshaping retail and office precincts, city design and function and labour markets
- **Great expectations** – Changing consumer expectations for services, experiences and social interaction, and
- **An imperative to innovate** – Technological advancement is accelerating and it is creating new markets and extinguishing existing ones.

The Division is already responding to these trends through its work in forging new markets in Asia, running digital technology events and programs, planning communities that are age-friendly,

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developing innovation platforms with the University of SA and the private sector, working with firms on resource efficiency initiatives, climate adaptation planning, driving Council's broader sustainability agenda and participating in the development of Council's Digital Strategy. The directions endorsed in Council's City Plan implies maintaining these types of services as a minimum but more likely increasing the focus on them if the 2030 vision statements are to be realised.

## Comparison with Other Councils

Salisbury is seen as a leader in the economic development space (through the Polaris Centre, initiatives such as Makes Good Business Sense and the Water Business Unit) and through its urban planning (such as Mawson Lakes). However to better understand how other Councils approach economic development, information was sought and received from eight comparable Councils regarding their focus, resourcing, functions and evaluation processes associated with economic development. Making comparisons can be problematic as the economic environment and drivers across municipalities differ, planning frameworks differ across state boundaries, regional structures are inconsistent and what each Council regards as economic development varies as well.

A summary of findings is provided as Attachment One to this report. This comparison revealed that the City of Salisbury is unique amongst the Councils surveyed in combining urban policy, strategic planning and economic development within the one division. Key points to note include:

- All Councils surveyed have a strong commitment to supporting economic growth but the type of services provided, the way those services are delivered and the grouping of specific services within the part of council responsible for economic development varies markedly.
- A minority of Councils outsource functions, with small business services the most likely function to be outsourced.
- Program evaluation generally lacks sophistication and is most likely to be focused on activity levels and client feedback.
- Very few Councils have a strong working relationship with a university. Victorian Councils are more likely to be involved in local government-university partnerships than those in South Australia.
- All Councils surveyed, apart from the City of Adelaide, engage regionally on specific economic development programs.
- Budgets of surveyed Councils range from \$390k to \$7.7 million with size of budget increasing proportionally with staffing numbers.
- Of all councils surveyed, Salisbury is most reliant on external income and grants to support its economic development program.
  - This reliance on external funding flows through to staffing. Only Salisbury (3.6 FTEs) and Onkaparinga (1.0 FTEs) have staff reliant on external funding for the continuation of their positions.

A review of Councils in South Australia found three structural approaches to strategic planning. The first, used by organisations such as Tea Tree Gully (9 staff), Playford (10 staff), Onkaparinga (12 staff) and Mount Barker (5 staff) is a multi-disciplinary, centralised strategic and corporate planning structure. An alternative approach, used by organisations such as Campbelltown (2 staff) and Mitcham (4 staff), is largely decentralised with strategy development usually occurring within the work area responsible for implementation. Holdfast Bay (5.5 staff), Charles Sturt (5 staff) and Port Adelaide Enfield (9 staff) have adopted a hybrid model. At Salisbury, strategy development is decentralised across the organisation, as is monitoring of city trends, research activities, community engagement and advocacy. This is not to say that one approach is more successful than another, it simply means that different Councils will choose to tailor their approaches (including what services are considered part of their “policy” function) to meet their specific circumstances. Subsequent staffing levels will reflect those choices.

## Strategic Alignment and Resourcing

The Division has a significant role in either leading or supporting a range of critical actions and objectives in the City Plan. Economic Development & Urban Policy is a lead Division for the following objectives in Council’s City Plan:

- Have well planned growth that stimulates investment and facilitates greater housing and employment choice
- Be the place of choice for businesses to invest and grow within South Australia, nationally and internationally
- Have a thriving business sector that supports community wellbeing, is globally oriented and creates employment opportunities

The Division has a supporting role in the following objectives:

- Have a community with the skills, knowledge and agility to participate in a rapidly changing economy
- Capture economic opportunities arising from sustainable management of natural environmental resources, changing climate, emerging policy directions and consumer demands
- To have sustainable and resilient natural environments that support biodiversity and contribute to quality amenity.
- Have urban and natural spaces that are adaptive to future changes in climate.
- Be an adaptive community that embraces change and opportunities
- Be a connected city where all people have the opportunity to participate
- Be a proud, accessible and welcoming community
- Strengthen partnerships that enable us to better address our community priorities
- Embed long term thinking, planning and innovation across the organisation

The critical actions for which it has responsibility include:

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- Enhance the Polaris Centre's ability to support industry development, international trade and entrepreneurship.
  - Progress revitalisation of Salisbury City Centre.
  - Unlock opportunities arising from construction of the Northern Connector.
  - Maximise future urban development opportunities at the Dry Creek Salt Fields.
  - Plan for future changes in climate through implementation of Adapting Northern Adelaide.
  - Further our reputation as a business friendly council by reforming our processes and how we work with businesses in the city.
  - Better use our data and the research of others to support evidence-based decision-making and policy.
  - Reposition and further develop Technology Park to be the centre for innovation-led economic growth in northern Adelaide.
  - Promote a positive image of Salisbury to attract investment, visitors and tourists.
  - Review and update the Learning Strategy.

A range of factors (some outlined previously) will increase demand for services from the Division. These include:

- The closure of GM Holden and the flow on impact to other businesses in the region.
- The introduction of the National Disability Insurance Scheme and consequent models of contracting that require a business structure to be established
- Competitively priced industrial land and premises fuelling investment relocation inquiries
- Changes in State Government policy agendas and programs
- The potential further rationalisation of business support services in metropolitan Adelaide
- Potential establishment or expansion into northern Adelaide of "competitor" organisations

The increase in demand for services could potentially be addressed by:

- Introducing tighter eligibility requirements for firms to participate in programs
- Restricting advisory services to businesses and residents in local government areas that provide funding into Polaris
- Increasing the cost for firms to access services
- Increasing staffing level to meet demand.

A core role of the Division is land use planning. Recently the Division assumed responsibility for precinct planning (arising from the Growth Action Plan), master planning of St Kilda stages 3 & 4 and the Paddocks, as well as concluding the engagement and master planning of the Salisbury Oval precinct. This is being delivered within existing staff resources. There also has been an expectation expressed that following on from the development of the Salisbury City Centre Urban Design Framework, similar documents will be developed for other areas. Implementation of the Salisbury City Centre UDF currently rests with the Division to coordinate. There are likely to be land use planning implications arising from the Northern Adelaide Food Park, Land Combat Systems Precinct and future usage options for the GM Holden site and adjacent land.

The demand for strategic planning services is largely the result of decisions made by Council, the review cycle for strategy documents and the need to assess and provide comment on government policy directions. Strategies scheduled for review include the Sustainability Strategy and the Game Plan. Although the City Plan has been recently endorsed, there continues to be a need to monitor its implementation and build Council's strategy framework to support its achievement. Additionally the directions taken by Council in relation to matters such as knowledge management, smart cities and the jobs agenda may place additional demands on the resources of the Division.

A strategic planning framework is being developed, aligning with Council's Accountability Framework, to ensure that strategies, policies, action plans and implementation plans are aligned with the City Plan 2030 and are consistent in their structure. As existing strategies and plans come up for review it is intended that they also align with the strategic planning framework.

Over the past two years the Division has progressed a range of DPAs including Walpole Road, Globe Derby, Saints Road Retail and Kings Road. Mawson Lakes and Salisbury City Centre are near completion, while Direk (Rural Aircraft Noise) and Waterloo Corner Road are under review in conjunction with the State Government. However further DPAs may need to be undertaken:

- as a result of Council's current Strategic Land Review
- in response to flood mapping
- to facilitate the urban infill development envisaged by the Thirty Year Plan for Greater Metropolitan Adelaide
- in relation to the land adjacent to the Northern Connector (although it is unknown at this stage whether that will be a Ministerial DPA).

In addition, various Ministerial DPAs, the progression of Greater Edinburgh Parks DPA and privately funded DPAs may arise. This indicates that a level of statutory planning capability needs to be retained within the organisation.

Complicating this is the State Government's Planning Reform Agenda and uncertainty about what the *Planning Development and Infrastructure Act 2016* means for statutory planning and potential regional structures. The level of demand for services from the Division will somewhat depend on how proactive Council wishes to be in pursuing specific opportunities or shaping the reform agenda. As an example, the City of West Torrens has appointed a person dedicated to ensuring that that Council is actively influencing implementation decisions relating to the Planning Infrastructure and Development Act. While this review does not recommend creating a position for this purpose, there is a clear need for the Division to proactively engage with and influence the way in which the Act is implemented.

Business respondents to the 2014 Survey identified investment attraction as being a key service that Council should deliver. This confirms the need to maintain and build on the current approach to investment attraction. Currently Polaris staff are working with 36 relocation or investment opportunities. Of these, four (11%) were identified through referral from commercial property agents; five (14%) through direct inquiry arising from Council marketing/positioning; seven (19%) through referral from other parts of Council – usually Development Services or Executive; nine (25%) from Council staff proactively identifying opportunities; five (14%) from the State



Government's Investment Attraction Agency; and six (17%) via other Polaris programs. The resources provided to support investment attraction are relatively low, estimated at 0.3FTE. Scope exists to reallocate work functions to enable the proportion of time spent on strategically growing the number of target firms and clients. The suite of tools that exist to support this service include the Makes Good Business Sense investment prospectus, industry fact sheets and Makes Good Business Sense website.

The Divisional budget for 2016-17 is \$1.89 million of which \$255k comes from external sources. Currently external funding is received from the following sources:

- The City of Playford provides \$78k for Polaris to deliver business advisory services into Playford. The MOU expires on 30 June 2018 but is only assured at this stage until the end of this financial year. Playford also provides \$60k as a 50% contribution for the employment of a person to progress Adapting Northern Adelaide. This is a shared position operating out of both Councils.
- The Department of State Development provides \$100k per annum to provide digital economy advice and programs across the state. The funding agreement expires on 31 December 2018.
- The University of SA and DSD have agreed to continue providing \$70k for the currently vacant Northern Adelaide Manufacturing Development Officer position for a further 12 months.

While the work program could be somewhat scaled back if digital economy or the manufacturing development funding be removed or reduced, a significant risk exists in providing advisory services to the same level if the City of Playford remove funding - as that funded position plays a significant role in delivering mentoring and start-up programs. This may well impact on the ability to deliver on Council's critical action to "enhance the Polaris Centre's ability to support industry development, international trade and entrepreneurship".

At a program level the 2016-17 original budget is divided as follows:

Program	Expense	External Funding	Other Income	Council Funding
Management and Administration	\$ 786,150	\$ -	-\$ 16,000	\$ 770,150
Adapting Northern Adelaide	\$ 120,000	-\$ 60,000	\$ -	\$ 60,000
Playford Business Services	\$ 79,300	-\$ 79,300	\$ -	\$ -
Strategic Planning	\$ 293,100	\$ -	\$ -	\$ 293,100
Policy Planning	\$ 268,950	\$ -	\$ -	\$ 268,950
International Business Growth	\$ 36,000	\$ -	\$ -	\$ 36,000
Innovation to Business	\$ 49,700	\$ -	\$ -	\$ 49,700
Business Advisory	\$ 141,400	\$ -	-\$ 63,900	\$ 77,500
Digital Growth	\$ 115,500	-\$ 115,500	\$ -	\$ -
<b>TOTAL</b>	<b>\$ 1,890,100</b>	<b>-\$ 254,800</b>	<b>-\$ 79,900</b>	<b>\$ 1,555,400</b>

Key items in the Management & Administration budget line includes \$132k as contribution to the Northern Economic Plan, \$181k for lease of Polaris Business and innovation Centre space in Innovation House and \$299k for salaries. Council also seeks to recover a portion of delivery costs for business advisory services. In 2016-17 this includes \$10.6k for room hire, \$40.7k for mentoring and \$12.6k for workshops and events. Overall in terms of expense categories, the Division's budget is allocated as follows:

	Expense	External Funding	Other Income	Council Funding
Wages & Salaries	\$ 1,275,300	-\$ 139,300	\$ -	\$ 1,136,000
Contractual Services	\$ 204,800	\$ -	\$ -	\$ 204,800
Materials	\$ 31,850	\$ -	\$ -	\$ 31,850
Other Expenses	\$ 175,950	\$ -	\$ -	\$ 175,950
Internal Expenses	\$ 21,500	\$ -	\$ -	\$ 21,500
Accommodation	\$ 180,700	\$ -	-\$ 16,000	\$ 164,700
User Charges	\$ -	\$ -	-\$ 63,900	-\$ 63,900
Operating Grants and Subsidies	\$ -	-\$ 200,000	\$ -	-\$ 200,000
Anticipated Carry Forward for Multi-Year Grant	\$ -	\$ 84,500	\$ -	\$ 84,500
<b>TOTAL</b>	<b>\$ 1,890,100</b>	<b>-\$ 254,800</b>	<b>-\$ 79,900</b>	<b>\$ 1,555,400</b>

## Linkages with Other Parts of Council & External Organisations

There Division interfaces with a broad cross section of Council. Key linkages include, but are not limited to:

- Development Assessment –planning advice and investment attraction
- Strategic Development Projects – DPAs, Salisbury City Centre, Community Hub
- Community Development – learning programs, sister cities, libraries, community centres, open space planning, community health & wellbeing, jobs
- Finance – contract management and grant acquittals
- Marketing – Makes Good Business Sense, Salisbury City Centre, Polaris Centre marketing
- Water Unit – waste to energy, investment attraction
- City Infrastructure – road upgrades, traffic, property, climate change adaptation, stormwater management/flooding, biodiversity , carbon management projects
- Strategic Development Projects – Northern Connector, Dry Creek Salt Fields, Greater Edinburgh Parks
- Procurement – local industry participation
- Governance – services to elected members
- Executive Group – policy development, reporting and strategic input

In addition the Division has working relationships with a range of other government organisations including:

- AusIndustry
- Defence SA
- Department of Communities and Social Inclusion: Northern Connections, Housing SA, Policy & Community Development

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- Department of Defence
  - Department of Environment, Water and Natural Resources: Water & Climate Change, Planning & Assessment Division
  - Department of Planning, Transport & Infrastructure: Statutory Planning, Project Delivery Directorate, Transport, Aviation Policy
  - Department of the Premier and Cabinet: Premier's Climate Change Council, Low Carbon Economy Unit, International Coordination
  - Department of State Development: Small Business, Investment Attraction Agency, Employment & Skills, Northern Economic Plan, Innovation & Manufacturing, Tradestart, China Engagement, Automotive Transformation Taskforce, Industry Capability Network, Economic Policy
  - Green Industries SA
  - Office of the Industry Advocate
  - Office of the Small Business Commissioner
  - Primary Industries and Resources (SA): Food Industry Policy, Agribusiness Development, Projects
  - Renewal SA
  - South Australian Police

These existing relationships provide a very strong foundation from which to pursue new opportunities for the Division and for the organisation as a whole to utilise.

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## Discussion and Recommendations

### Integration of urban policy & economic development services

The Program Review confirms that integration of economic development and urban policy is consistent with contemporary thinking about the importance of place in shaping economic outcomes. The South Australian Centre for Economic Studies, in its report *Providing Local Economic Stimulus and Promoting Local Economic Development: Possibilities for Councils in South Australia* (July 2013) identified placemaking as a sound contemporary approach and one adopted successfully in European economies. At the recent National Economic Development Conference (October 2016) the need to link economic and urban development was identified as a priority by the speaker from Deloitte Access Economics because of the contribution that well-functioning places make to productivity. The rationale is the need to improve productivity given that the other drivers of growth; workforce participation and terms of trade will not be as significant contributors as they were in past decades. As is stated in the introduction to the Commonwealth Government's Smart City Plan, to "*take advantage of tomorrow's economic opportunities, we need to rethink the way our cities are planned, built and managed today.*" This is consistent with Council's City Plan which contains an objective to have "well planned urban growth that stimulates investment." Examples of where this may and already is occurring include:

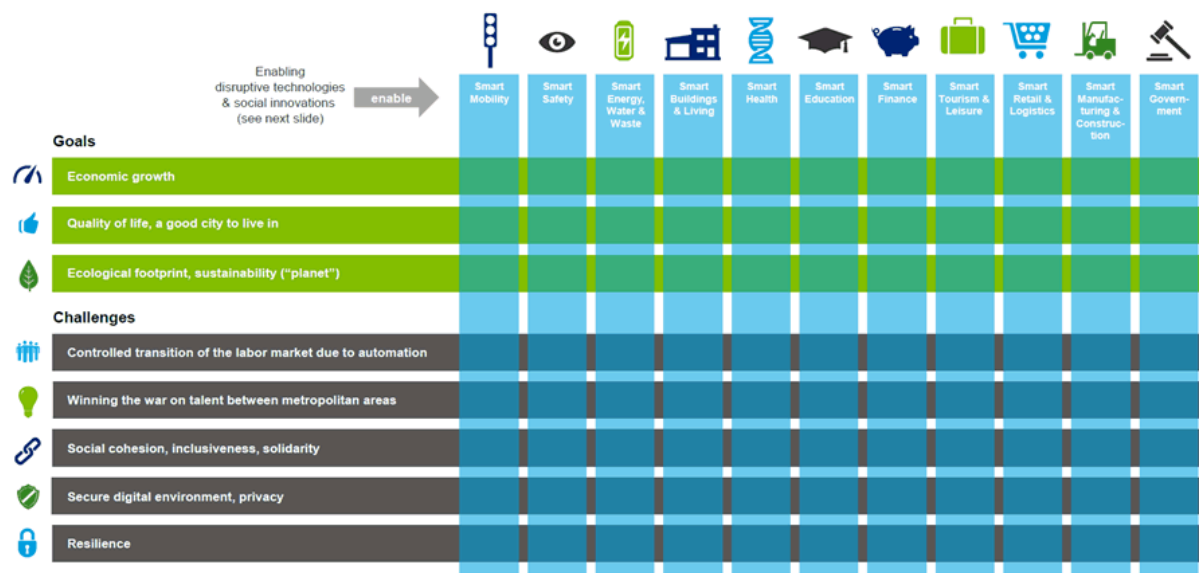
- Targeted initiatives to strengthen existing or emerging economic hubs including transport, industry, defence, health or education facilities
- Transport infrastructure planning to improve connectivity and increase access to jobs
- Housing supply and planning changes to encourage higher density development
- Changes to regulatory and zoning arrangements that foster commercial growth and allow entrepreneurial approaches to service delivery

Across the globe a range of place based theories explain the linkages between urban policy/design and economic growth. These are based on concepts such as regional innovation systems, agglomeration economies, industrial districts, innovation milieu, new economic geography, smart specialisation and industry clusters. Inherent in all these approaches are one of two perspectives:

- higher growth rates are achieved by local production systems where increasing returns act upon local productive efficiency to reduce costs, enhance the efficiency of the production factors, and increase innovative capacity; or
- development takes place and cumulates due to increasing returns in the form of learning processes, scale economies (at the area or firm level), and localisation and urbanisation economies which engender a virtuous circle of cumulative growth

These, combined with urban amenity theories (such as those of Richard Florida) emphasise that place matters in economic development...and the economic performance of an area influences its liveability. This approach is increasingly underpinning the growth policies pursued by the European Union and reflected in the Commonwealth Government's cities agenda.

Leading the Commonwealth's City agenda is the concept of smart cities. There is no one definition of smart cities. However definitions usually include elements relating to the use of technology, using data to provide the evidence to identify problems to solve and increasingly about engaging citizens in shaping the area in which they live and work. The concept was initially conceived in an environment characterized by digital technological change, namely the internet and high speed broadband, and so had technology focus. With the rapid advances in data availability (via the cloud), sensor technology and analytical power, all at declining unit costs, the internet of things heralds ever increasing disruption to business models and urban systems. The focus has therefore shifted from technology to vision setting with local leadership being a central part of preparing communities to adapt to change. Deloitte, in its report *Smart Cities: How rapid advances in technology are reshaping our economy and society*, included the following diagram which makes clear the nexus between three areas for which the Division has responsibility – economic growth, quality of place and sustainability – and the smart city agenda.



<https://www2.deloitte.com/content/dam/Deloitte/tr/Documents/public-sector/deloitte-nl-ps-smart-cities-report.pdf>

As noted earlier in this report, the coming together of economic development and urban policy functions has increasingly placed an economic perspective on organizational strategy development in a way that progresses the environmental and social aspirations of Council. Over the coming period significant opportunity exists to embed this further at a program level.

#### RECOMMENDATION 1

Further enhance the existing linkages between economic development and urban planning by:

- increasingly targeting existing economic development activities towards priority precincts identified in the Growth Action Plan to increase investment, progress residential development and build the vibrancy of business sectors in those locations;
- ensuring “smart city” considerations are factored into precinct planning activities; and



- adopting a case-management approach to facilitate investment opportunities unlocked through DPA activity

#### RECOMMENDATION 2

Build on the existing approach by economic development staff to gathering information about business performance and confidence processes to better inform policy and program considerations more broadly across the organisation.

### Polaris Business and Innovation Centre

The Polaris Business and Innovation Centre has been well received by government and the business community. The philosophy at the time of its establishment time was to minimise service duplication, provide a regional focus for economic development programs and make it simpler for business to locate the services appropriate to their needs. Since that time there has been several significant changes. Firstly, the Northern Economic Plan process has provided an alternative structure for progressing regional economic development initiatives. Within that process, however, Polaris remains positioned as a key service delivery point due to its expertise, track record and centrality. Secondly, there has been a fragmentation of service delivery points in the region to deliver quite specific services (for example the Stretton Centre, the opening of the Manufacturing Technology Centre, Good Shepherd Finance to run entrepreneurship programs for multi-disadvantaged clients and TAFE SA starting to participate in the small business space). Thirdly, incorporating urban policy functions into Polaris has enabled a much greater range of economic development interventions to be progressed through the centre, many of which have a regional focus (such as green industries and climate adaptation) while others are more localised.

Increasingly other organisations are seeking to use Polaris as a delivery point (rather than be located there). Such organisations include the Office of the Industry Advocate, the Australian Taxation Office, the Defence Teaming Centre and the Small Business Commissioner. The use of Polaris by these organisations provides greater scalability to the services able to be offered. Adopting a policy of waiving fees for the use of Polaris by such organisations for programs open to the business community would encourage even greater use of the facilities by other services, with the benefit of the participants in their programs becoming part of the Polaris network and able to be integrated into Polaris programs.

The regional positioning of Polaris continues to make sense in providing scale to the services provided and enabling it to be a focal point for businesses. Adopting a regional perspective also enhances Salisbury's brand. Polaris has been quite successful in accessing funding from other sources to enhance its programs, however a tension is introduced in terms of acknowledging the strong and supportive role of the City of Salisbury while giving appropriate acknowledgement to other funding providers despite the disparity in resource provision.

Moving away from a co-location model, and given Polaris will adopt the approach to working envisaged for the Community Hub, then the current office space is too large and not fit for purpose. The impending lease expiration in April 2017 provides an opportunity to negotiate with Renewal SA to reduce space and redesign layout at the current site or alternatively examine other locations.

Currently \$170k is budgeted for rent and occupancy expenses. If commercial accommodation continues to be utilised (rather than be based out of a Council building), it would be reasonable to aim to reduce this by around \$50k per annum.

An alternative is that consideration be given to incorporating Polaris into the Community Hub development through a separately branded “front door” for business. This could create a much stronger connection to Council, but conversely could diminish its regional positioning and change the way in which it is perceived by the business community. It is too early to make a recommendation on this given the timeline for the Hub project. Even if a decision was made to position within the Community Hub, interim accommodation will need to be sourced (either in Innovation House or elsewhere).

#### RECOMMENDATION 3

Continue to build upon the current Polaris brand and position the Polaris Business and Innovation Centre as the provider and location of choice in northern Adelaide to deliver economic development, business growth services, international trade support, start up services and innovation programs and provider of authoritative information on the region’s economy.

#### RECOMMENDATION 4

Move away from the co-location approach that underpinned the establishment of Polaris, instead moving to a networked model whereby the centre is opened up for use to a much wider range of business service providers. To facilitate this, review and alter the charges applied to room hire to make it as attractive as possible for third party providers to deliver from the facility.

#### RECOMMENDATION 5

At the expiration of the current lease in April 2017, seek to reduce accommodation expenses by rationalising space in the current location or identifying alternative sites to operate from.

### Business support services

Council is active in providing business advisory and support services. These services include mentoring programs, start-up programs, basic advisory services, digital economy advice, coaching groups, international trade, networking events and workshops. While Salisbury has internalised the delivery of business support services, the comparative study of Councils found most either contracted out their business support services or did not provide any specific advisory services for firms in their community. The pros and cons of these approaches are provided in the table overleaf.

Approach	Possible Pros	Possible Cons
Deliver internally	Ability to align with Council's strategic directions Direct source of intelligence from the business community Council demonstrably providing practical support to business Close integration with other Council services	Crowding out other providers Risk arising from providing business advice Blurring Council's regulatory and facilitative roles
Contract to another provider (either public, NFP or private)	Reduced management and staffing requirements for Council For smaller Councils, creates scale	Lessened ability to change services to align with Council strategic directions Success reliant on the ability/availability of other providers Loss of direct contact with businesses
Do not provide or resource	Financial savings	No ability to align with Council's strategic directions Services provided by the private sector may exceed the capacity to pay for local firms

It is the preferred option of this review to maintain business advisory service delivery in-house. Council, through the Polaris Centre, has established a solid reputation for providing business support services, and firms that make use of those services regard them highly. Although some Councils contract out the provision of advisory services, the case for doing so at Salisbury is weak. This is because:

- Council has an established reputation and an extensive client base that would take some time for another provider to establish;
- No other business support agency in the broader region has the capabilities and networks that Polaris has developed;
- Council has in place various funding agreements (through to the end of 2018) that it is obligated to deliver;
- Processes are in place to mitigate risk arising from the direct provision of business support services;
- Council's fee for service activities are largely concentrated in services where there is insufficient commercial incentive for the private sector to provide those services; and



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- The amount of money saved would be minimal while the opportunity cost by relinquishing direct service provision to business would be high.

Over the past few years, Council's business advisory services have moved from being mostly free with no specific targeting (a function of the funding agreements that supported the resourcing of those services at that time) to an increased focus on fee for service (although there are some free services provided) and working more intensively with fewer firms. The objectives sought by City Plan 2030 implies an even greater focus on firms that are potentially globally oriented, creating job opportunities and are located within Council's identified growth areas. This could require more specialist programs to be delivered and developing access to a range of skills that are not currently available in-house. To some extent this was in place several years ago when a mentor panel was developed through federal funding – however that ceased when local government became ineligible to access that. Currently discussions are being held with AusIndustry to clarify whether local government will remain ineligible to apply for Australian Small Business Advisory Service funding should that program continue.

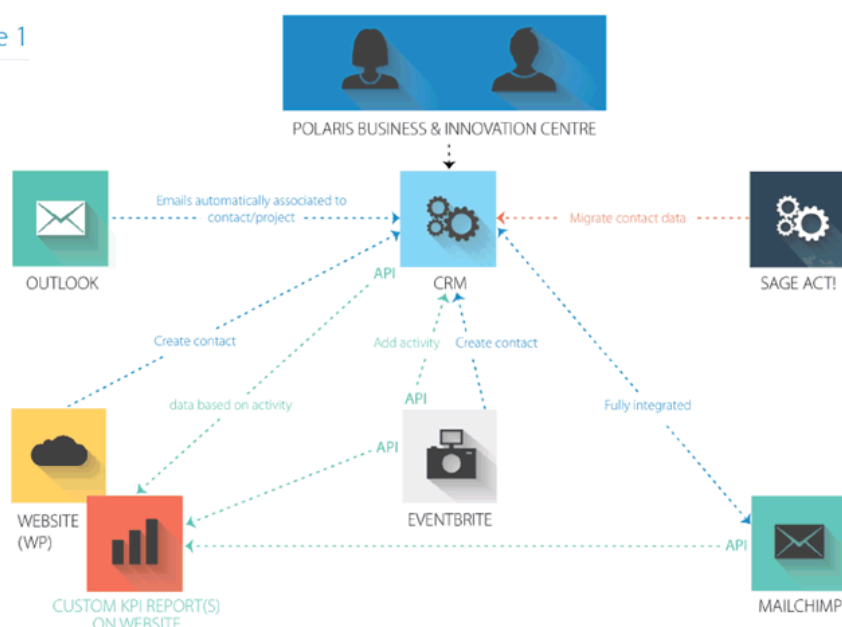
The bulk of businesses in northern Adelaide are small businesses. The upcoming loss of GMH's economic contribution to the region in wages and salaries will be felt keenly by this group of businesses. The avoidable possibility of a collapse of the small business sector, coinciding with major corporate closures, would place additional labour market pressures on a region already experiencing high unemployment. This would mean a generation of greater disadvantage for the region. It would not only mean drastically-reduced direct employment within the small business sector, but would also remove vital first job opportunities for school students, school leavers and already unemployed people. To respond to this, the business support programs delivered by Polaris are already, and should continue to be, aimed at:

- Improving the resilience and job creating capacity of existing small businesses through focussed business mentoring and coaching program, services targeted towards growth (as well as services that aim to minimise/reduce job loss in downsizing firms).
- Assisting small businesses to identify new opportunities through a focused market expansion program
- Developing a digitally literate business community, using new technologies to create business opportunities and improve practices, and
- Supporting businesses to improve their processes and develop new products by working closely with university-linked business innovation programs.

A critical factor in delivering business support services relates to internal capacity and staff continuity given the reliance on external funding. This results in the ability to scale services up as funding is received, but difficulty in managing demand as services are scaled down if funding is lost. For example, should Playford cease to provide funding to Polaris, the residual client load (given fee paying clients are generally engaged in programs of 3 to 6 month duration) would exceed the time available to remaining advisory staff. Should this (or other funding be lost) an assessment will be made at that time to either stop providing that service, establish specific entry criteria to restrict the number of participants or seek alternative funding (including from Council) to continue those services and programs at the same, or an increased level.

Significant administrative costs are incurred in delivering and reporting on business support services. There are no less than five ways in which client data is captured (through the existing CRM, event registrations through Eventbrite, paper-based forms, Formstack to record contractual information and individual spreadsheets. This is manually consolidated on a monthly basis to meet management monitoring requirements and contractual reporting obligations. Critically however, the current approach does not readily support a structured follow up of clients or enable changes in client businesses to be tracked. The current CRM is a legacy system that was required to be used when the State Government provided funding to the Business Enterprise Centre network. The functionality and reporting templates were built specifically for that contract by the State Government but is now no longer supported. As a result any changes to fields and reports require an external contractor to be engaged. A more integrated solution could look something like the following:

Figure 1



Although firm quotes weren't sought as part of this project, the cost of upgrade, integration, migration of existing data, instalment on computers and development of activity templates would likely be in the vicinity of \$7,000. Additional licence costs of around \$30 per month per user would not be unusual.

Evaluating the outcomes of business support programs can be notoriously difficult. None of the Councils examined as part of the comparative study had sophisticated outcome measures in place. This is due largely to problems of attribution of causality, time lags in assessing the results of interventions and unclear program objectives. The introduction of a new CRM will improve the capture of this data, provide better opportunity for follow up with clients and more rigorous program evaluation.

**RECOMMENDATION 6**

Continue to provide in-house business support services and continue to align those programs with the objectives sought by the City Plan. Specifically this requires:

- supplementing generalist information and advisory programs with a suite of services focussed on growth oriented firms or ambitious new business owners. This may either be provided in-house or contracted in;
- continuing Council's international trade program noting it is too early to assess the effectiveness of that program; and
- expanding the skill sets and expertise businesses are able to access through the Polaris Centre either provided in-house, by referral or through establishing a mentor/advisor panel.

**RECOMMENDATION 7**

Replace the existing client database with a customer relationship management system that:

- is accessible and used by all Divisional staff members;
- allows client notes to be accessed and entered while in the field thus improving client service while reducing process duplication;
- improves management decision making;
- integrates with other software applications used by the Division; and
- is able to easily generate reports required by funding bodies and/or Council.

**RECOMMENDATION 8**

Refine the follow up of business clients, particularly newly established businesses (to provide early intervention to prevent business failure) and growth oriented firms (to ensure their opportunities are maximised in the region).

**RECOMMENDATION 9**

Improve evaluation of business support programs to ensure they are responsive to community needs, delivered effectively and are delivering the outcomes they are designed to deliver.

**External funding**

The Division receives two types of non-Council funding. These are:

1. Fee-for service activity (such as mentoring, room hire, workshops and privately funded DPAs); and
2. Grants (including from the Australian Government, South Australian Government (DSD & DEWNR), City of Playford and University of SA).

This external funding has become embedded as an element of the delivery model for the Division. Receiving external funding enables the Division to provide a greater range of services than are resourced from Council's budget. There are however drawbacks such as:

- Short term funding contracts potentially lead to continuity of service issues with clients and uncertainty for staff delivering those services;

- Focusing on the requirements of funding bodies can compromise on Salisbury service priorities;
- Requiring a financial contribution from clients generally leads to an increased commitment to implement advice or attend workshops. However it sets up an incentive to target services towards businesses that are prepared to pay rather than those that might best achieve the objectives Council is seeking for the community;
- Changing policies and programs of external bodies compromise the ability to pursue a long-term strategy; and
- Significant time can be spent seeking external funding at the expense of service delivery.

In addition, the environment in which external funding is provided continues to change. This includes:

- tightening of eligible grant expenditure so that opportunities to recoup overheads and administration costs are reducing
- the Commonwealth no longer allowing local government to apply for Australian Small Business Advisory Services funding
- an increased emphasis on funding infrastructure rather than service activity
- an increased expectation to provide dollar for dollar funding (and for programs to continue once funding ceases)
- lack of clarity around the state government's framework for business support services and how its limited funding is allocated (generally outside formal funding programs)
- Funding for business support services in South Australia increasingly being obtained by direct lobbying of decision makers with specific proposals rather than working through the bureaucracy or in response to calls for funding.

Recognising the above, potential opportunities exist for funding through the Transforming Small Business Component of the Northern Economic Plan, the Federal Government's Smart Cities Agenda, the Innovation Statement and with government agencies in relation to specific elements of the draft Thirty Year Plan for Greater Adelaide.

Additional fee for service activity might be generated from programs not currently provided in the region by the private sector such as small group discussions with key corporate leaders and decision makers (63% of respondents to the client satisfaction survey were interested), events profiling business success stories (55%); and personal leadership programs (53%). Alternatively, these programs could be offered free of charge (depending on client willingness to pay) as they help progress Council's objectives for the community. The selling of fee for service programs could be improved if a broader range of payment options were to be offered including direct debiting. This is something that could be examined as part of the concurrent program review of Financial Services.

#### RECOMMENDATION 10

Examine each of the critical action in the City Plan to identify potential external funding sources and, where funding opportunities are identified, develop specific strategies to obtain that funding.

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**RECOMMENDATION 11**

Continue to position the City of Salisbury as a thought leader in economic development and urban policy through developing of practical research partnerships with the University of SA, other universities, professional bodies and other organisations and use that research to underpin lobbying and applications for funding.

**RECOMMENDATION 12**

Investigate the adoption of more flexible payment options for fee for service programs most notably regular direct debiting from client accounts.

**Develop a community that welcomes new businesses**

The Division provides information and advice to nearly 200 people thinking about starting a business each year. The successful Business Fundamentals program (a three hour workshop followed by 90 minutes with an adviser) has moved from being a monthly occurrence to a fortnightly event given increased demand for that service. Recently, inquiries from new businesses have spiked due to the introduction of the State Government's Small Business Development Fund grants. Each of these has placed additional demand on Business Advisor time. At this stage there is some, but minimal inquiries from automotive workers seeking to start a business (the exit survey of the closure of Ford showed about 1% of workers were thinking about starting a business while several years ago 10% of workers from Mitsubishi's Lonsdale engine plant were self employed 12 months after closure). It is likely that there will be an increase in people looking to start businesses once the NDIS is implemented.

As noted earlier in this report the rate of business formation across the region is relatively low. Improving the rate of entrepreneurship is a long term strategy, a process that can take up to two decades. This is because localised attitudes toward entrepreneurship as a career option and as a social activity define regional entrepreneurship culture, which in turn impacts personal choices to engage in entrepreneurial activities as well as investor confidence – and this takes time to change. The Northern Adelaide State Secondary Schools Alliance is increasingly focussing on entrepreneurship as a career option for students and this aligns neatly with the enterprise elements run through Twelve25. At this stage the majority of people seeking start-up services from Polaris are over the age of forty. This is consistent with patterns of start up growth in Australia (and the United Kingdom). While there is no single solution to increasing the rate of new business formation in a region, various trends are being pursued including:

- Open data – the free release of public data to underpin new business models, products and services
- Incubators – the combination of serviced office space and advisory services. This is back on the Federal Government's policy agenda after a hiatus.
- Accelerators – programs, usually of around three months duration, that aim to accelerate the investment potential of businesses in (usually) the technology sector
- Start Up Weekends – events that bring groups of people together to identify a business idea and develop it to a "pitch" stage



- Lean Start up approaches – a methodology that if new businesses invest their time into iteratively building products or services to meet the needs of early customers, they can reduce the market risks and sidestep the need for large amounts of initial project funding and expensive product launches and failures
- Co-working spaces – flexible working spaces where firms (including new firms) can collaborate with others

Within Salisbury, it would be relatively easy to implement an open data policy and complement the Business Fundamentals program with a lean start up program. There has been a proliferation of co-working spaces in Adelaide in recent times with those more successful generally located in the CBD or inner fringe suburbs (this is consistent across Australia). There are various organisations offering accelerator programs and the Adelaide start up weekend is organised on a whole of metropolitan basis. It is not recommended that Council develop its own start up weekend or accelerator program but seek opportunities to work with existing providers to run those in northern Adelaide. Business incubation is worth examining further due to the limited amount of commercial floorspace in the region. Federal funding is again being made available for the establishment of business incubators, but this should not be pursued without first undertaking a rigorous feasibility study.

Increasingly the concept of the “entrepreneurial ecosystem” is becoming more prevalent in shaping programs to promote new business activity. The entrepreneurial ecosystem contains several key elements, such as a pool of entrepreneurs, incubators, financial capital, the public sector, and also sources of ideas and knowledge, such as institutions of higher education, military facilities, public research facilities and established firms and industries. Council, both through the Polaris Centre but more generally through its services and other teams such as Twelve25, is a key part of the entrepreneurial ecosystem in the north. Potentially more could be done to highlight the range of services Council provides to support new and start up businesses. The Polaris Centre is currently working on a research project with the University of South Australia to better define the strength of the ecosystem in northern Adelaide and identify opportunities to increase innovative activity.

#### RECOMMENDATION 13

Develop a more formalised approach to welcoming new businesses, including start-ups to the region, and through that increase awareness of Council services available for business. This could include direct communication with businesses registering an Australian Business Number, information packs and targeted personal visits.

#### RECOMMENDATION 14

Build on Council’s existing start up programs to increase the rate of new business formation in the region by:

- showcasing new business success stories and successful entrepreneurs;
- enhancing the Polaris Centre’s business start-up programs to cater to a more diverse client group; and
- assessing the feasibility of a business incubation facility in Salisbury that aligns with Federal funding opportunities.

**RECOMMENDATION 15**

During development of the Digital Strategy identify open data opportunities that may be useful in supporting economic development and business growth initiatives.

**Investment attraction**

The Division actively seeks to attract new firms to locate in Salisbury and works with existing firms to reinvest. The Makes Good Business Sense program proactively works with investment intermediaries such as commercial real estate agents and government investment agencies to identify firms seeking to relocate into Salisbury and with staff in Development Assessment to link with potential investors at the DA pre-lodgement stage. Information about what makes Salisbury a great place to invest is contained on the Makes Good Business Sense website, an investment prospectus (English and Mandarin versions) and fact sheets on specific industry sectors. Ways to better integrate this messaging into Council's broader communication channels are being pursued.

An examination of recent investment attraction strategies and programs found:

- Very few local government bodies offer cash incentives or rate rebates (as is common practice in many jurisdictions in the United States);
- Increasingly the image and profile of a location is becoming more and more influential in promoting locations as an investment location. This complements promotion of hard infrastructure assets and economic attributes;
- There is no clear trend on whether councils take a targeted approach (for example towards industry sectors or precincts) or a more general approach where any form of investment is welcomed – this suggests that Councils will shape their investment attraction strategies to reflect their strategic priorities or circumstances. Council currently has a hybrid approach that highlights particular sectoral opportunities as well as the broad benefits of doing business in Salisbury (eg plentiful industrial land, relatively inexpensive rental, access to R&D at the University of SA, proximity to transport infrastructure, a skilled workforce and a large workforce catchment, competitive Council rates, etc); and
- Many Councils are focusing on removing barriers to business growth and investment so that the “right” environment is created. The New Zealand Business Friendly Council initiative is an example of where this approach has been rolled out in a systematic way. The current review of Councils policies/regulations and practices reflects this approach.

Investment attraction is considered by the business sector as one of the main ways Council can support economic activity in the region. In terms of the current model:

- The broad approach to identify potential investment targets, rather than relying on one or two sources, provides a solid pipeline of opportunities;
- Opportunities to better coordinate messaging about investment opportunities in Salisbury across Council, Polaris and Makes Good Business Sense websites, social media and other communication channels in a way that increases community and business awareness of Council's support for economic growth initiatives are being pursued;

- There have been significant changes to the way in which the State Government seeks to attract investment into South Australia through the creation of the Investment Attraction Agency and introduction of the Economic Investment Fund. This is complementary to Council's approach; and
- The Makes Good Business Sense brand is reasonably well known among investment intermediaries, however knowledge about opportunities in Salisbury (and northern Adelaide more generally) is patchy – this is an issue that is also on the agenda of the Northern Economic Plan.

**RECOMMENDATION 16**

Continue to nurture and expand the range of intermediaries that provide investment leads but particularly seek to increase strategic engagement with the State Government's Investment Attraction Agency.

**RECOMMENDATION 17**

Extend the Makes Good Business Sense messaging to be more widely used across all Council communication platforms.

**RECOMMENDATION 18**

While maintaining a general approach, increasingly target investment opportunities and companies that:

- complement the technical skill base in the region, thus generating employment for local residents; and
- is compatible with driving economic opportunities in priority precincts.

**RECOMMENDATION 19**

Formalise a case management process for major projects, relocations and investment opportunities, to ensure coordination and consistent information provision and service levels across Council.

**Engaging the business sector**

Salisbury has a long tradition of engaging with the business sector. The decision to provide business advisory services in house reflects this and the Northern Economic Leaders initiative has been emulated by Charles Sturt and Prospect Councils. The rationale for engaging businesses is that they are often best placed to identify the opportunities and constraints to realising jobs and investment.

The evolution of the Northern Economic Leaders group into a regional body gives local businesses access to a larger collective voice to influence and shape government and Council decision making. It also provides an opportunity for Council to redesign the way in which it engages with business to ensure that our programs and services enable economic growth, remain appropriately targeted and to identify new economic growth opportunities for the area.



The flow of information is a two way street. While Council seeks business input to inform what we do, businesses often seek information from Council about the local economy, aggregate trends, new business activity, sites for expansion, the value of particular sectors and workforce demographics. While there are some common queries, replying to many of these requests requires specific research to be undertaken. Efficiencies in compiling the information to respond to these requests, as well as internal requests, can be achieved should Council provide for the purchase of customisable products such as Remplan or Economy.id. Both packages also possess economic modelling functions which would enable Council to adopt a more consistent approach to quantifying the value of investment activity outcomes.

#### RECOMMENDATION 20

Redesign the process for engaging with local business leaders to ensure that matters impacting on the business sectors are considered in the design of strategy and delivery of services.

#### RECOMMENDATION 21

Consider purchasing licences for economic data and modelling software such as Remplan or Economy.id to strengthen economic analysis and better inform decision making.

### Urban Policy

At Salisbury, strategy development is decentralised across the organisation, as is monitoring of city trends, research activities, community engagement and advocacy. The benefit of this is that strategic action plans are developed by those who have expertise in the subject being addressed. This review reinforces the desirability to maintain a decentralised approach but suggests that process efficiencies could be generated by providing a centralised support function for strategy development, a consolidation of land use planning functions and responsibility for consolidating research undertaken within the organisation and externally that is of relevance to the City of Salisbury.

Urban Policy has a role to play in supporting the development of strategy across the organisation under a decentralised model, through the provision of a consistent strategic planning framework, identifying the cross-organisational connections and synergies, and in research.

There is also currently a gap in resourcing of place management for our key activity nodes of Salisbury City Centre and Mawson Lakes. Multiple areas of the organisation have a role in these activity nodes, ranging from major project delivery such as the Salisbury Community Hub, traffic and parking management, investment attraction, development assessment, place activation through events, and maintenance of the public realm. There is a need for management of these key places to be coordinated to ensure that our investment – financial and resources – is coordinated and efficient and that community outcomes are optimised. There is an opportunity within Economic Development and Urban Policy to provide this coordination role through development of skills within existing staff and engagement of appropriate skills into current vacancies. This aligns with the City Plan 2030 critical action to “*progress the revitalisation of the Salisbury City Centre including ....resourcing place management and activation...*”

**RECOMMENDATION 22**

An objective of the review is to clarify the role and function of the urban policy team within the overall framework for developing strategy and policy in the organisation and leading strategic thinking. It is recommended that this role and function include:

- land use planning, including precinct and master planning;
- developing urban design frameworks and responsibility for coordinating implementation;
- statutory planning and the provision of land use policy advice to the State Government and within Council;
- monitoring the implementation of Council's City Plan and ensuring that action plans developed elsewhere in the organisation are consistent with the directions sought by Council through the City Plan;
- providing a research and strategy development resource for the broader organisation; and
- place management of key activity nodes, in Mawson Lakes and Salisbury City Centre – including facilitating commercial activity that produces jobs and strategic car parking policy to support economic activity.

**RECOMMENDATION 23**

Develop a strategic indicators dashboard, linked with a broader program of research and statistical monitoring that enables users to understand changes occurring in Salisbury, key trends and emerging issues and opportunities.

**Functional alignment**

The program review brief sought to identify current services and functions that should be discontinued or transferred to other parts of the organisation as well as identify services and functions delivered by other parts of the organisation but could more appropriately be delivered by the Economic Development & Urban Policy Division. During the period of the Review, responsibility for spatial master planning was transferred to the Division.

**RECOMMENDATION 24**

In terms of functional alignment it is noted that:

- responsibility for tourism across the organisation remains with Community Planning and Vitality with the Economic Development and Urban Policy Division supporting the industry development components of the Tourism and Visitor Strategy
- transferring community safety to Community Planning and Vitality as it is largely operational and better aligns with that Division's responsibilities in relation to Dry Zone Management and the Drug and Alcohol Framework
- transferring social planning functions to Community Development to consolidate social planning responsibilities in the organisation
- increasing the linkages between the Division and Community Development to better progress matters such as connecting local people to local jobs, youth enterprise and opportunities arising from the introduction of the NDIS – but not transferring functions

- 
- maintaining housing policy within the Division and heightening the activity focus on this as it is germane to informing and implementing urban policy considerations with direct links to the Growth Action Plan and informing Strategic Property Projects considerations
  - maintaining sustainability planning and embedding it across the organisation as a function of the Division given its broad cross-organisational focus and alignment with the green industries agenda
  - separating open space planning and recreation planning with the open space planning elements transferring across to the Economic Development and Urban Policy Division given its importance from land use and sustainability perspectives
  - that the upcoming Digital Strategy gives consideration to the leadership and governance of 'smart city' initiatives within the organisation
  - place activation be retained within Community Planning and Vitality but a more strategic place management function be built into the work program of the Economic Development and Urban Policy Division.

### **Alternative Service Delivery Models**

The earlier discussion regarding the comparative approach used by different Councils found all Councils provided the majority of the economic development and urban policy functions in-house. Prior to recommendations 6-9 in this review, there was specific examination of the desirability of contracting out business advisory services. This concluded, on balance, that those services continue to be provided in house to build on the strong capability and networks already established, minimal cost savings and ability to directly use those services to progress Council's strategic agenda. It also noted the reliance on external funding and the need to revisit funding models should the ability to source that funding not become available.

The situation is somewhat different in relation to urban policy functions. The functions of Urban Policy are difficult to out-source as they are on-going services rather than project and time specific. There is benefit in building an in-house 'corporate knowledge' in relation to strategy and policy development. Indeed many of the urban policy functions impact on the delivery of other Council services and strategies and a corporate knowledge is required to maintain consistency of direction. While some Councils contract out DPA preparation to consultants (usually smaller Councils with minimum DPA activity), the number of DPAs to be concluded and the estimated number of DPAs that may arise suggest this capability be retained in-house with specific consultancy support where required.

### **Resourcing Implications**

The preceding recommendations suggest the following resource implications.

- Cost saving can be made in reducing rental costs for the Polaris Centre by around \$50k per year although the cost of make good provisions and fit out would make this cost neutral in the first year.

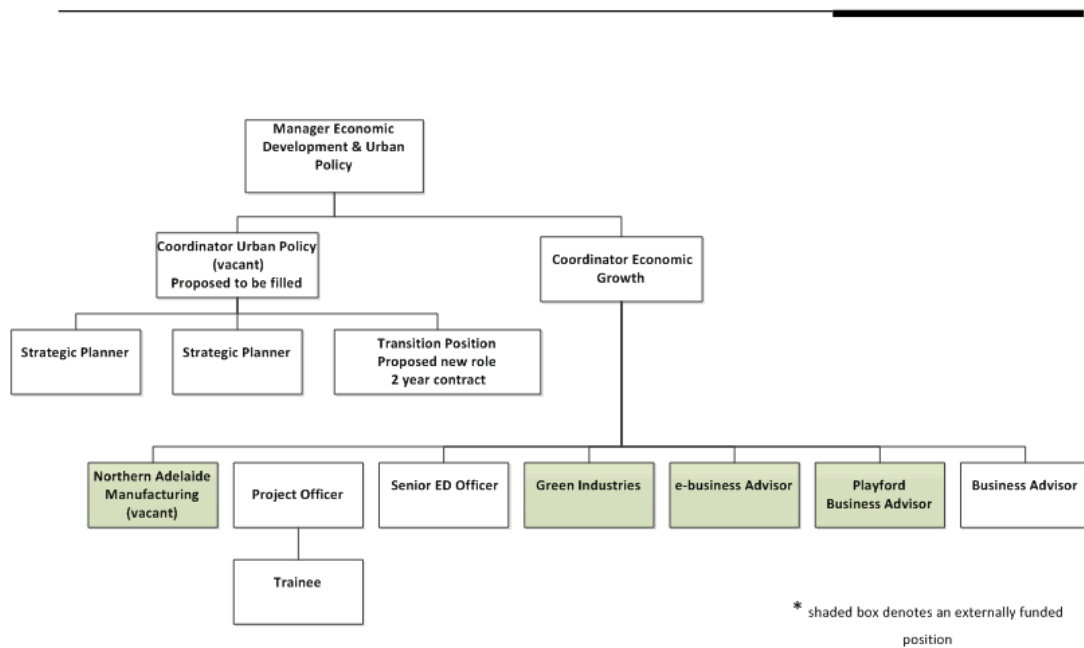
- 
- Efficiencies can be gained in record keeping, research, management reporting, economic output modelling and grant reporting by implementing a new Customer Relationship Management system and the purchase of economic analysis software. There are however ongoing costs relating to this.
  - Expansion of the skill sets and expertise businesses are able to access through the Polaris Centre either provided in-house, by referral or through establishing a mentor/advisor panel.
  - The Division taking a greater role in the smart city agenda, follow up of business clients, case management, open space planning and strategic place management.
  - Transfer of 1 FTE with the functions relating to social planning and community safety transferring to Community Development while the functions relating to City Plan monitoring, housing policy remain with the Division

In terms of staffing, it is considered that the current levels of economic development staffing are adequate noting the reliance on external funding. Should that not continue, Council would need to consider at that time whether to continue those services by funding it directly or restrict eligibility (where that service needs to reduce in scale but can still continue).

The transfer of the 1 FTE position from the Urban Policy team suggests it is likely to be understaffed particularly when compared to similar Councils. As a minimum, a cohort of 4FTE would be required to undertake DPAs (four existing and up to five potential), master planning (Paddocks, Salisbury Oval, St Kilda Stages 3 & 4) growth precinct planning (including strategic place management), Salisbury City Centre Urban Design Framework coordination, open space planning (including review of Game Plan), sustainability and climate change, City Plan monitoring and reporting, management of Council's strategic framework, housing policy, developing a research knowledge management function within the organisation, policy input into DA decision making, (potentially) smart cities and ad hoc responses to matters relating to Council boundary changes/suburb renaming, etc.

The Review has identified that the range of functions that have and are proposed to transfer to Urban Policy, such as master planning, open space planning, place management and strategic planning support, will stretch existing resources. An existing Coordinator Urban Policy vacancy has not been filled pending the finalisation of the Program Review, and the skill and experience requirements of this position will be reviewed to align with the role and functions of the Urban Policy team once confirmed through the Program Review.

With the transfer of the social planning position to Community Development, a total of 3 FTE positions will remain in the Urban Policy team. This Review recommends that an additional policy role be created to enable the proposed work program for the Division to be undertaken. It is proposed that this role be a two year contract position commencing in 2016-17. Funding for the position for this financial year will be met through wages and salaries provision. The two year term is recommended as the impact on Council of the *Planning, Development & Infrastructure Act 2016* will become clearer and many of the critical actions in the City Plan will be substantially progressed. The structure of the Division is proposed to be as follows overleaf:

**RECOMMENDATION 25**

The level of staffing resources provided for economic development is adequate (while external funding is in place), however it is recommended that an additional two-year contract position be created over the coming two financial years in the Urban Policy team to enable the proposed work program for the Division to be undertaken. Funding for the position for this financial year will be met through savings within wages and salaries provision.





## Attachment One

Comparison of Local Government Economic Development Functions and Resources

	Salisbury	Adelaide	Charles Sturt	Greater Dandenong (Vic)	Kingston (Vic)	Knox (Vic)	Marion	Onkaparinga	Port Adelaide Enfield
<b>Principle Challenges &amp; Opportunities</b>	Employment creation, industry transition, increasing global focus, increasing innovation, stimulating demand for employment lands	Global competition, cost of doing business, red tape, small domestic market	Industrial transition to advanced services, active use of industrial land, tapping into innovation networks for SMEs	Automotive sector closure (opportunity for diversification), residents' skill levels	Global competitiveness, access to fast speed broadband, closure of automotive sector, manufacturing transition, food industry, SME export, maintaining jobs & future jobs	Digital disruption, globalisation, workforce skills, long term supply of employment & neighbourhood centre land	Insufficient local higher-value jobs Decline in manufacturing (need businesses to diversify), Tonsley & position close to CBD, major hospital & university	Developing a new economy, positioning Southern Adelaide as a destination, developing dynamic & resilient businesses and building a talented, knowledgeable and flexible workforce	Manufacturing transition, cost of doing business, business confidence
<b>Active Businesses</b>	6,292	15,278	8,006	12,500	18,000	12,899	4,540	8,627	7,937
<b>Services</b>									
<b>Functions and Services</b>	Business support, investment attraction, business events, digital economy, economic policy & analysis, international trade, start-up programs, green industries, urban policy, city strategy, precinct development (eg Food Park, Land Combat Systems)	Business support, entrepreneurship, investment attraction, Retail strategy, tourism (incl visitor services), sponsorships, international relations, city activation, precinct group support & Smart City Studio	Clusters, China engagement, export, SME collaboration, smart cities	Business support, economic policy, local procurement, local tourism, food industry development, business communications, investment attraction.	Business education, mentoring, footpath trading, trader parking permits, farmers market, chambers of commerce, business roundtables, networking, advocacy, business start-up support, local supplier project, retail promotion	Business support, partnerships & alliances, development facilitation, investment attraction	Business support, investment & tourism promotion, regional partnerships	<i>Business Growth &amp; Innovation team - Business Partner Program, Business Portal, Regional Workforce Participation, Business Activation and Placemaking, pop up shop Investment Attraction &amp; Tourism team- Visitor Information Centre, Tourism and Tier One Events, DFI (focus on China), and investment attraction</i>	Economic growth, marketing & communications, tourism events & arts/culture (NB arts & culture will soon be moved to another part of the Council)
<b>Outsourced Functions</b>	Workforce development (Northern Futures)	Meetings & Conventions; International Education; Vacant building utilisation	Small Business Services	None	Some business education, farmers market	None	Small Business Services	Nil, determined in 2014 to deliver all programs in-house	Small Business Services
<b>Model of small business support</b>	In house with regional focus	In house	Outsourced – Adelaide Business Hub	In house plus use external providers	In house plus partnerships with industry and government bodies	In house but reviewing alternative models	Outsourced – Tonsley SB Advisory Service	ON Business Partner Program suite of free and premium small business support delivered via new ON Innovation Hubs and ON Business Portal 2017.	Outsourced – Adelaide Business Hub





	Salisbury	Adelaide	Charles Sturt	Greater Dandenong (Vic)	Kingston (Vic)	Knox (Vic)	Marion	Onkaparinga	Port Adelaide Enfield
<b>Service evaluation</b>	Activity levels, program feedback client satisfaction survey	Economic modelling, activity levels, macroeconomic indicators	Yes	Program feedback	Post-event evaluation, e-newsletter	Participant surveys. Looking to adopt Social Return on Investment Framework	Activity levels, client satisfaction	Strategic Actions in City Plan through indicators in Community Wellbeing Monitor	Progress against KPIs in ED Strategy
<b>Working relationship with universities</b>	Working relationship with UniSA around innovation, manufacturing & business support	No	No	Monash University – South East Melbourne Innovation Partnership	Cross marketing and co-hosting events University staff invited to participate in roundtables, business networking events and advisory committees.	Swinburne University of Technology – research, industry development, campus utilisation & professional placements	Flinders University - New Venture Institute & Flinders VC member of Southern Adelaide EDB	Flinders University has the New Venture Institute, eNVies and CoHab at Tonsley, and student outreach hub at Noarlunga TAFE.	No, but aim to build relationship with UniSA & University of Adelaide
<b>Regional Involvement</b>	Small Business Services, Northern Economic Plan, green industries	None really	China strategy, Building Western Adelaide, tourism & health cluster	Infrastructure, public transport, food sector, innovation capacity building	Region Food Economy initiative; ASPIRE – regional waste exchange initiative; Annual Regional Manufacturing Expo; South East Melbourne Manufacturing Alliance; Melbourne Business Awards	Bayswater Business precinct, Melbourne East Region ED Group, Smart Manufacturing 2016, Keeping Spaces Occupied (industrial backfill)	Southern Adelaide EDB, Tonsley Small Business Advisory Service, Southern Adelaide Industry leaders group (workforce & skills)	Southern Adelaide EDB and its associated Industry Leaders Group, DSD Work Ready and Jobs First programs, DPTI Darlington Local Participation Taskforce, NBN Broadband and Smart City rollouts	Building Western Adelaide, Northern Economic Plan, LGA Shandong Working Group
<b>Budget and Staffing (Whole of Division/Team)</b>									
<b>Budget</b>	\$1.89 million	\$7.7 million	\$400,000	\$1.3 million	\$943,575	\$565,000	\$535,000	\$1,202,859 Operational 2016/17 \$521,200 Projects 2016/17 \$400,000 ON Reserve part of \$1.6million three year fund	\$390,000
<b>Proportion Council Funded</b>	80.7%	100%	100%	100%	87%	97%	88%	Last decade traditionally 50% internal / 50% external (peak in 2013 at \$1.3m but average \$600-800K), but lately more 80/20 due to decreasing state & federal funds	100%
<b>Staff (FTEs)</b>	12.6 (notionally 7.6 for ED & 5 for Urban Policy)	22.07	2	7.8	4	3.4	3.5	12	2
<b>FTEs Reliant on external funding</b>	3.6	0	0	0	0	0	0	1	0



	Salisbury	Adelaide	Charles Sturt	Greater Dandenong (Vic)	Kingston (Vic)	Knox (Vic)	Marion	Onkaparinga	Port Adelaide Enfield
<b>Business Engagement</b>									
<b>Engagement Strategies</b>	Face to face, business support services, Northern Economic Leaders, social media	Face to face, forums, Lord Mayor forums with industry groups, corporate engagement through Office of Lord Mayor	Networking events, Western Business leaders	Co-design strategies, through industry alliances, Chamber of Commerce and Committee for Dandenong	Economic Development Advisory Committee with key business leaders. Monthly roundtable groups. Special purpose surveys for specific issues.	Surveys, business visit program & facilitated business forums	Through business associations, surveys, Southern Adelaide EDB & Industry Leaders Group	Economic Development Board ,Industry Leaders Group , Economic Development Forum (peak body for 12 Assn's), 12 x Business and Tourism Associations (one each suburb), Jobs and Skills Regional Network & ON Business Partner Program members and clients	Email newsletter, direct contact & through Adelaide Business Hub
<b>Service Promotion</b>	Email newsletter, social media (Facebook and LinkedIn), multiple websites, Messenger, billboard	Enterprise Adelaide newsletter, retail newsletter, Council social media	Targeted to growth sectors, through business associations & emails to database	Activities, newsletters, media & ambassadors	Website, business newsletter, quarterly hardcopy & electronic e-news, events, business Facebook & Twitter, local media, videos and conference presentations.	Website, e-bulletins, publications, business events, business visit program, alliances, Knox Business information stand, sponsorship, launches, through other parts of Council	Monthly newsletter, Messenger, Facebook, Council magazine, Council website, through business associations	ON Business Partner Program benefits, Case Management, Onkaparinga Magazine, webpage and social media, internal staff, National, Regional and Local awards & good news stories, business focus groups and surveys, Individual interaction working the mainstreets/precincts	Corporate newsletter, Facebook, database, direct contact with firms