



NOTICE OF SPECIAL COUNCIL MEETING

TO: Mayor Karen Redman
Councillors Cr Cody Davies
Cr Diane Fraser
Cr Kelvin Goldstone
Cr David Hughes
Cr Paul Koch
Cr Paul Little
Cr Brian Sambell
Cr Nathan Shanks
Cr Ian Tooley
Cr Jim Vallelonga

NOTICE is hereby given pursuant to the provisions of Section 83(1) of the Local Government Act 1999, that the next **Special Meeting of Council** for the **Town of Gawler** will be held in the Council Chambers, Gawler Civic Centre, 89-91 Murray St, Gawler SA 5118, on **Tuesday 10 September 2019**, commencing at 7:00pm.

A copy of the Agenda for the above meeting is supplied as prescribed by Section 83(3) of the said Act.

A handwritten signature in black ink, appearing to read "Henry Inat".

Henry Inat
Chief Executive Officer
5 September 2019

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1 STATEMENT OF ACKNOWLEDGEMENT

We would like to acknowledge this land that we meet on today is the traditional lands for the Kurna people and that we respect their spiritual relationship with their country. We also acknowledge the Kurna people as the custodians of the greater Adelaide region and that their cultural and heritage beliefs are still as important to the living Kurna people today.

2 ATTENDANCE RECORD

- 2.1 Roll Call
- 2.2 Apologies
- 2.3 Motions to Grant Leave of Absence
- 2.4 Leave of Absence

- 2.5 Non-attendance

3 PUBLIC OPEN FORUM

(Limited to a total time of up to 20 minutes)

4 DECLARATIONS OF INTEREST

5 OFFICER REPORTS







5.1 COUNCIL BOUNDARY CHANGE PROPOSAL - INITIAL ANALYSIS

Record Number: CC19/319;IC19/375

Author(s): Henry Inat, Chief Executive Officer

Previous Motions: Council, 28/05/2019 Resolution No. 2019:05:COU207

Attachments:

1. **Boundaries Commission Guidelines CR19/55582** 
2. **Letters to Barossa and Light Regional Councils regarding Boundary Reform CR19/55586** 
3. **Correspondence from Mayor Lange regarding establishment of Concordia Precinct Authority CR19/55583** 
4. **Draft Boundary Proposal Maps CR19/58611** 
5. **Financial Analysis - based on Town of Gawler Rates CR19/60104** 
6. **Financial Analysis - based on Other Council's Rates CR19/60103** 

OFFICER'S RECOMMENDATION

That Council :-

1. Notes the Council Boundary Change Proposal – Initial Analysis report.
2. Determines that since the Local Government (Boundary Adjustment) Amendment Act 2017 came into effect on 1 January 2019, the time is right (further to Motion No. 2019L05:COU207) for the Town of Gawler to progress deliberations pertaining to its Council boundary areas relative to both historic boundary adjustment anomalies and also boundary reform relating to new urban growth areas. Such new growth areas will result in significant increases in population to areas in immediate vicinity of Gawler and that will materially influence the Gawler Community to which the Town of Gawler should have governance oversight.
3. Notes that there is a staged approach to the submission and consideration of Boundary Change Proposals, as outlined in this Report. This includes:
 - a. Stage 1 – Initial consideration of a potential proposal by the Boundaries Commission.
 - b. Stage 2 – Referral of a General Proposal to the Boundaries Commission.
 - c. Investigation of a General Proposal by the Boundaries Commission.
4. Notes that a key point of consideration to the boundary reform changes relative to the Town of Gawler area pertains to the potential creation of a consolidated community of interest over the coming 20- 30 year period which is anticipated to increase the total combined population by some 50,000-60,000 people.
5. Is strongly of the view that the best way to manage and service such a large community is to ensure that resources are used in the most effective and efficient manner. A key element of which is that the services provided at a local Government level should be provided by one Local Government entity, the Town of Gawler, as opposed to the four local government entities that currently exist.
6. Notes that the key rationale applied to Council's deliberations when considering the Town of Gawler boundary adjustments comprise:
 - a. The Gawler Township has and will continue to function as a Regional Service Centre to the lower mid north servicing a population in excess of 110,000 people and growing.
 - b. As development occurs immediately adjoining the current Town of Gawler boundary the equity of residents living adjacent our borders utilising the Gawler community's services needs to be addressed to provide Council with capacity to deliver quality infrastructure and services to its community of interest and the

region.

- c. Future generations forming part of the Gawler community in real and functional terms should have equal and appropriate representation in local decision making rather than being governed by distant entities.
 - d. The formation of a community that is based on collective responsibility and engagement are the foundations on which a harmonious and sustainable community will flourish.
 - e. Coordinated local governance (including but not limited to urban development expansion) by one entity as opposed to potentially four separate local government bodies influencing the Town of Gawler will ensure more coordinated decision making, the most cost effective provision of services and best facilitate investment to drive job creation and economic prosperity for the region.
7. Notes that the various boundary adjustment options presented provide opportunities to refine the boundary configurations such as to ensure the optimum changes to best suit the formation of a new Town of Gawler Council boundary consistent with the broader interests of the community.
8. Adopts in principle the following Council boundary adjustments (as detailed in Attachment 4 Map 5 of this Report) as the basis for preparing a Stage 1 Proposal:
- Areas to be included in the Town of Gawler;
- a. Area 1- Concordia Growth Area
 - b. Area 2 - Hewett
 - c. Area 3 – Portion of Kalbeeba (including portion of Springwood)
 - d. Area 4 – Portion of Gawler Belt
 - e. Area 5 - Evanston Park
 - f. Area 6 - Reid
 - g. Area 7 – Hillier
- Areas to be removed from the Town of Gawler;
- h. Area 8 – Portion of Bibaringa
 - i. Area 9 – Portion of Uleybury
9. Notes that the feedback provided by Council shall be used to refine and update the boundary configuration and the preparation of a Stage 1 Proposal that will then be presented back to Council for further consideration at a future Council meeting.
10. Notes the indicative high level financial analysis that has been undertaken to date primarily focuses on indicative variable operating revenue and expenditure (i.e. operating revenue and expenditure that fluctuates directly with the level of outputs), and that Council Staff will undertake further financial investigations to be presented to Council at a future meeting.
11. Notes that a further detailed financial analysis will be undertaken by the Boundaries Commission as part of its (possible) future investigations.
12. Approves in principle the proposed communication and consultation process to be undertaken as outlined in the report noting that a detailed communication and consultation strategy will be developed and presented to Council at a future meeting.
13. Notes that to undertake boundary reform will be at a cost, the overall details of which are not known at this point, appreciating that the most significant cost relates to the Grants Commission relative to that office undertaking the investigations should Council proceed to a Stage 2 General proposal. Council will determine to proceed or otherwise at a later point in the process once the full costs are known.
14. Authorises the Mayor to write to all Town of Gawler adjoining Councils seeking their cooperation in regards to boundary reform and agreement to progress discussions in this regard in the best interests of all communities concerned, including seeking their willingness to establish an appropriate cost sharing arrangement to the investigations that will be triggered by the Grants Commission should the Commission determine to proceed with the boundary reforms as proposed, and or

such variation.

- 15. Notes that the Barossa Geographical (GI) Zone which is a significant point of reference to regional and local wine and related industries forms a critical platform in the economic viability of the world renowned wine region. The composition of established urban areas such as a significant portion of the existing Gawler Township and Hewett, with future urban growth areas as Concordia, being located in the GI Zone is considered counterintuitive relative to the Zone's purpose. Changes to the Zone boundaries will be further considered in the context of Council's boundary reform deliberations.**

SUMMARY

The *Local Government (Boundary Adjustment) Amendment Act 2017* commenced on 1 January 2019 and provides a new process for initiating and reviewing council boundary reform proposals.

The new boundary reform process allows Council to plan for its future, show strong leadership in the region and effectively lead the conversation as it relates to key issues such as what communities of interest exists and the associated impacts on residents and services.

For many years, Council has been providing for a community that is much larger than its local government area, in particular the Hewett suburb located in the adjoining Light Regional Council.

The Hewett community comprises some 2,500 residents, which since its establishment approximately twenty years ago has, due to close proximity, relied on the large offering of services and activities provided by the Town of Gawler.

It is important that Council learns from the Hewett scenario. Particularly in relation to future community planning such as the Concordia development. The Concordia development may well commence construction in the coming 5-10 year period and is forecast to increase population in the community by some 20,000 residents.

Through boundary reform the future Concordia community could become part of Gawler, having a strong voice in the community while enjoying the services and infrastructure provided by the Town of Gawler and contributing to the significant benefit for the wider community. Including Concordia and Hewett, which are both closer to the Gawler town centre than they are to the closest towns in their own Local Government Areas, will improve equity and makes sense from an equity perspective.

With planned growth which could see Council provide for a community of interest with a population of 50-60,000 residents, it is important that this collective community of interest is appropriately represented and also appropriately contributing towards the provision of infrastructure and services. It is and will continue to exist and function as one community.

The key rationale applied to Council's deliberations when considering 'fit for purpose' boundary adjustments comprise as follows:

- a. The Gawler Township has and will continue to function as a Regional Service Centre to the lower mid north servicing a catchment in excess of 110,000 people and growing.
- b. As development occurs immediately adjoining the current Town of Gawler boundary the equity of residents living adjacent our borders utilising the Gawler community's services needs to be addressed to provide Council with capacity to provide quality infrastructure and services to its community of interest and the region.
- c. Future generations forming part of the Gawler community in real and functional terms should have equal and appropriate representation in local decision making rather than being governed by distant entities.

- d. The formation of a community that is based on collective responsibility and engagement are the foundations on which a community that is harmonious and sustainable will flourish.
- e. Coordinated local governance (including but not limited to urban development expansion) by one entity as opposed to potentially four separate local government bodies will ensure more coordinated decision making, the most cost effective provision of services and best facilitate investment to drive job creation and economic prosperity for the region

Submission of an initial (Stage 1) General Proposal to the Local Government Grants Commission (also taking on the role as Boundaries Commission) is required for initial consideration by the Commission. Following determination by the Commission, Council will be advised of any particular parameters requiring to be addressed in Council's further formulation of a detailed (Stage 2) General Proposal. If and when a detailed proposal is to be pursued the Commission will then instigate an investigation at Council's cost.

This report presents various boundary adjustment options and seeks feedback on potential boundary configurations, such as to ensure the optimum changes to best suit the formation of a new Town of Gawler Council boundary configuration consistent with the best interests of the community.

The report is structured as follows:

1. Submission and investigation of a General Proposal
2. Representation Review
3. Boundary Reform Considerations
 - 3.1 Community of Interest
 - 3.2 Regional economic considerations
 - 3.3 Infrastructure, resources and planning
 - 3.4 Administrative factors
 - 3.5 30 year plan for Greater Adelaide (Urban Growth)
 - 3.6 *Local Government Act 1999* Section 26 - Principles
 - 3.7 Geographical areas for review
4. Council Administration Analysis
 - 4.1 Concordia
 - 4.2 Hewett
 - 4.3 Kalbeeba (including Springwood)
 - 4.4 Gawler Belt
 - 4.5 Evanston Park
 - 4.6 Reid
 - 4.7 Hillier
 - 4.8 Bibaringa and Uleybury
 - 4.9 Roseworthy
 - 4.10 Buchfelde and Gawler Airfield
5. High Level Financial Analysis
 - 5.1 Hewett
 - 5.2 Concordia
 - 5.3 Other areas of Interest
 - 5.4 Rating Comparison
 - 5.5 Impact on Services subsidised by Gawler General Rate revenue
6. Risks

7. Recommendation and Next Steps
8. Communication and Consultation Strategy

BACKGROUND

Gawler is the major regional centre for the wider Barossa and Lower Mid North Region of South Australia and has a current regional catchment in excess of 110,000 people and growing. It is one of the fastest growing Local Government area in South Australia. Gawler is a designated growth area identified by the State Government.

With major developments planned and happening on Council's doorstep, and ongoing pressure for service delivery from Council within a limited rate base, it is important to consider the matter of boundary reform strategically.

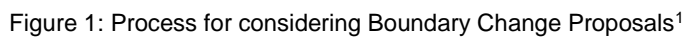
The new boundary reform process allows Council to plan for its future, show strong leadership in the region and effectively lead the conversation as it relates to key issues such as the communities of interest that exist and the associated impacts on residents and services.

For many years, Council has been providing for a community that is much larger than its local government area. While this has provided a great opportunity to showcase Gawler and all it has to offer, it has also put strain on Gawler's rate payers with Council investing in significant infrastructure which benefits a community much wider than its rate payers.

Gawler is expected to grow in population to 32,000 residents by 2036, and once fully established, neighbouring growth areas will likely accommodate a population in addition to that of Gawler of some 25,000 people (excluding Roseworthy) or 35,000 people (including Roseworthy). With planned growth which could see Council provide for a community of interest with a population of 50,000-60,000 residents over the coming 20-30 year period, it is important that this community of interest is appropriately represented and also appropriately contributing towards the provision of community infrastructure and services for the benefit of all.

The *Local Government (Boundary Adjustment) Amendment Act 2017* commenced on 1 January 2019 and provides a new process for initiating and reviewing council boundary reform proposals.

1. The Local Government Grants Commission has taken on an additional role as the Boundaries Commission ('the Commission'), this independent body will assess and investigate boundary change proposals, and make recommendations to the Minister who is responsible for the Act.
2. The process for the consideration of Boundary Change Proposals is outlined in the following diagram.



Guideline 1	General Information
Guideline 2	Administrative Proposals
Guideline 3	Submitting a General Proposal to the Commission
Guideline 4	Investigation of General Proposals Initiated by Councils
Guideline 5	Appointment of Investigators for General Proposals
Guideline 6	Proposals Initiated by Members of the Public
Guideline 7	Public Initiated Proposals for Changes in a Council's Composition of Representative Structure
Guideline 8	Costs for General Proposals Initiated by a Council or Councils
Guideline 9	Engagement and Consultation

The Guidelines define Boundary Change Proposals as bids that change the area of a Council. This could mean a proposal to:

Item 5.1

- a. Constitute a council; or
- b. Amalgamate two or more councils; or
- c. Abolish a council and incorporate its area into the areas of two or more councils; or
- d. Alter the boundaries of a council area.

The Commission can also consider proposals for changing the composition or representative structure of a council, that is the number of elected members and wards that can comprise a council.

Proposals may be referred to the Commission by:

- a. resolution of either House of Parliament; or
- b. the Minister; or
- c. a council or councils; or
- d. the prescribed percentage or number of eligible electors.

When considering a Boundary Change Proposal the Commission must refer to the objects of the *Local Government Act 1999* (Act) as a whole, and in particular the Principles contained within Section 26 of the Act, as outlined in Section 3.6 of this report.

As outlined in Figure 1 above, there are two types of Boundary Change Proposals:

1. Administrative Proposals

Administrative proposals are those that are made:

- a. to facilitate a development that has been granted an authorisation under the *Planning, Development and Infrastructure Act 2016*;
- b. to correct an anomaly that is, in the opinion of the Commission, generally recognised e.g. where the boundary intercepts one or more privately owned properties;
- c. where the common boundary of two or more councils requires adjustment following the physical realignment of a common road;
- d. a proposal to incorporate vacant unincorporated land into a council area; or
- e. any other matter prescribed in regulation.

Administrative Proposals must include an outline of the submission including a brief explanation; a map showing the area in question; grounds for making the submissions and any other relevant information.

2. General Proposals

A General Proposal is a proposal that is not defined as an 'Administrative Proposal' within section 30(7) of the Act and may include a significant boundary change or amalgamation.

General Proposals may be submitted by members of the public (at least 10% of eligible electors); or a single council or councils in agreement with each other.

For the purposes of this report, the process outlined herein is related to Council Initiated General Proposals.

At the 28 May 2019 Council Meeting, the following Motion on Notice as presented by Mayor Redman and was resolved as follows:

RESOLUTION 2019:05:COU207

Moved: Cr D Fraser

Seconded: Cr P Little

That Council:

1. *Acknowledges the need to strategically investigate its boundaries in accordance with its ongoing commitment to appropriately service the Gawler and Regional communities of interest.*
2. *Write to the Barossa Council, Light Regional Council, giving notice of its intention to submit a Stage 1 Proposal to the Local Government Boundaries Commission to adjust its boundaries with respect to, but not limited to, the following areas:*
 - a. *Concordia*
 - b. *Hewett*
 - c. *Kalbeeba*
 - d. *Gawler Belt*
3. *Request Council Staff to prepare a report to be presented at the August 2019 Council Meeting that addresses the requirements of a Stage 1 Proposal for Councils consideration.*
4. *Importantly, included in this report will be a costed proposal for consulting residents and business to ascertain their views on incorporation of the abovementioned areas into the Town of Gawler particularly their perception of 'community of interest'*
5. *Notes that the Local Government Boundaries Commission will provide initial feedback and advice on any Council submission and will advise Council accordingly to ascertain Councils position before any further action occurs, and that a report will be presented for Council's consideration regarding the Commissions views and feedback, including impacts/costs associated with developing the Stage 2 Proposal.*

This report presents various boundary adjustment options and seeks feedback on potential boundary configurations so as to ensure the optimum changes to best suit the formation of a new Town of Gawler Council boundary configuration consistent with the best interests of the community.

COMMENTS/DISCUSSION**1. Submission and investigation of a General Proposal**

There is a two staged approach to submitting General Proposals which enables the Commission to provide early feedback on a potential Proposal. This assists councils to determine whether a proposal is likely to proceed prior to undertaking extensive work in preparing a Stage 2 proposal.

Stage 1 – Initial Consideration of a Potential Proposal

Stage 1, or an initial consideration of a potential proposal, involves Council writing to the Commission and providing an overview of the nature of its intended General Proposal and the reasons why Council considers boundary change as the best option, with reference to the Section 26 principles.

In order to consider this correspondence, there must be evidence that Council has considered and passed a motion to submit a Stage 1 Proposal.

The Commission will consider the Stage 1 Proposal and provide advice regarding whether a General Proposal can be referred for consideration, if more work is recommended to be undertaken or further information is sought by the Commission. It is also understood that the Commission could suggest potential inclusions/exclusions for Council to consider in the development of any Stage 2 proposal.

It should be noted that if Council is invited to submit a Stage 2 proposal, it is not obliged nor does it guarantee that any Stage 2 proposal submission will be formally accepted.

Stage 2 – Referral of a General Proposal to the Commission

Stage 2 involves the preparation of a submission that sets out in detail the grounds on which the proposal is made and the issues that should be considered in an assessment of the change of boundaries, including, but not limited to:

- a. How the proposal addresses the Section 26 Principles of the *Local Government Act 1999*
- b. Community of interest
- c. Consultation undertaken
- d. Advantages and disadvantages of the proposal

Guideline 3 (**Attachment 1**) provides further information regarding the requirements of the Stage 2 submission.

The Commission will assess the proposal in accordance with the guidelines and determine whether to accept the submission. If accepted, the Commission may request further information as part of its investigation of the proposal.

It should be noted that a detailed financial analysis is not required as part of the Stage 2 Proposal as this will be undertaken as part of the independent investigation, however an initial (draft and indicative) '**high-level**' financial overview has been undertaken at this point for reference purposes only – refer Section 5.

Investigation of General Proposals Initiated by Councils

When considering any boundary change proposal, the Commission must refer to the objects of the Act as a whole, and in particular, the Principles contained within Section 26 of the *Local Government Act*, which are outlined in section 3.6 of this report.

In addition to these Principles, an inquiry must consider:

- I. *The financial implications and impact on resources that the general proposal is likely to have on any council affected by the general proposal; and*
- II. *The extent of support for the general proposal (in particular) and boundary reform in the area (in a general sense) within the community affected by the general proposal; and*
- III. *The extent of support for the general proposal of any council affected by the general proposal; and*
- IV. *The impact of the various rights and interests of any council employees affected by the general proposal; and*
- V. *Any other principles prescribed by the regulations.*

Other matters taken into consideration are outlined in Guideline 4 (**Attachment 1**).

Council Staff have noted the above inquiry considerations. Further analysis in respect to these matters would form part of any subsequent investigations undertaken by the Commission should this proposal proceed past Stage 1 assessment.

If the Commission determines that a General Proposal will proceed to investigation, the Commission will determine the scope of the inquiry and whether the Commission will undertake the investigation 'in-house' or if it will appoint one or more independent investigators to undertake a detailed inquiry into the proposal.

Investigators will have significant powers to enable information to be obtained that is determined relevant to an inquiry – as outlined in Guideline 5 (**Attachment 1**).

The initiating Council is responsible for the costs associated with investigations of General Proposals and all affected councils will be consulted during the appointment of independent investigators.

Costs will vary depending on the complexity of the proposal submitted to the Commission, the investigation process and the associated public consultation that occurs during the investigation. The Commission will provide the initiating council with the estimated cost and that council can then consider whether it still wishes to proceed with the investigation or withdraw its application.

Council Staff have sought further clarification from the Commission regarding potential costs associated with an investigation however have been advised that due to the anticipated specific nature of each proposal, an estimate could not be provided.

It is understood that the City of Marion recently received a high level estimate of \$250,000 from the Commission regarding the investigation of Flagstaff Hill, Happy Valley, Aberfoyle Park, Darlington and O'Halloran Hill areas becoming part of the City of Marion. On this basis, City of Marion resolved to withdraw its submission on the basis of significant internal resource effort required, the cost of the investigation and that the full cost/liability of any boundary change would not be determined until the end of the process when the full financial analysis will be complete.

Notwithstanding the relative unknown status of the above matters to our proposal the importance of this initiative warrants to be progressed accordingly.

2. Representation review

Council's Representation Review period is scheduled for October 2020 - October 2021. Council Staff have sought clarification from the Commission regarding any potential impacts that this Review may have on a Change Proposal. The Commission are considering this matter and at the time of finalising this report has provided the following response:

- 1. Our understanding is that once a schedule of representation reviews has been Gazetted there is no current ability for relevant periods to amended and re-Gazetted.*
- 2. It is not clear that a boundary proposal would impact the Council's representation review as this would be dependent on the timing of the proposal and the nature of any recommendations.*

It is further noted, that the Reforming Local Government in South Australian Discussion Paper sets out two proposals for reform in this area and are listed below:

- 1. Review the current provisions, to make the public consultation requirements more flexible, and to make other simplifications and improvements that may be identified, or*
- 2. Give responsibility to the Boundaries Commission to regularly review the internal structure of councils, including council representation (e.g. the number of elected members) and nature of representation (e.g. ward vs area councillors) as is appropriate for each community. This would be done on a cost recovery basis for each council.*

It is the intention by the Government that a Bill in response to the Local Government reform proposals would be passed through Parliament mid-2020 and as such may see the Town of Gawler affected by transitional arrangements under this Section of the LG Act.

Council Staff will continue to investigate this matter and an update will be provided at a future Council meeting.

3. Boundary Reform Considerations

An internal working group comprising Council Staff from key functional areas has been established to undertake a review and analysis of potential boundary changes (Administrative or General).

The analysis undertaken by Council Staff included consideration of the following:

3.1 Community of Interest

Core to the Commission's consideration of a proposal will be how it supports 'Communities of Interest'. The Commission has provided guidance relating to the formulation of proposals that seek to identify and support communities of interest, which is provided below:

- a. *Similar interests are important for groups that have been represented together because of their close geography or social and economic interests. Factors contributing to a sense of community included shared interests and shared use of community facilities.*
- b. *Is there a sense of belonging or stronger community connection with the area which can be clearly defined?*
- c. *Identify common interests that would be likely to benefit from the proposal, such as economic, social, heritage, cultural and recreational.*
- d. *Consider the functional relationships and whether the proposal meets the community's needs, for example, use of services, road and transport links, shopping etc.*

Taking into account the above considerations/principles, Council Staff have endeavoured to portray what a Gawler community of interest exemplifies as demonstrated below:



Figure 2: Community of Interest Framework

As identified through the above diagram, there are many factors which contribute towards the recognition of a community of interest, some of which are tangible and easy to identify/measure and others which are more difficult to substantiate, although intangible are still felt through the community, and are equally important.

While it is acknowledged that Gawler is a regional service centre for the wider region, it is clear that Gawler's community of interest extends well beyond its current boundary. It is also important to consider and plan for future communities of interest which are anticipated to come to fruition over the next 20-30 years and likely to be more than double our existing population. People living in the surrounding Council areas will continue to be drawn to the Town of Gawler for reasons including to utilise Council's open space, facilities and events.

Council Staff have endeavoured to provide a snapshot below of some of the services provided by Council and their utilisation rates from members of the community which reside outside of Council's boundary.

1. Approximately 50% of Learn to Swim students reside outside of Gawler,
2. 7 schools outside of the Gawler LGA utilise the Aquatic Centre for DECD swimming lessons
3. 46% of students who participated in DECD swimming lessons attend schools outside of the Gawler LGA.
4. 36% of Aquatic Centre season pass members reside outside of Gawler,
5. 33% of Gawler library members reside outside of Gawler.

The above figures highlight that the Town of Gawler services a catchment which extends well beyond our existing boundary. Taking this information into account, it is considered imperative that an identified community of interest is adequately represented within a community in which they consider themselves a member of.

From a service perspective, the Town of Gawler remains the primary service centre for the region, with approximately 560 rate paying businesses located within the Town. These businesses are scattered throughout the Town in a number of shopping and service precincts with the most predominate being:

1. The Town Centre & Adelaide Road Precincts
2. Gawler Green Shopping Centre
3. Gawler Park Home Maker Centre
4. Light Industry Zone in Willaston

In regards to recreation facilities, the Gawler Open Space, Sport and Recreation Plan (GOSSRP) already takes into consideration a more regional context due to the vicinity of areas such as Hewett and Roseworthy and the likely pressures these growth areas are likely to place on the Gawler township.

Concerning facility provision, Gawler has the two court Gawler Sport and Community Centre, the Starplex at Trinity College (located on private school land) which has four courts, a 25 metre indoor pool and theatre, and the 50 metre outdoor Gawler Aquatic Centre. In addition to these built facilities, it has Essex Park/Showgrounds and adjacent river parklands which is a 16 hectare sports precinct that includes linear trails. There are eight council owned district level facilities in the region and a further six located on private or school grounds.

The Gawler Aquatic Centre is at its end of useful life having served local and regional communities since it opened its door in 1962. In 2016-2017 Council undertook a feasibility analysis to allow a high level understanding of the future provision of an aquatic facility within Gawler for not just local residents but the regional community that have been its customers.

Council is in the process of developing Master Plans for two key recreation precincts: the Karbeethan Reserve Master Plan and the Essex Park and Gawler Showgrounds Regional Sporting Precinct Master Plan, with the latter taking into consideration the regional Aquatic Centre. Planning for these significant recreational precincts is not just to serve Gawler rate payers but the wider region. Not only is it important that Council has the capacity to provide for its immediate community, it is important that those broader communities who have a vested interest are able to participate in the planning process and are appropriately represented when decisions are made

3.2 Regional Economic considerations

Peri-urban communities such as Gawler are in a unique position as they are located in the landscape that delineates both city and country. Gawler is recognised by the South Australian and Australian Governments as both metropolitan and regional, depending on the context. For example, Gawler is considered regional for federal regional infrastructure funding however, it is considered metropolitan for federal arts funding. According to the South Australian Government, Gawler sits within SA Health's regional Barossa Hills Fleurieu Local Health Network, however is considered metropolitan from a planning perspective.

The Town of Gawler has strong strategic alliances with neighbouring Councils that form part of the Barossa, Light and Lower North region (as defined by the State Government) namely The Barossa Council, Light Regional Council and Adelaide Plains Council. These alliances are evident across all tiers of government and include Regional Development Australia Barossa, Gawler, Light and Adelaide Plains, and the Barossa Regional Procurement Group. Furthermore, those areas close to Gawler, including the lower north, use Gawler as a regional business and services centre and have strong social connections.

It is for the above reasons that Council has been advocating to the Local Government Association and the State and Federal Governments that the Town of Gawler is most strategically aligned with its regional partners and should therefore be defined as a regional local government area as located within a peri urban setting.

Council Staff have had due regard for Council's position on this matter and has considered potential boundary adjustments from a regional perspective as the economic and regional development benefits could be far reaching for the region.

Within the region there are three distinct strategic economic driver categories and associated industries:

1. Agriculture and Horticulture
2. Viticulture; and
3. Services and other economic sectors.

In considering potential boundary changes, Council Staff have had due regard for the importance of protecting and maintaining the above industries for the benefit of the region.

Agriculture

The Light Regional Council and the Adelaide Plains Council areas are mostly rural in nature, with small townships distributed throughout these Council areas. Rural land is used largely for farming, particularly grain growing (wheat, barley and oats) and sheep grazing as well as horticulture being predominant along the Gawler River in the Adelaide Plains Council.

Viticulture

Viticulture is an important industry within the Barossa Council and the Light Regional Council.

It is understood that the Barossa Council is having regard to the Barossa Geographical Indication (GI) Zone in its boundary reform considerations. The GI is an official description of an Australian wine zone, region or sub region and the GI system is designed to protect the use of the regional name under international law and is governed by the GI Committee, overseen by Wine Australia. As can be seen from Map 4 (Attachment 4), the Barossa GI Zone encompasses a significant area. There are two distinct wine regions – Barossa Valley and Eden Valley. Sections of Gawler, Hewett, Roseworthy as well as the entire suburbs of Kalbeeba and Concordia are included within the Barossa GI Zone.

The Barossa Council's intent to protect its viticulture industry is acknowledged.

The coverage of the Barossa GI Zone across current Gawler township areas, Hewett and the new Concordia urban area is something that should be further reviewed relative to the fact that the GI should not contain significant urban areas, either current or proposed. How and when the GI should be changed will need to be subject to further consideration to which feedback from Council Members would be appreciated.

Services and other economic sectors

It is important that any potential boundary changes strengthen Gawler's position as a regional service centre to the lower mid north servicing an existing catchment of 110,000 people and growing. Noting that this catchment will increase over the coming decades there is a need to ensure that Council has the capacity to deliver services and infrastructure for its community of interest and the wider region.

Boundary Reform collaboration

In accordance with Council resolution 2019:05:COU207, Council wrote to the Barossa and Light Councils giving notice of its intention to submit a Stage 1 Proposal (**Attachment 2**). Subsequently, a meeting was held with respective Mayors and CEOs of Gawler and Barossa Councils to discuss the matter further.

Council Staff are endeavouring to arrange a further meeting of the respective Mayors and CEO's to further discuss the matter of boundary reform collectively, including further exploring the potential to enter into a cost sharing arrangements in regards to any potential investigations. Consequently, it is proposed that Council again write to all adjoining Councils seeking their cooperation in regards to boundary reform and agreement to progress discussions in this regard in the best interests of all communities concerned.

3.3 Infrastructure, Resources and Planning

While the population of the Town of Gawler LGA is approximately 23,000, Gawler services a regional catchment in excess of 110,000 people, who rely upon the general and social services provided in the Town. The Town of Gawler delivers and is continually planning for improved services and facilities which benefit this regional catchment.

Council invests heavily in servicing and representing its community and the region. It is continually striving to improve and contribute towards the town's economic and environmental sustainability, the social and recreational services it provides and as a whole realise the collective vision within our Community Plan, which is to create "a liveable cohesive, active, innovative and sustainable community".

The existing and planned areas located on the immediate periphery of the Gawler LGA form or will form a natural extension to the Town of Gawler. Due to location, these communities do and/or will rely upon the services and infrastructure provided by and within the Town of Gawler.

We have existing communities (e.g. Hewett) and imminent communities (e.g. Concordia) which do (or will) consider themselves as part of Gawler in many ways. With boundary reform comes the opportunity to include both Hewett and Concordia, as well as other areas in a strategic and holistic way of planning for the future of our community. A planned, organised way forward is preferred rather than a "tacked on" approach as has sometimes been the experience of the past which assumes that the existing township (Gawler) can essentially absorb the new community and service its residents sufficiently. A planned approach will alleviate any perceived pressures on Council by providing additional capacity that enables services and infrastructure to be created and enhanced in line with community needs.

Amongst others things, greater integration can often be found in the areas of hard infrastructure, social infrastructure, open space, connectivity and walking and cycling trails.

In addition to the above, further efficiencies can be realised and appreciated by the private sector through consistent policies and procedures. Often differences exist between development and council policy and procedures that are applicable to areas which are essentially identical in nature and adjacent to one another.

The Town of Gawler in this regard can create efficiencies, seek greater integration with a town in which this community will consider themselves apart of and as a result engender greater confidence in the market and seek to promote more opportunity for investment and job creation.

3.4 Administrative factors

Split properties

There are 16 rateable properties that are situated in both the Town of Gawler and a neighbouring local government area. These property owners receive rate notices from both councils for the portion of land situated in each council area, in addition property owners are required to obtain development approval from both councils in instance where they wish to undertake development. This is not only inefficient from a government administration perspective, it also adds an additional complexity that is not in the best interest of residents and rate payers.

While the above properties clearly fall within the criteria of an Administrative Proposal being "*to correct an anomaly that is, in the opinion of the Commission, generally recognised e.g. where the boundary intercepts one or more privately owned properties*", Council Staff considered that this was an opportunity to re-align the Council boundary area to a roadway rather than a property boundary. Specific instances are described in in sections 4.5-4.8.

Bringing Suburbs together

As can be seen in Map 1 (**Attachment 4**) the suburbs of Evanston Park, Bibaringa, Uleybury and Hillier intercept the City of Playford, Reid intercepts Light Regional Council and Springwood intercepts The Barossa Council.

From a community of interest and service delivery perspective, there is benefit in the incorporation of full suburbs within one Council boundary area. Specific instances are discussed further in sections 4.5-4.8.

3.5 30 year plan for Greater Adelaide (Urban Growth Boundary)

Developed by the State Government, this Plan (first published in 2010 and updated in 2017) provides a vision for how Greater Adelaide would function in 30 years' time with the following objectives:

- a. Maintain and Improve Liveability;
- b. Increase Competitiveness;
- c. Drive Sustainability and resilience to Climate Change.
- d.

The Plan details future urban growth areas as well as an Urban Growth Boundary – Planned Urban Lands to 2045 is outlined in Map 2 – Urban Growth Boundary in **Attachment 4**. As can be seen from Map 2, the Planned Urban Growth Boundary extends beyond Council's boundary to Roseworthy, Hewett, the Concordia Growth Area, and sections of Hillier, Kalbeeba and Gawler Belt.

3.6 Local Government Act 1999 Section 26 – Principles

As outlined above, the Commission should take into consideration the Principles specified in Chapter 3, Part 2, Division 3, Section 26 of the Act (read in conjunction with the *Local Government (Boundary adjustment) Act 2017*), as follows:

(1) The Commission should, in arriving at recommendations for the purposes of this Chapter (but taking into account the nature of the proposal under consideration), have regard to—

(a) the objects of this Act; and

(b) the roles, functions and objectives of councils under this Act; and

(c) the following principles:

(i) the resources available to local communities should be used as economically as possible while recognising the desirability of avoiding significant divisions within a community;

(ii) proposed changes should, wherever practicable, benefit ratepayers;

(iii) a council should have a sufficient resource base to fulfil its functions fairly, effectively and efficiently;

(iv) a council should offer its community a reasonable range of services delivered on an efficient, flexible, equitable and responsive basis;

(v) a council should facilitate effective planning and development within an area, and be constituted with respect to an area that can be promoted on a coherent basis;

(vi) a council should be in a position to facilitate sustainable development, the protection of the environment and the integration of land use schemes;

(vii) a council should reflect communities of interest of an economic, recreational, social, regional or other kind, and be consistent with community structures, values, expectations and aspirations;

(viii) a council area should incorporate or promote an accessible centre (or centres) for local administration and services;

(ix) the importance within the scheme of local government to ensure that local communities within large council areas can participate effectively in decisions about local matters;

- (xi) residents should receive adequate and fair representation within the local government system, while over-representation in comparison with councils of a similar size and type should be avoided (at least in the longer term);*
 - (xii) a scheme that provides for the performance of functions and delivery of services in relation to 2 or more councils (for example, a scheme for regional governance) may improve councils' capacity to deliver services on a regional basis and therefore offer a viable and appropriate alternative to structural change; and*
 - (d) the extent and frequency of previous changes affecting the council or councils under this Chapter or the repealed Act.*
- (2) The Commission should, so far as is relevant, give preference to structural changes that enhance the capacity of local government to play a significant role in the future of an area or region from a strategic perspective.*

The above Principles emphasise the importance of ensuring that boundary changes enhance the capacity of local government within the area to continue to deliver results to local communities in a more strategic and effective way.

As outlined in Section 1 above, any Stage 1 Proposal will provide reasons why Council considers boundary change as the best option with reference to the Section 26 Principles. Each area considered relevant for boundary change as per the commentary below has had close regard to the Principles as prescribed.

3.7 Geographical areas for review

Having due regard to the factors outlined above, Council administration determined that the key rationale to be applied in Council's deliberations when considering potential boundary adjustments are:

- a. The Gawler Township has and will continue to function as a Regional Service Centre to the lower mid north servicing a population in excess of 110,000 people and growing.
- b. As development occurs immediately adjoining the current Town of Gawler boundary the equity of residents living adjacent our borders utilising the Gawler community's services needs to be addressed to provide Council with capacity to provide quality infrastructure and services to its community of interest and the region.
- c. Future generations forming part of the Gawler community in real and functional terms should have equal and appropriate representation in local decision making rather than being governed by distant entities.
- d. The formation of a community that is based on collective responsibility and engagement are the foundations on which a community that is harmonious and sustainable will flourish.
- e. Coordinated local governance (including but not limited to urban development expansion) by one entity as opposed to potentially four separate local government bodies influencing the Town of Gawler will ensure more coordinated decision making, the most cost effective provision of services and best facilitate investment to drive job creation and economic prosperity for the region

Council Staff concluded that the following geographical areas warranted further investigation pertinent to boundary reform as a result of the following considerations:

- a. Communities of Interest
- b. Alignment of council boundary to the State Government's Urban Growth Boundary
- c. Administration and governance - Remove property boundary interceptions and/or realign boundaries so that entire suburbs are included

Table 1: Geographical areas of interest

Basis for potential boundary change			
Geographical area	Community of Interest	Urban Growth Area	Administrative
Concordia	x	x	
Hewett	x		
Kalbeeba	x	x	x
Gawler Belt	x		
Evanston Park	x		x
Reid	x		x
Hillier	x		x
Bibaringa	x		x
Uleybury	x		x
Roseworthy	x	x	
Buchfelde	x		
Gawler Airport	x		

4. Council Administration Analysis

4.1 Concordia

Barossa Valley Character Preservation District

Approximately two thirds of Concordia falls under the Barossa Valley Character Preservation District. This area is protected by the *Character Preservation (Barossa Valley) Act 2012*.

This means that the special character of this district is recognised and protected. As a result, the creation of residential development in the rural areas of this district is restricted. This is in order to halt urban sprawl to the north of Adelaide, thereby seeking to provide for continued viable farming and primary production activities.

The special character of the district has been considered in terms of the following five character values identified in the legislation:

- a. Rural and natural landscape and visual amenity
- b. Heritage attributes
- c. Built form of the townships
- d. Viticultural, agricultural and associated industries
- e. Scenic and tourism attributes.

The remaining Concordia land situated outside of this District is referred to as the Concordia Growth Area and has been identified as a future urban area within the 30 Year Plan for Greater Adelaide as well as within the Urban Growth Boundary (Map 2, **Attachment 4**).

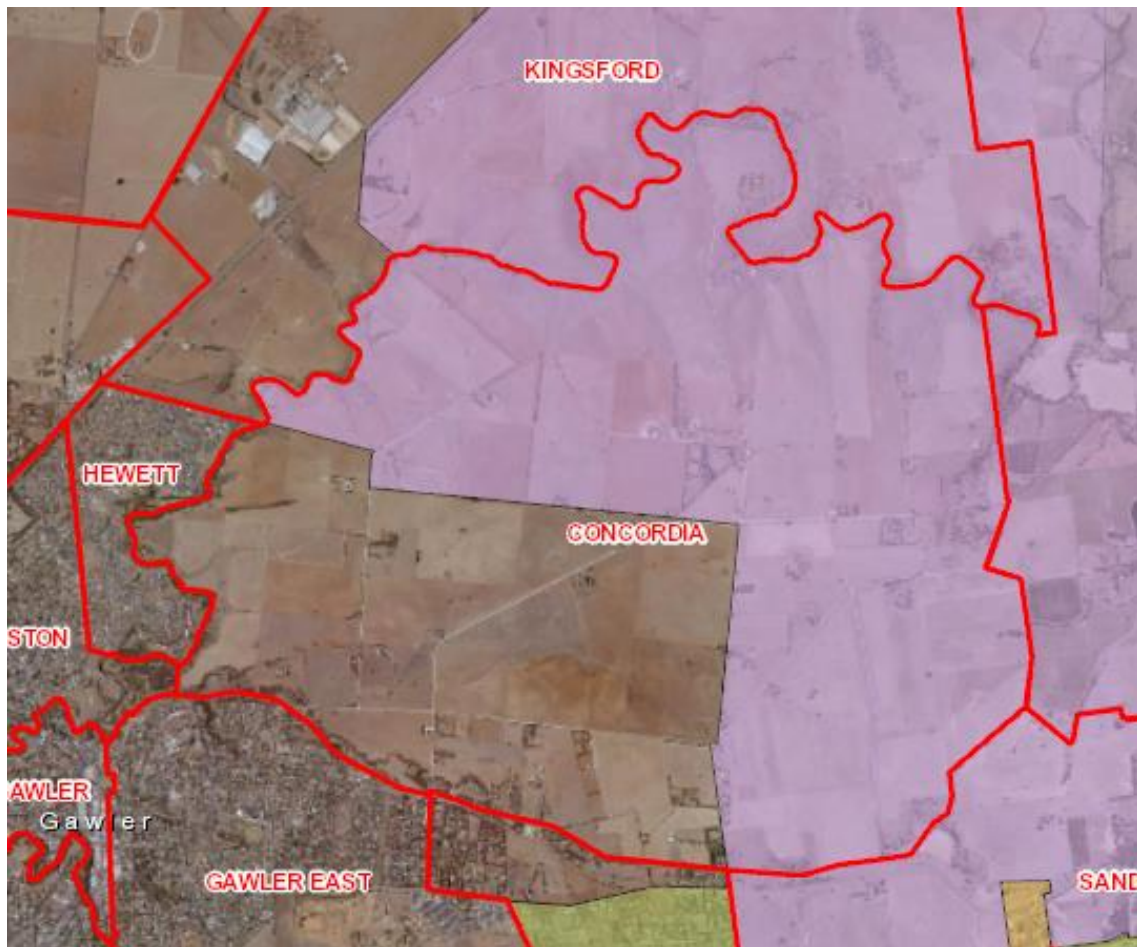


Figure 3: Purple area identifies the Barossa Character Preservation District

Concordia Growth District

The Concordia Growth Area is approximately 984 hectares in size and is bound by the north para river to the north-west, the Town of Gawler LGA to the south-west. At its closest point, the land is only 730m from Murray Street within Town of Gawler. In contrast, the land is more than 9km from Lyndoch, the closest township within the Barossa Council. Further to which Concordia is located up to 30km from Nuriootpa which is where the Barossa Council office is located. The land has the capacity to accommodate in the order of 9785 lots/dwellings and approximately 20,000 people in a master planned community that will form a natural extension to the existing township of Gawler.



Figure 4: Concordia proximity to Gawler - Source: <https://concordialand.com.au/concordia-and-gawler/>

Taking into consideration community of interest and urban growth factors, Council Staff have focussed its considerations on the Concordia Growth Area which is recommended to be part of Gawler while it is recommended that the Concordia Character Preservation District is not pursued as part of this boundary change proposal.

The Concordia Land Trust controls approximately 612 hectares of land within Concordia, which represents 63% of the Growth Area. Concordia Land Management is pursuing the re-zoning of the Concordia Land and its vision is to:

“Create for Concordia, a master planned, resilient community with an urban form and morphology that captures and preserves the verdant, natural character of the Gawler hills, blended with the unique, historic and community identity of the existing Gawler Township. Concordia will form a logical, natural and sequential extension to the existing Gawler Township, will maintain and enhance the primacy of the Gawler town centre to fulfill its latent potential as a true regional city and will retain the Barossa’s important primary production function and unique landscape character”².

Furthermore, Concordia Land Management states that:

“Concordia will strengthen Gawler’s future as a leading regional centre, offering residents the very best in contemporary health care, education, government services and shopping choice.

Just 730 metres from the retail heart of this historic rural town, Concordia will provide the missing piece of the Gawler town-planning puzzle within the prescribed Urban Growth Boundary for Metropolitan Adelaide.

Overtime, the site will transform into a master planned, resilient community with an urban form and morphology that captures and preserves the verdant natural character of the Gawler Hills, blended with the unique historic and community identity of the existing Gawler Township.”³

² <https://concordialand.com.au/> 7 August 2019

³ <https://concordialand.com.au/concordia-and-gawler/> , 7 August 2019

It should be noted that Concordia Land Management acknowledges that *“the location and positioning of the Concordia Growth Area, being both an extension of Gawler and a gateway to the Barossa, places it in a unique position to potentially address the needs of the local economies in the region, and strengthen both the Gawler and Barossa economies.”*⁴

It appears that, due to the planning reforms currently underway (implementation of the *Planning Development and Infrastructure Act 2016*) the original goals for the sites development set in place by Concordia Land Management have been affected, as a result and now new avenues for progressing the development are being sought.

The *Urban Renewal Act 1995* (the Act), permits the Minister for Housing and Urban Development to declare a specified area as a ‘Precinct’. More specifically, the *Urban Renewal Act 1995* establishes a process for the:

- a. declaration of a Precinct,
- b. the establishment of the Authority, including the need to establish Panels,
- c. the development of the Precinct Master Plan and Precinct Implementation Plan,
- d. the need for consultation, and
- e. identifying specific roles and inputs from the local Council.

A Precinct Authority is appointed by the Minister and pursuant to the Act can be:

- a. the Urban Renewal Authority;
- b. another statutory corporation constituted pursuant to the Act;
- c. a Council; or
- d. a Council Subsidiary.

At the 28 May 2019 Council Meeting, Council were provided with an update report on this matter and resolved the following:

RESOLUTION 2019:05:COU177

Moved: Cr C Davies

Seconded: Cr N Shanks

That Council:-

1. *Note the information report regarding the Concordia Precinct Authority Issues Paper adopted by the Barossa Council.*
2. *Note that the Mayor has written to the Minister pertaining to the Concordia Precinct Authority and an acknowledgment letter has been received. A detailed response has not yet been received. Further, that the CEO and Manager Development, Environment and Regulatory Services have following, Council’s last consideration of this matter, met with representatives of the Department of Planning, Transport and Infrastructure, the principal developer within the Concordia area and Barossa Council.*
3. *Note that it is understood that a draft Business Case relative to the formation of the Precinct Authority has been presented to the State Government and that following the above meeting held the Town of Gawler has been advised that it will be consulted in regards to the Business Case. Legislatively it is only the constituent council (i.e. the Barossa Council) who would have otherwise been consulted.*
4. *Request ongoing updates relating to the Concordia Growth Area as information comes to hand.*

⁴ <https://concordialand.com.au/concordia-and-the-barossa/>, 7 August 2019

The report reiterated that the Barossa Council has resolved to support having an independently appointed board and a proposed Precinct Governance Framework, based on membership recommendations from the Minister and The Barossa Council as the two main stakeholders, provided that the framework offers appropriate 'touch points' for the Council to provide input.

Council Staff have reviewed the proposed Precinct Governance Framework developed by Concordia Land Management and have written to the Barossa Council, Concordia Land Management and the Minister for Planning highlighting our concerns. The information available to Council, has recommended that the Town of Gawler have representatives on a proposed Community Reference Panel and Infrastructure Panel, however, the Council has expressed its desire to be involved in all discussions pertaining to the establishment of a Precinct Authority, its subsequent membership and the development of any Business Case.

Council's comments have been acknowledged by the Minister for Planning, who stated that direct consultation with Council will occur prior to a final decision regarding the matter being made.

Barossa Council position relating to Concordia

The Barossa Council has been firm in its position that Concordia should remain its Local Government Area, with the following statement made by Mayor Lange in correspondence received in May 2019 (**Attachment 3**)

"Council has clearly stated it understands any development in Concordia has a wider regional impact and opportunity. It has also clearly articulated to the Minister, Department and developer overtime that Concordia is part of the Barossa Valley "GI" and the gateway to the iconic southern Barossa and thus planning and governance of the area must rest with the community empowered and best placed to understand the Barossa Valley, its brand and its multiple generations of history. Importantly Concordia also has a natural barrier to our regional town centre being Gawler and this provides a clear separation of our rural and regional heritage and lifestyle in South Australia and the regional town centre of Gawler."

Due to location, the Concordia community will heavily rely upon the services provided by and within the Town of Gawler. Via consolidation of this land into the Town of Gawler, economic efficiencies will be achieved as Council already delivers a significant number of services (library, administration centre, community centres etc.). Whereas, if the Barossa Council choose to develop Concordia as a standalone township, it will not deliver a truly integrated community and result in the duplication of services being provided less than 1km away and a range of economic inefficiencies.

George Giannakodakis, managing director of Adelaide planning firm Infraplan, highlights the role that regional and country townships such as Gawler can play in limiting Adelaide's urban expansion: *"Greenfields development as part of township expansions or on large tracts of reclaimed land should not be discounted from these arguments. Indeed, some townships, such as Gawler offer internal social and physical infrastructure capacity that can support a level of urban expansion without a significant impact on budgets; offer affordable house and land packages at a mixture of densities and can contribute to revitalising town centres."*⁵

Town of Gawler has a greater capacity to support and service a growing community whereas a new stand-alone community would require significant investment in infrastructure and resources, of which the timing is likely to be out of synch with community desires. If Concordia is integrated within the Town of Gawler, this will allow government and the private industry to generate efficiencies in every sense as the community seen as one.

⁵ <http://indaily.com.au/opinion/2016/02/10/why-capping-adelaides-urban-sprawl-is-good-for-everyone/>

A high level financial analysis has been specifically undertaken for the Concordia Growth Area, which is provided in Section 5.2. The proposed area for inclusion within the Town of Gawler is shown as **Area 1 of Map 5 (Attachment 4)**.

4.2 Hewett

The suburb of Hewett commenced development in the early 2000's and is approximately 144 hectares in size and comprises in the vicinity of 900 homes and 2,500 residents. Although Hewett is now almost entirely urbanized, there remains several pockets which are yet to be developed.

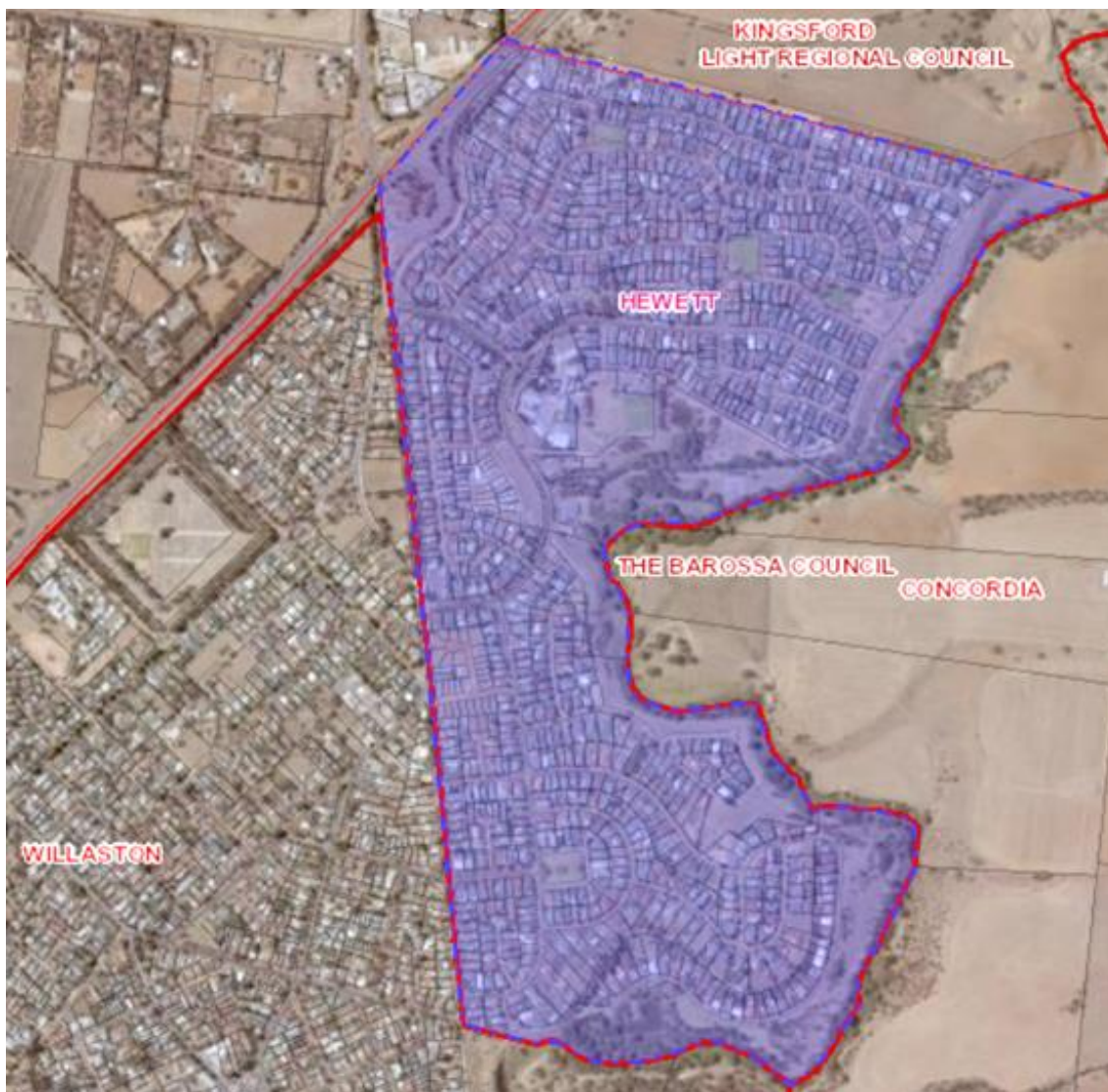


Figure 5: Hewett suburb shaded in purple

Situated in the Light Regional Council, Hewett is located in excess of 30 kilometres from Light Regional Council's principle service centre of Kapunda. In comparison, Hewett is located adjacent the suburb of Willaston and just 2 kilometres from the Gawler Town Centre.

Although the Light Regional Council have not formally responded to Council's letter sent on 3 June 2019 regarding Boundary Reform, the following statements were made by Mayor O'Brien and published in the Bunyip on 29 May 2019.

"What I would like to know is what evidence there is that our residents want this to happen".

"We're elected to represent our residents of our region, and they'll guide us as to what they want us to do."

"We haven't heard from any circle at all, at any time that they (residents in Hewett and Gawler Belt) want to shift Councils."

"We don't want to argue with our neighbouring Councils and I know (Local Government Minister Stephan Knoll) is keen on boundary reform."

"We're certainly open to sensible suggestion of small area which could be swapped or moved; that's fine."

"A change of the nature which is being proposed here is, to our way of thinking, just totally out of question."

While Mayor O'Brien's comments are noted, due to its proximity and location, Hewett forms a natural extension of Gawler, and has inherently become part of the township. Hewett residents utilise and enjoy the services and infrastructure provided by the Town of Gawler. The proposed inclusion of Hewett within the Town of Gawler through boundary realignment provides a dual benefit in that Gawler would realise additional capacity to deliver services and infrastructure, and the residents of Hewett would have a strong voice in the community regarding the delivery of services and infrastructure, in their greater and wider community.

A high level financial analysis has been specifically undertaken for Hewett which is provided at Section 5.1. The proposed area for inclusion within the Town of Gawler is shown as **Area 2 of Map 5 (Attachment 4)**.

It is proposed that should Elected Members determine that Hewett is to be considered as a future suburb of Gawler, that further analysis is undertaken prior to submission of a Stage 1 Proposal.

4.3 Kalbeeba (including Springwood)

The suburb of Kalbeeba is largely zoned to accommodate primary production activities. However there are two sections of the suburb which are zoned otherwise (Rural Living and Residential) and directly abut the Town of Gawler. The pockets accommodating Rural Living are considered communities of interest primarily due to their proximity as they form an extension to Gawler East. In addition, this area is divided by Calton Road and the northern section falls within the urban growth boundary. It is unknown to staff why the section south of Calton Road currently utilised for Rural Living is excluded from growth mapping.

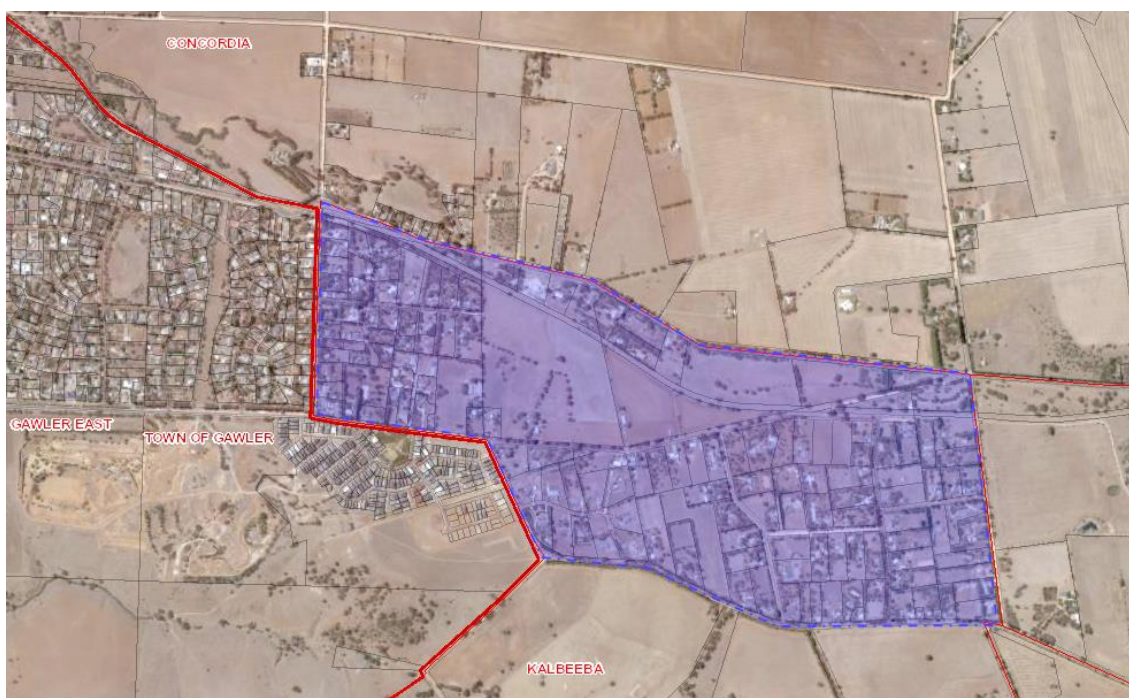


Figure 6: Kalbeeba area of interest outlined within red border

Taking into consideration the key principles above, Council Staff recommend that the above section of Kalbeeba be included within Council's Boundary Change Proposal.

This potential boundary change will impact 147 properties situated in the Barossa Council.

A high level indicative financial analysis has been undertaken for Kalbeeba and incorporated within Section 5.3 (**and separately referenced within Attachments 5 & 6**). The proposed area for inclusion within the Town of Gawler is shown as Area 3 of Map 5 (**Attachment 4**).

It is proposed that should Elected Members determine that Kalbeeba be considered as a future suburb of Gawler, further analysis be undertaken prior to the submission of a Stage 1 Proposal.

Springwood

The other section of Kalbeeba which is zoned residential is part of the Springwood Development. The vast majority of the Springwood development resides within the Town of Gawler's local government boundary, with the exception of approximately 20% of the land area, which resides within the Barossa Council LGA. Due to its terrain and accessibility, it is anticipated that the land situated within the Barossa Council will accommodate approximately 130 allotments.

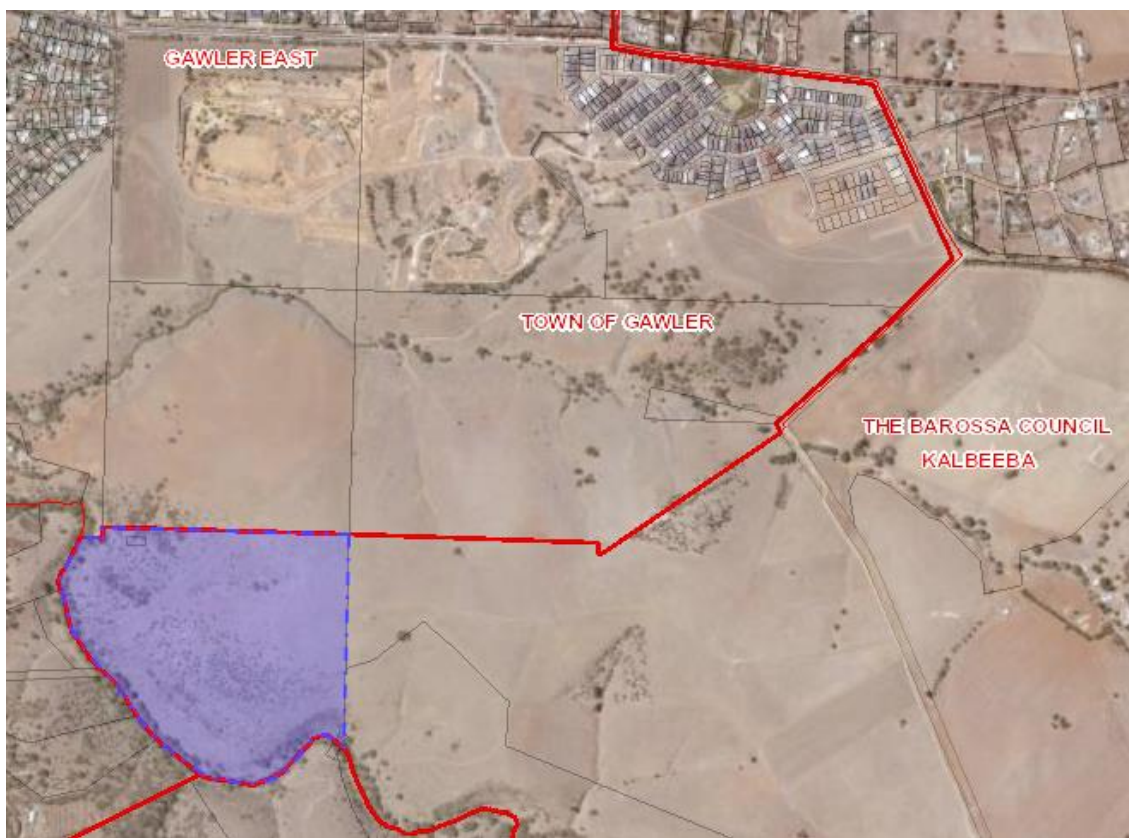


Figure 7: Kalbeeba (Springwood) area of interest shaded in purple

In regards to the Springwood development, The Barossa Council has authorised its CEO to commence discussions with Town of Gawler in regards to a potential boundary adjustment as outlined in the following resolution from the 16 April 2019 Barossa Council meeting.

GAWLER EAST - TRAFFIC INTERVENTIONS AND COMMUNITY INFRASTRUCTURE DEED AND LAND MANAGEMENT AGREEMENT
B1723

Author: Director Development and Environmental Services

MOVED Cr de Vries that Council;

- (1) Advise the Town of Gawler that Council does not support signing the Traffic Interventions and Community Infrastructure Deed as drafted.
- (2) Advise the Town of Gawler that it will consider a Community Infrastructure Deed for the collection of developer contributions to support social and community infrastructure and transfer to the Town of Gawler funds collected through an appropriate Land Management Agreement or other legal mechanism, where part 3 of this resolution has not been achieved.
- (3) Authorise the CEO to formally commence negotiations with Town of Gawler to investigate and implement the option to have the land contained within the Springwood development which is in The Barossa Council transferred to the Town of Gawler via a boundary adjustment.
- (4) Advise the Town of Gawler that the identified traffic interventions for Kalbeeba Road and the intersection of Kalbeeba Road/Barossa Valley Way will be monitored over the life of the development and considered for future intervention as deemed necessary by Council and that Council will not contribute funding for any State roads, or costs associated with growth directly attributable to the development.

Seconded Cr Wiese-Smith

CARRIED 2018-22/166

It is understood that Barossa Council's willingness to shift this section of land into the Gawler LGA is part of the reason the Barossa Council has been reluctant to enter into infrastructure deeds with the Town of Gawler and Springwood Communities.

Town of Gawler Staff agree that it be beneficial from an overall governance perspective if this development resided in one LGA and Town of Gawler is best positioned in this regard. This would mostly likely result in better utilisation of resources, efficient development management and will result in a single point of service for residents and commercial operators.

A high level indicative financial analysis has been undertaken for Springwood and incorporated within Section 5.3 (and separately referenced within **Attachments 5 & 6**). The proposed area for inclusion within the Town of Gawler is shown as **Area 3 of Map 5 (Attachment 4)**.

4.4 Gawler Belt

The suburb of Gawler Belt is approximately 1000 hectares in size and as of the 2016 census contains a population of 942 people. The township is located adjacent to the suburb of Willaston (Town of Gawler) and sits within the Light Regional Council.

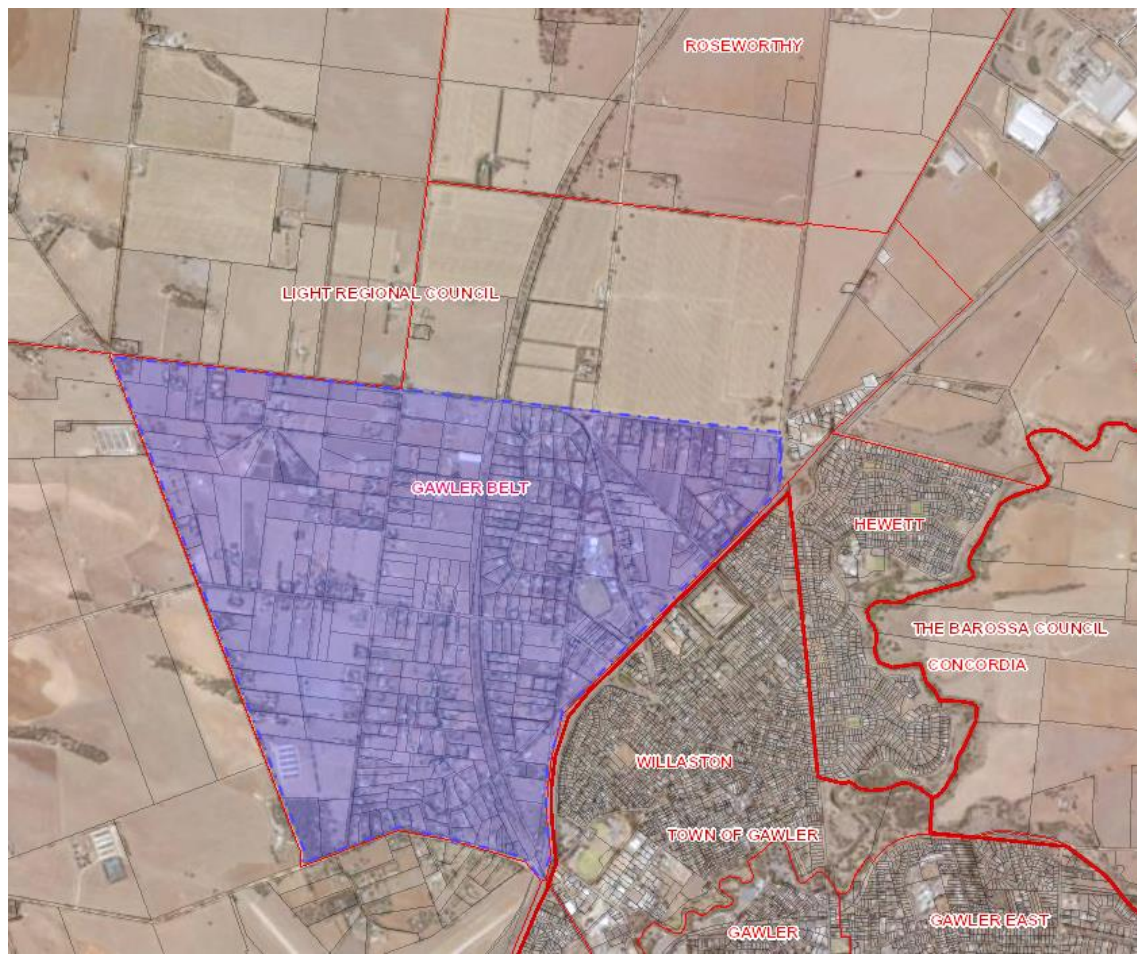


Figure 8: Gawler Belt area of interest shaded in purple

The suburb is zoned largely for Rural Living, however the northern section of the suburb also contains land within primary production, industry zones. In addition a significant amount of the land rezoned to residential as part of the Roseworthy Development Plan Amendment (discussed further in Section 4.9 below) lies within Gawler Belt and is in the urban growth boundary.

Staff consider the suburb of Gawler Belt as a community of interest. There are no public facilities or services located in this area and the community rely heavily upon the Town of Gawler in this regard. Furthermore, Xavier College is located in Gawler Belt and with over 800 enrolments in 2018⁶, provides education to many of Gawler's young people, reflected in the following statement *"We are in partnership with the families in the Gawler and surrounding region, developing and nurturing our young people in a safe, welcoming environment."*⁷

Due to the nature of current land uses (predominantly Rural Living) the impact of the population is not felt as obviously (in comparison to Hewett) within Gawler. This is likely to change as population growth is anticipated to continue in the north of this suburb and the land zoned for residential purposes is occupied.

Staff have identified the Rural Living section of Gawler Belt to be a potential Community of Interest and to be included in the boundary adjustment deliberations. However, the area which lies within the Urban Growth Boundary which was rezoned as part of the Roseworthy DPA should be considered as part of deliberations pertaining to Roseworthy (refer Section 4.9). Council Staff acknowledge that removing the urban growth area from consideration in this instance is inconsistent with the general approach, however in this instance the subject land is largely

⁶ Xavier College, 2018 Annual Report to Community via <http://www.xavier.catholic.edu.au/>

⁷ <http://www.xavier.catholic.edu.au/who-we-are>, 20 August 2019

aligned with Roseworthy and as stated this report provides commentary for why this township is not being considered at this point in time in section 4.9.

Due to proximity, Gawler Belt has been included within Council's considerations relating to stormwater management and has been incorporated into the Draft Gawler and Surrounds Stormwater Management Plan which is currently released for community consultation and anticipated for completion in the 2019/20 financial year. It is understood that there is an absence of formal drainage in Gawler Belt for flood prone areas which would present a level of risk and potential for additional unplanned costs should Gawler Belt be situated within Town of Gawler. There could also be existing infrastructure deeds or agreements related to stormwater management in the Gawler Belt area which could be subject to future investigations. A diagram of the existing flood prone area of Gawler Belt as identified in the Draft Gawler and Surrounds Stormwater Management Plan.

A high level indicative financial analysis has been undertaken for Gawler Belt and incorporated within Section 5.3 (and separately referenced within **Attachments 5 & 6**). The proposed area for inclusion within the Town of Gawler is shown as **Area 4 of Map 5 (Attachment 4)**.

4.5 Evanston Park

Evanston Park is primarily situated within the Town of Gawler, with the remainder of the suburb situated within the City of Playford. The current boundary is an arbitrary line that has been drawn from Alexander Avenue to Potts Road and onto Eckerman Avenue and intercepts 9 properties.

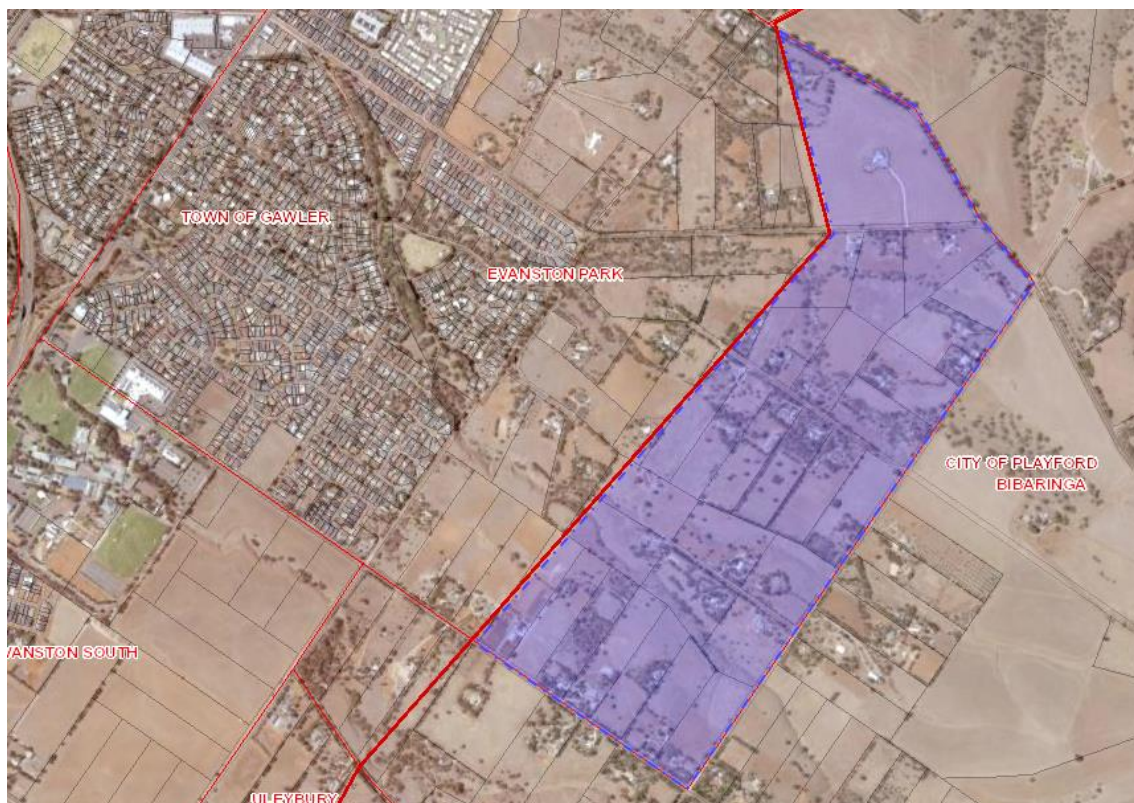


Figure 9: Evanston Park area of interest shaded in purple.

Council Staff considered a boundary change that would realign Gawler's boundary to include all of the land situated in Evanston Park suburb as the most appropriate option, particularly from a Community of Interest perspective.

It should be noted that the Evanston Park land that is located within the City of Playford is within the Hills Face Zone (refer Map 3, **Attachment 4**).

Key objectives of the Hills Face Zone are to:

1. Preserve and enhance natural character
2. Accommodate low intensity agricultural activities and public/private open space

Development undertaken in the Hills Face Zone seeks to not only preserve but also enhance the natural character of the zone or assist in the reestablishment of natural character. The Hills Face Zone is not a residential zone and therefore services provided in urbanised areas will not be provided in this zone. Consequently, development should not be undertaken if it is likely, in itself or in association with other development, to create a demand for such services.

As highlighted above the Hills Face Zone policies are very clear and generally seek to discourage most types of development even more so in areas which lie within the Watershed Policy Area.

The Hills Face Zone is emphasized in the 30 Year Plan for Greater Adelaide as an area to safeguard, "Protect the natural and rural landscape character of the Hills Face Zone and ensure that land uses in this zone contribute to this landscape backdrop and area of significant biodiversity". It would be assumed that irrespective of which Council was the authority of this area of Evanston Park it would remain within the Hills Face Zone.

This potential boundary change will impact 24 properties currently situated within the City of Playford. The proposed area for inclusion within the Town of Gawler is shown as Area 5 of Map 5 (**Attachment 4**). A high level indicative financial analysis has been undertaken for Evanston Park and incorporated within Section 5.3 (and separately referenced within **Attachments 5 & 6**).

4.6 Reid

A section of the suburb of Reid falls into the Light Regional Council. The area is bounded by the Gawler Bypass to the west and the Gawler River to the south and east as can be seen from the map below. This area falls within a Rural Living Zone and is subject to flooding due to its proximity to the Gawler River.

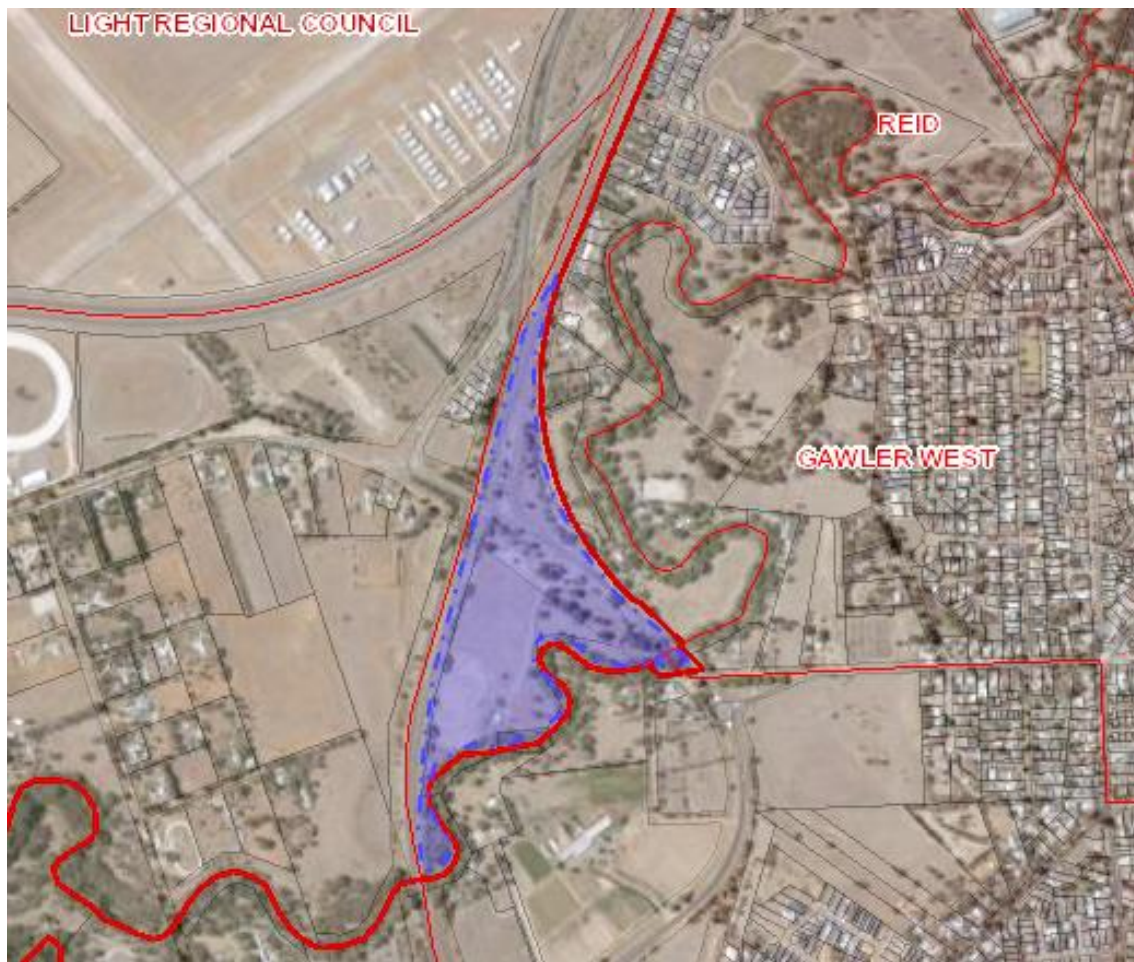


Figure 10: Reid area of interest shaded in purple.

Consequently this presents a potential risk to Council, however Council Staff are of the view that Council should be consistent in its approach to suburb re-alignment and seek to realign the boundary to the Gawler Bypass. It should be noted that Council, from an efficiency perspective is already in effect undertaking minor operational works in parts of this area and therefore this boundary change would formalise existing arrangements. Most relevant is the defined boundary traverses Paternoster Road multiple times placing sections within the ownership of the Town of Gawler and Light Regional Council. Historically the Town of Gawler has maintained the roadway in both LGAs, albeit the most recent roadway upgrades have been funded by adjoining land developers in Reid as part of external infrastructure provision negotiations.

The proposed area for inclusion within the Town of Gawler is shown as **Area 6 of Map 5 (Attachment 4)**. A high level indicative financial analysis has been undertaken for Reid and incorporated within Section 5.3 (and separately referenced within **Attachments 5 & 6**).

4.7 Hillier

A section of the Hillier suburb falls outside of the Town of Gawler boundary. This section is bounded by the Gawler River to the north, Wingate Road to the east, the Northern Expressway to the west and Angle Vale Road to the south.

The section of Hillier which falls within the City of Playford is bounded by Angle Vale Road, the Gawler River to the north and the Northern Expressway, and lies within Playford's Primary Production Zone. Although similarities to Council's Rural Zone do exist there are considerable differences in terms of objectives and types of activities envisaged.

The suburb of Hillier lies within the growth area within the Urban Growth Boundary (Map 2, **Attachment 4**). Therefore, it is recommended that Council's boundary is realigned to include all of Hillier within the Town of Gawler.

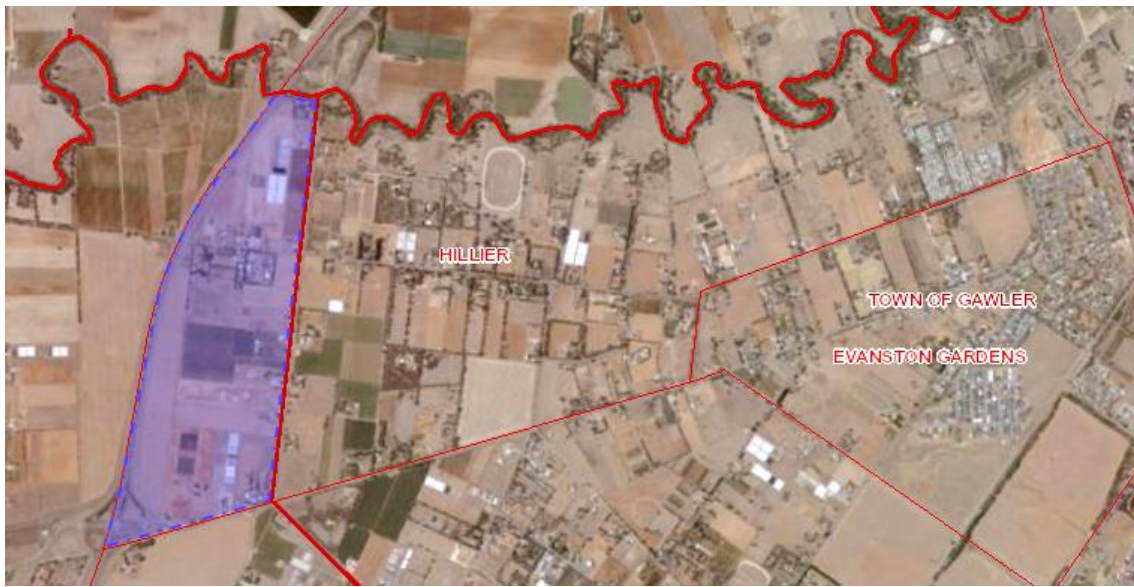


Figure 11: Hillier area of interest shaded in purple.

This potential boundary change will impact 23 properties currently situated within the City of Playford. The proposed area for inclusion within the Town of Gawler is shown **as Area 7 of Map 5 (Attachment 4)**. A high level indicative financial analysis has been undertaken for Hillier and incorporated within Section 5.3 (and separately referenced within **Attachments 5 & 6**).

4.8 Bibaringa and Uleybury

The Town of Gawler contains 4 properties in the suburb of Bibaringa, located within Council's Rural Zone along the eastern boundary. The remainder of Bibaringa falls in the City of Playford with the majority of the suburb being located within their Hills Face Zone.

Additionally the Town of Gawler contains 23 properties in the suburb of Uleybury, also located in Council's Rural Zone along the eastern boundary. The remainder of Uleybury falls in the City of Playford and within their Hills Face Zone.

The current boundary intercepts 1 property in Bibaringa and a further 3 in Uleybury.

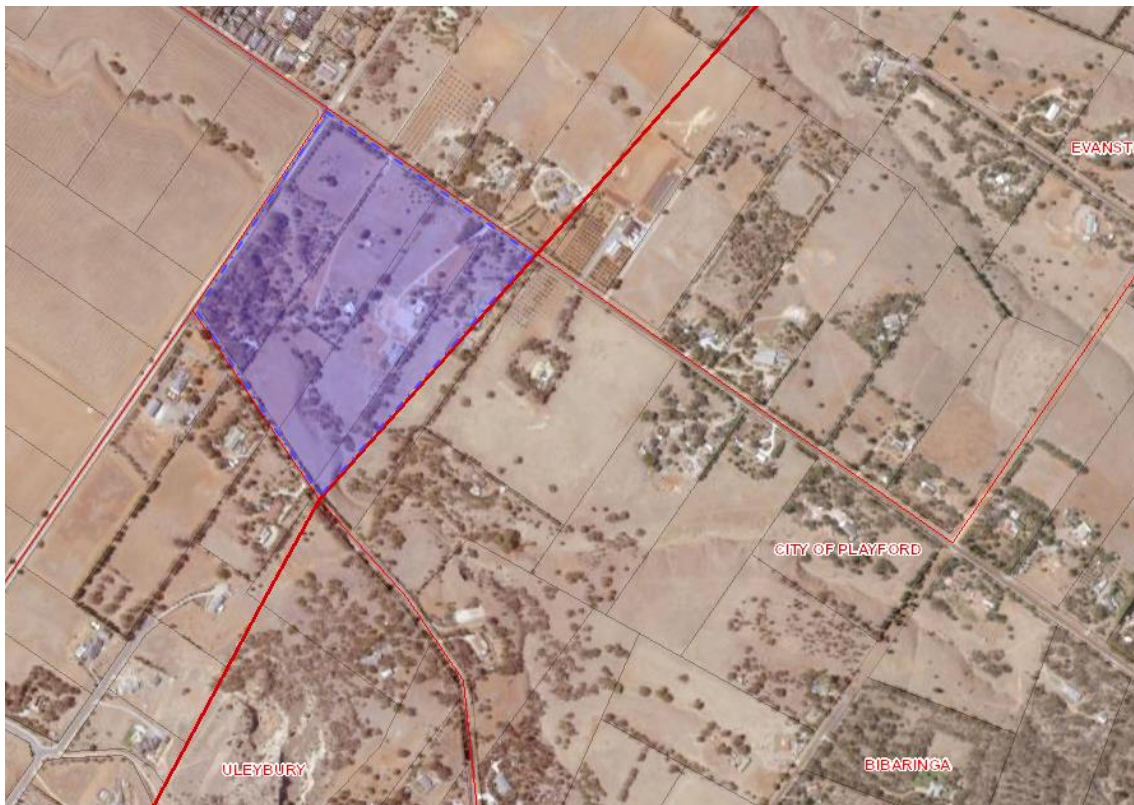


Figure 12: Section of Bibaringa located in the Town of Gawler is shaded purple. Council boundaries are in Maroon.

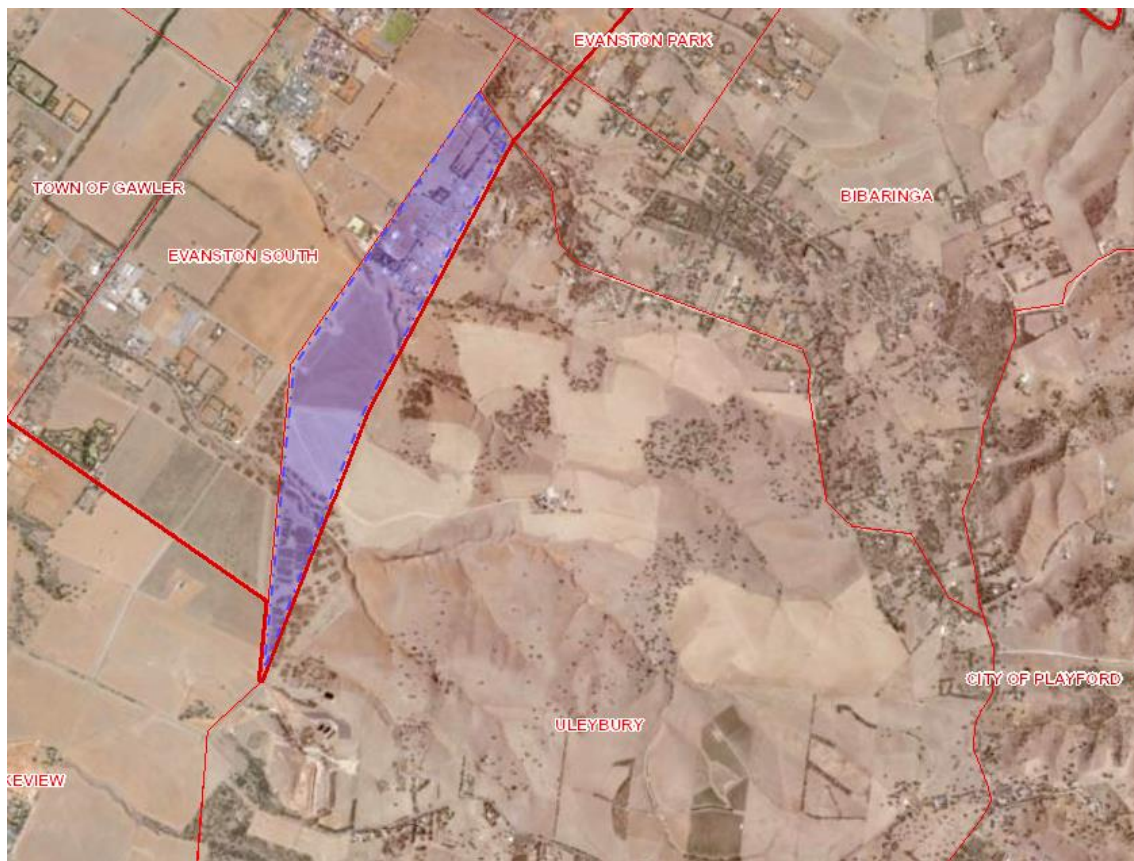


Figure 13: Section of Uleybury located in the Town of Gawler is shaded purple. Council boundaries are in Maroon.

Taking into consideration the factors described in Section 3 above, it is suggested that the above land within Council's boundary be re-aligned so that the all land, situated within Uleybury and Bibaringa be located in the City of Playford, with Bentley Road and Adams Road forming the new boundary. This potential boundary change will impact 4 properties situated in Bibaringa and a further 23 properties situated in Uleybury.

It is noted that there are sensitivities concerning the Rural Zone and this area specifically as it adjoins to the foothills of the Mount Lofty Ranges and was identified as an important rural backdrop to Gawler and the Adelaide Plains in the Rural Land Use and Infrastructure Investigation. In addition the Town of Gawler have fought against the fragmentation of land in this area through the Environment, Resources and Development Court and the Supreme Court in recent years.

The land within the City of Playford which is immediately east of Council's boundary lies within a Hills Face Zone. Key objectives of the Hills Face Zone include to provide a natural backdrop to the Adelaide Plains and a contrast to the urban area as well as to preserve biodiversity and restore locally indigenous vegetation and fauna habitats close to metropolitan Adelaide.

The proposed areas for exclusion from the Town of Gawler are shown as **Areas 8 and 9 of Map 5 (Attachment 4)**. A high level indicative financial analysis has been undertaken for Bibaringa and Uleybury and incorporated within Section 5.3 (and separately referenced within **Attachments 5 & 6**).

4.9 Roseworthy

Roseworthy remains in the latest revision (2017) of the State Government's 30 Year Plan for Greater Adelaide as an area to accommodate future population growth and as a result is included in the Urban Growth Boundary which is presented in Map 2 of **Attachment 4**.

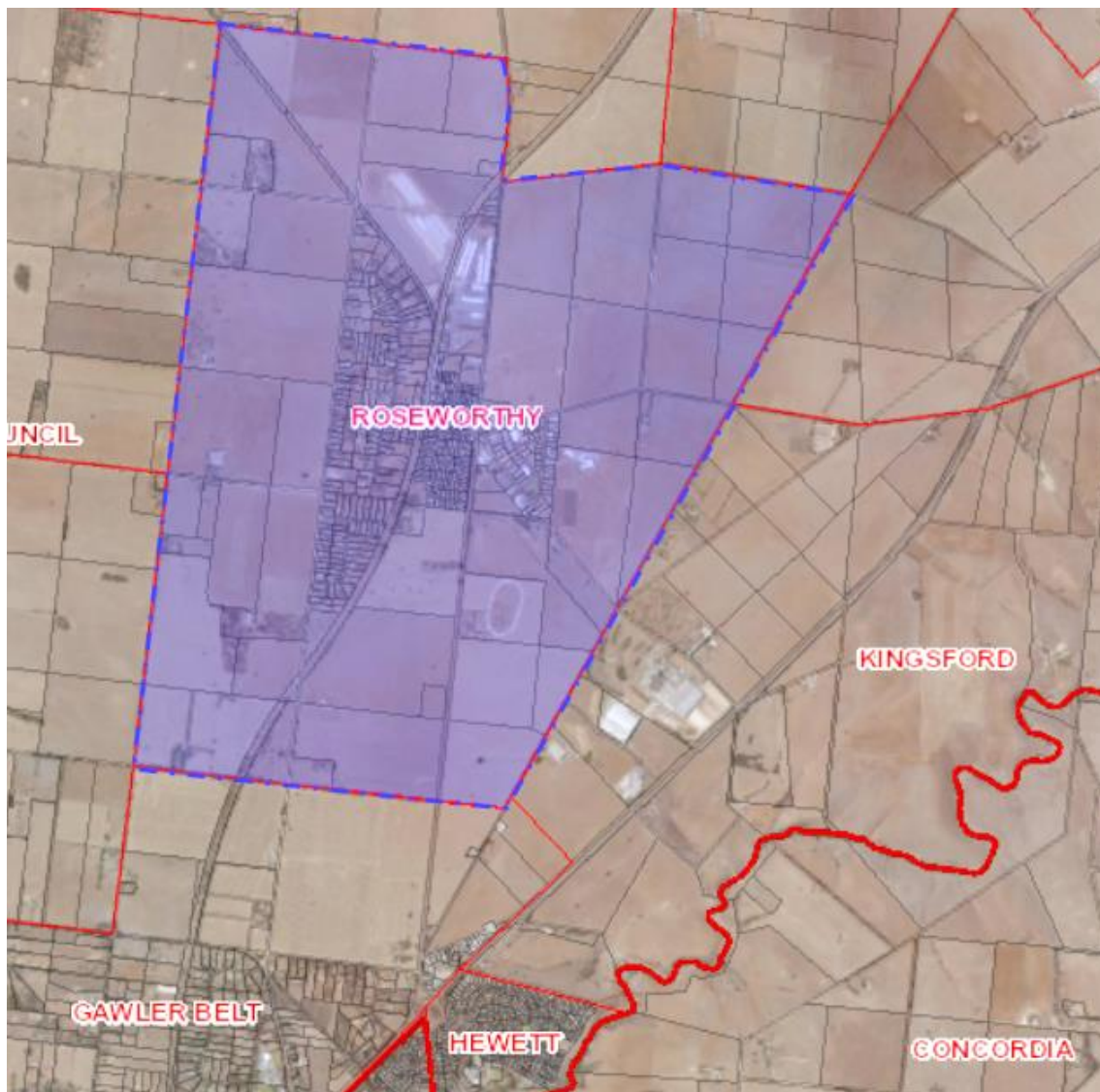


Figure 14: Suburb of Roseworthy

In 2011 the Light Regional Council created the 'Roseworthy Alliance' (Light Regional Council, The University of Adelaide, Regional Land and the Hickinbotham Group). It is noted that the Town of Gawler was excluded from this planning process. The Alliance set about its own task to plan the creation of the State's second largest settlement, supposedly distinctly separate from Gawler, over the following 30 years.

The project was named 'Roseworthy Garden Town Project' and it was proposed that the town would comprise 40,000 new homes and accommodate a population of 110,000 people. Subsequently The Barossa Regional Development Board (RDA) adopted the Roseworthy Garden Town Project as a key project within its 2013-2014 Regional Road Map.

In the lead up to the 2014 State Elections, the Roseworthy Garden Town Project became a contentious debate. The Liberal Party supported the Project however the Labor Party (winner of 2014 election) only supported a modest expansion of the township due the significant infrastructure costs associated with such a development. As a result the vision of generating South Australia's second largest settlement in Roseworthy never eventuated.

In early 2014 a Statement of Intent for a Development Plan Amendment was endorsed by the Minister of Planning for a proposed moderate expansion of the Roseworthy Township.

The Roseworthy Township Expansion Development Plan Amendment was gazetted on 10 November 2016. The land rezoned through this amendment is likely to accommodate the following over a 20 to 25 year period:

1. A residential area to the west of Horrocks Highway of 4210 allotments, with a population of 11,400 people and associated retail and a primary school (Trinity College).
2. Mixed use commercial and industrial land to the east of Horrocks Highway, including bulky goods and retail, with an employment target of 4,500 jobs.

In addition Trinity College are planning to open a sixth school at Roseworthy as part of the St Yves residential community. The school campus is planned to accommodate levels reception to year 10 and although dependent on land sales, School construction could start as early as 2022, with primary school year students commencing from 2023.

Once developed the township of Roseworthy will stretch south and reach the Gawler Boundary, essentially merging the townships and creating a ribbon of urban growth which was one of Council's key arguments when opposing the Roseworthy Development Plan Amendment in 2016. It was the desire of the Town of Gawler to see the township of Roseworthy grow in a centric fashion placing greater importance on the facilities and services already provided within the existing town, instead of promoting a new community sprawled to the south, which would likely become dependent on the services provided in Gawler.

The Light Regional Council recently published a media release confirming that the Council have received lodgement for the first two stages of the St Yves development. In addition all necessary infrastructure deeds have been executed with landowners proceeding to the land division stage. These infrastructure deeds secure the arrangements for developer funding (Traffic, stormwater and social/community) of the infrastructure required for the Roseworthy Township Expansion.

Roseworthy Concept Plan

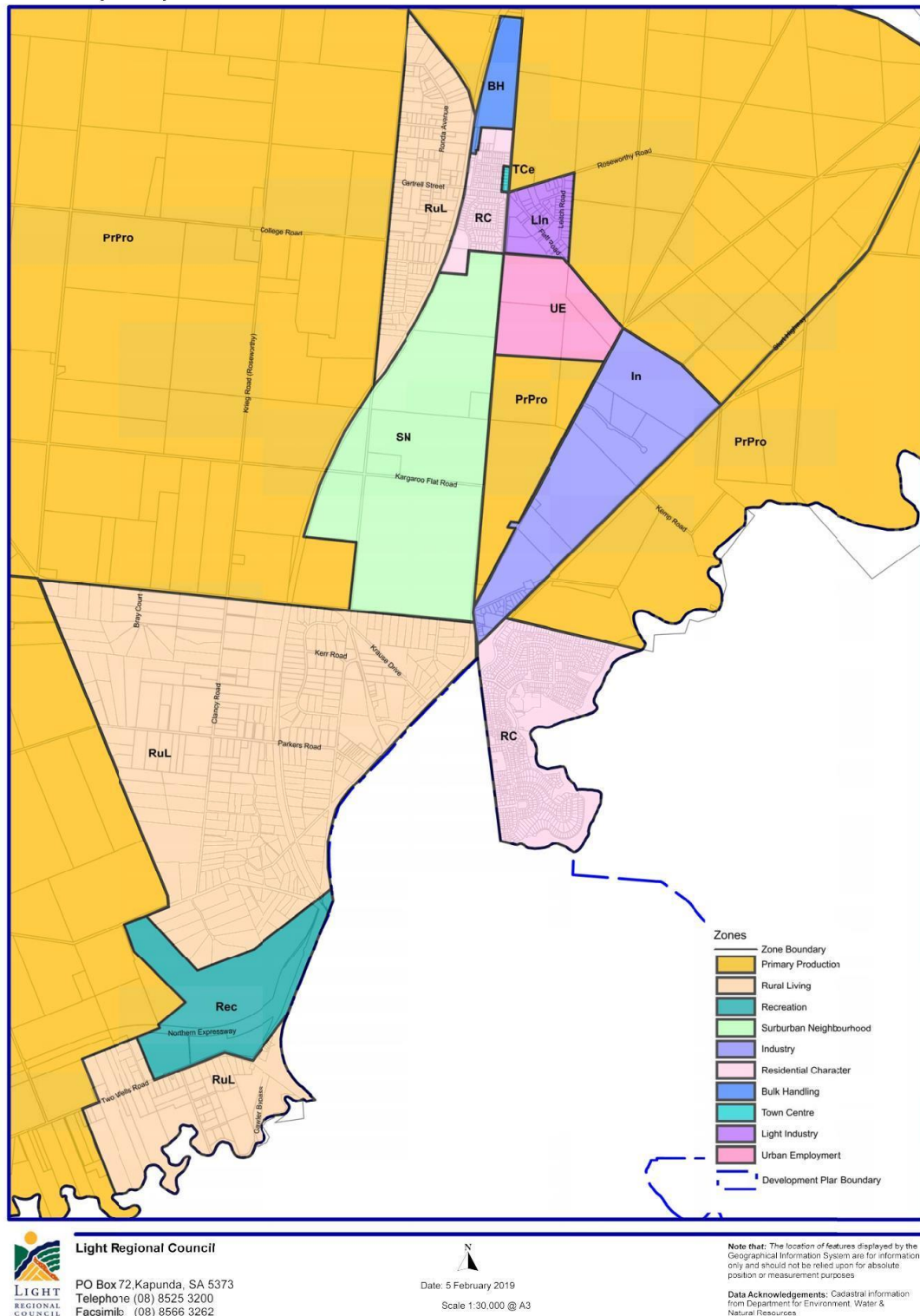


Figure 15: Roseworthy Concept Plan Source: Light Regional Council Media Release 20 February 2019

Due to the information above and the fact that Roseworthy will eventually form a substantial part of the urban fabric within the lower north region, staff are seeking guidance from the elected body in relation to this matter.

Staff are hesitant to present the notion of including Roseworthy within this analysis due to the potentially detrimental impact upon the Light Regional Council. An important variable to be considered when pursuing boundary reform change is the financial sustainability of the affected Councils. Consequently at this point the potential inclusion of Roseworthy and its associated growth potential has not been progressed.

However it is noted that in essence there is little difference between the growth areas of Concordia and that of Roseworthy, both will create new urban growth areas which will accommodate new significant residential populations which are located in very close proximity to the Town of Gawler and are likely to rely heavily upon its services and facilities until such time as required services and infrastructure are provided.

Council Staff are seeking feedback from the elected body regarding the inclusion or not of Roseworthy within future boundary change deliberations.

4.10 Buchfelde & Gawler Airport

The suburb of Buchfelde is located within the Light Regional Council and is adjacent Hillier in the Town of Gawler, the suburb is bordered by the Gawler River to the south and the Northern Expressway to the north. The area contains three different planning zones which are Primary Production, Rural Living and Recreation. The portion of land which falls within the Recreation Zone contains the Gawler Harness Racing Club.

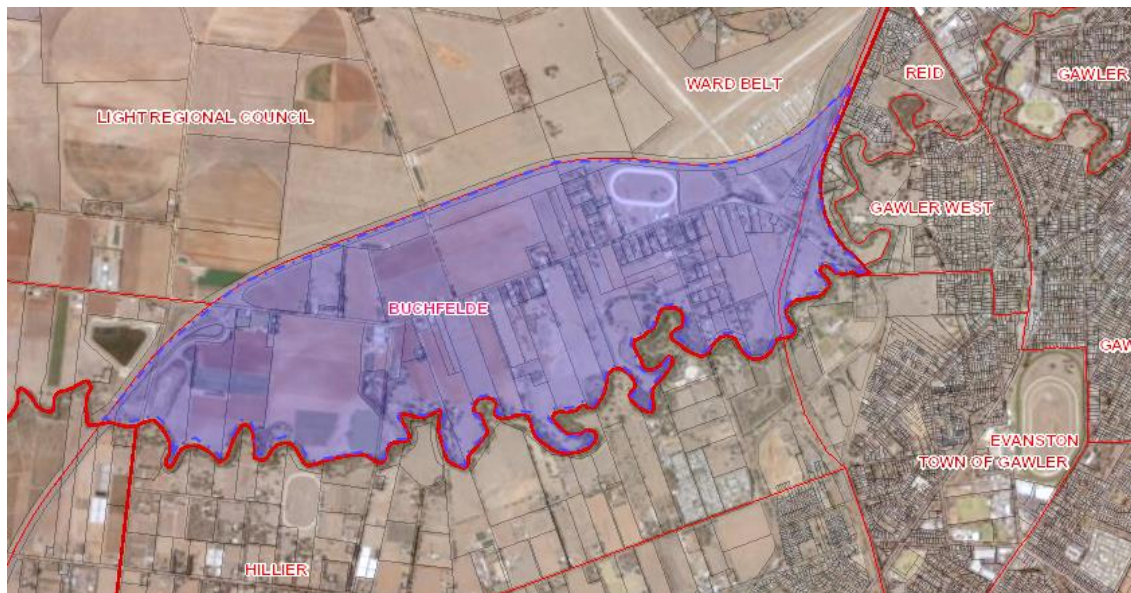


Figure 16: Suburb of Buchfelde

The Gawler Airport is located within the Light Regional Council and falls within the suburb of Ward Belt. The Gawler airport is zoned Recreation and it is the understanding of staff that the aerodrome is owned by the Light Regional Council and is managed on their behalf by the Adelaide Soaring Club (ASC). In addition the Country Fire Service (CFS) operates its water bombers from this airfield throughout the bush fire season as and when required. The location of the airfield has been instrumental in fighting bush fires in this region including but not exclusive to the Pinery fires of November 2015.



Figure 17: The Gawler Airport

Due to these suburbs falling outside of the urban growth boundary as well as there being no existing administrative issues of concern, Staff do not consider the suburbs of Buchfelde and/or the Gawler Airport to be a priority for this project.

5. High Level Financial Analysis

High level indicative financial analyses undertaken for the key areas of Hewett and Concordia, are outlined below, noting that both of these areas are at complete extremes of the development phase, i.e. Hewett being an effectively fully developed residential suburb, whereas Concordia is a Greenfield site earmarked for extensive future residential development.

5.1 Hewett

Key inputs into the financial analysis include:

- 144 hectares in total (split 100 hectares of residential allotments, and 44 hectares of roads / open space infrastructure)
- Approximately 900 residential properties
- Road length of 15.7kms
- Average residential allotment size of between 1,000 - 1,100 square metres

The primary focus of the financial analysis was to identify indicative 'variable' costs (i.e. costs that vary with the level of volume output).

The key elements of the financial analysis for Hewett are outlined in the table shown below.

Table 2: High Level Financial Analysis of Hewett

	\$ (based on Gawler 2019/20 Rates)	\$ (based on Light Regional 2019/20 Rates)	Notes
<i>Operating Revenue:</i>			
General Rates	2,035,000	1,774,000	Based on average residential property valuation of \$440,000 <i>Refer Section 5.4 for further Rating Comparison data</i>
Waste Management Service Charge	178,000	178,000	Based on 900 properties @ \$198
Hire of Hewett Community Centre	50,000	50,000	
Dog Registrations	21,000	21,000	Based on 450 dogs @ \$46
Total Operating Revenue	2,284,000	2,023,000	
<i>Operating Expenses:</i>			
Open Space maintenance	752,000	752,000	Based on 33 hectares of open space, ranging from Class 'B' to Class 'D' reserves
Road maintenance	182,000	182,000	Periodic street cleaning, street lighting, roadside weed spraying, street tree maintenance, etc.
Hewett Community Centre	156,000	156,000	Cleaning, insurance, electricity, water, management, and maintenance / repairs
Stormwater Drainage	48,000	48,000	Periodic cleaning of side-entry pits, trash racks maintenance
Depreciation	381,000	381,000	Based on average useful lives applied
Additional staffing requirement	273,000	273,000	3.0 FTE indicative provision (including on-costs)
Kerbside waste service / Hard waste service	198,000	198,000	

Other Variable costs	14,000	14,000	Transactional bank charges, property valuations expense, rate notice printing & postage, Dog & Cat Management Board contribution, etc.
Total Operating Expenses	2,004,000	2,004,000	
Indicative Net Operating Surplus	280,000	19,000	<i>This includes only <u>variable</u> operating revenue and expenditure.</i>

5.2 Concordia

Key inputs into the financial analysis include:

- 984 hectares in total (split 658 hectares for residential development and 324 hectares for roads / open space infrastructure and non-residential development)
Source: Urban Framework Plan developed by Concordia Land Management
- Future capacity for 9,785 mixed density residential allotments
Source: Urban Framework Plan developed by Concordia Land Management
- Average residential allotment size of approximately 700 square metres
- Staged development, with initial stages each comprising 200 new residential allotments per annum, with each stage developed with housing over a 4 year period
- Cost of constructing road and community infrastructure to support the development being borne by developers as the direct beneficiaries of such infrastructure. Council will subsequently incur maintenance and depreciation costs upon the transfer of such infrastructure assets from the developers to Council
- Asset service levels, relating to road infrastructure, open space assets, etc., being constructed to, and maintained at, existing Town of Gawler service standards
- Provision for nominal increase in staffing requirement (initially 1.0 FTE at the commencement of the development, then incrementing based on growth in allotments) to cover management of an increase in development applications, increase in rateable properties management, increase in number of registered dogs, etc.

The estimated key elements of the financial analysis are outlined in Tables 3a and 3b shown below (Table 3a represents the analysis based on Town of Gawler rates whereas Table 3b represents the analysis based on Barossa Council rates). As Concordia is a long term development site, it is appropriate to show the financial elements on an accretive basis over an initial 10 year period.

Table 3a: High Level Financial Analysis of Concordia *(based on 2019/20 Town of Gawler Rates)* *

\$000's	Yr. 1	Yr. 2	Yr. 3	Yr. 4	Yr. 5	Yr. 6	Yr. 7	Yr. 8	Yr. 9	Yr. 10
Operating revenue	211	266	321	375	619	709	798	853	1,101	1,190
Operating expenses (excl. Depreciation)	204	204	255	306	476	538	600	646	799	867
Depreciation	44	44	44	44	100	100	100	100	152	152
Net Operating Surplus / (Deficit)	(37)	18	21	25	43	70	98	107	150	171
Cumulative Operating Surplus / (Deficit)	(37)	(19)	2	26	69	139	237	343	493	664

*Net operating surplus spikes every four years upon release of each new development Stage. It is expected that the net operating surplus would reduce once the population trigger is reached after 10 years for the provision of major community and/or sporting facilities infrastructure. In the initial stages of the development, as represented in the 10 year view, it is envisaged that open space facilities would be represented by local neighbourhood reserves.

A graphical analysis of the above net annual surplus and cumulative surplus over the 10 year period is outlined in the Graph below.

Graph 1: Estimated Annual / Cumulative Operating Surplus – Concordia development (based on 2019/20 Town of Gawler Rates)

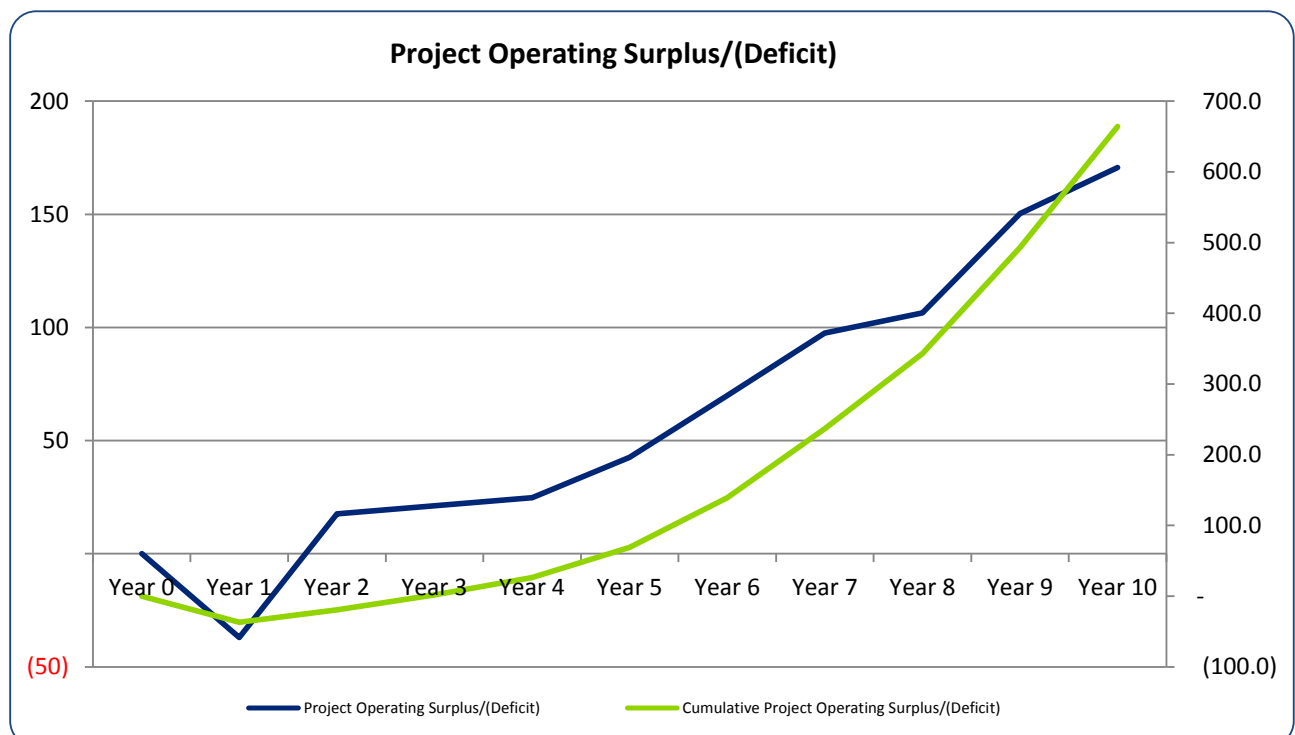


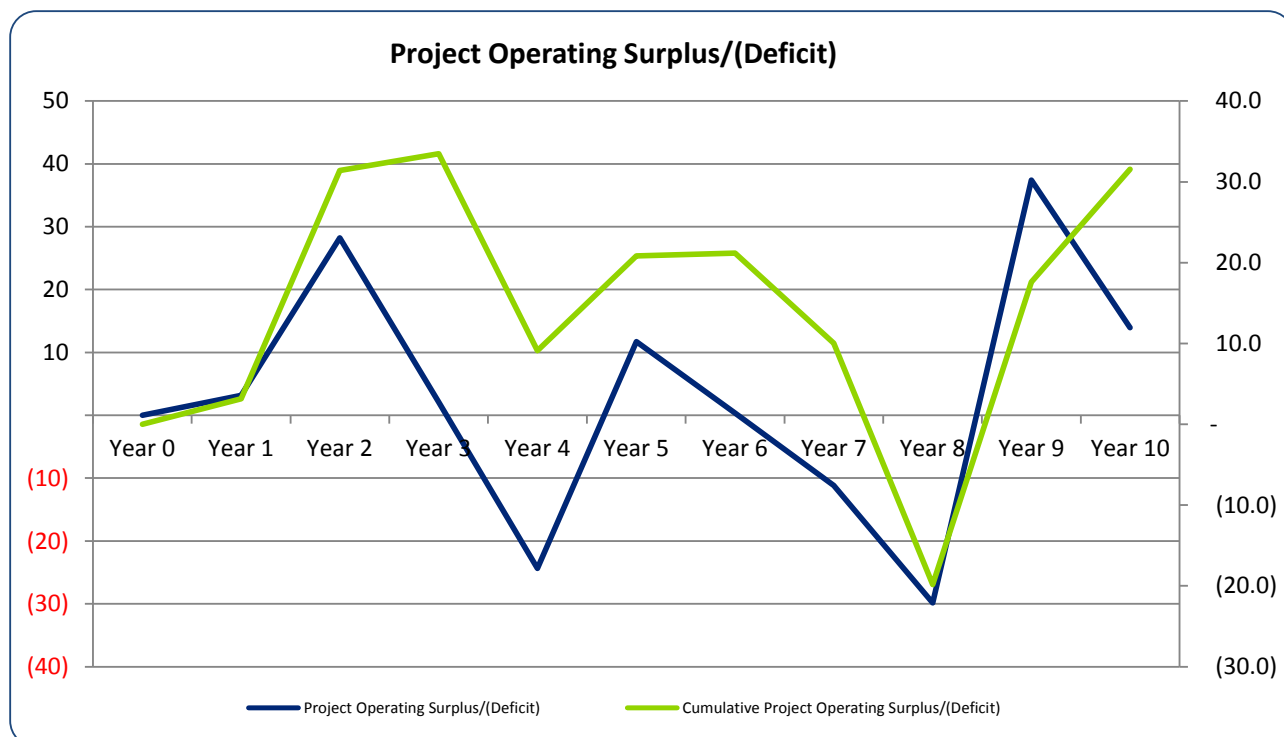
Table 3b: High Level Financial Analysis of Concordia *(based on 2019/20 Barossa Council Rates)* *

\$000's	Yr. 1	Yr. 2	Yr. 3	Yr. 4	Yr. 5	Yr. 6	Yr. 7	Yr. 8	Yr. 9	Yr. 10
Operating revenue	252	277	301	326	588	639	690	717	989	1033
Operating expenses (excl. Depreciation)	204	204	255	306	476	538	600	646	799	867
Depreciation	44	44	44	44	100	100	100	100	152	152
Net Operating Surplus / (Deficit)	3	28	2	(24)	12	0	(11)	(30)	37	14
Cumulative Operating Surplus / (Deficit)	3	31	33	9	21	21	10	(20)	17	31

*Net operating surplus spikes every four years upon release of each new development Stage. It is expected that the net operating surplus would reduce once the population trigger is reached after 10 years for the provision of major community and/or sporting facilities infrastructure. In the initial stages of the development, as represented in the 10 year view, it is envisaged that open space facilities would be represented by local neighbourhood reserves.

A graphical analysis of the above net annual surplus and cumulative surplus over the 10 year period is outlined in the Graph below.

Graph 2: Estimated Annual / Cumulative Operating Surplus – Concordia development (based on 2019/20 Barossa Council Rates)



It is important to note that the initial financial analysis undertaken is only of an indicative high level nature (focussing solely on the recurrent operating result), noting that more detailed and comprehensive financial analysis and investigations will be independently undertaken by the Commission, should the proposals progress to Stage 2.

5.3 Other Areas of Interest

A summary of the financial analysis for the Other Areas of Interest is incorporated in the table below. These other areas incorporate properties within Kalbeeba (277 allotments), Gawler Belt (334 allotments), Evanston Park (24 allotments), Hillier (22 allotments), and Reid (1 allotment); less 26 allotments in Bibaringa and Uleybury proposed to be ceded to the City Of Playford. A high-level individual financial analysis of each of these respective areas is provided as **Attachments 5 & 6**.

(Table 4a represents the analysis based on Town of Gawler rates whereas Table 4b represents the analysis based on the General rates of other Councils).

Table 4a: High level Indicative Financial analysis *(based on 2019/20 Town of Gawler Rates)*

Operating Result	Concordia - Year 10 of LTFP	Hewett	All Other Areas	Net Totals
Current Council Affiliation	The Barossa Council	Light Regional Council	Barossa / Light / Playford	
Proposed Council Affiliation	Town of Gawler	Town of Gawler	Town of Gawler	
Allotments	600	900	632	2,132
Estimated Total Revenue - includes Rates; User Charges; Statutory Charges	\$ 1,190,000	\$ 2,283,000	\$ 1,703,352	\$ 5,176,352
Estimated Total Expenditure includes: maintenance of open space / trees, roads, community centres, stormwater maintenance (where applicable), waste management costs, infrastructure depreciation, and other known <i>variable</i> costs.	1,019,000	2,003,000	1,003,364	4,025,364
Estimated Total Operating Surplus / (Deficit)	171,000	280,000	699,989	1,150,989

Table 4b: High level Indicative Financial analysis *(based on 2019/20 Other Councils Rates)*

Operating Result	Concordia - Year 10 of LTFP	Hewett	All Other Areas	Net Totals
Current Council Affiliation	The Barossa Council	Light Regional Council	Barossa / Light / Playford	
Proposed Council Affiliation	Town of Gawler	Town of Gawler	Town of Gawler	
Allotments	600	900	632	2,132
Estimated Total Revenue - includes Rates; User Charges; Statutory Charges	\$ 1,033,000	\$ 2,023,000	\$ 1,473,281	\$ 4,529,281
Estimated Total Expenditure includes: maintenance of open space / trees, roads, community centres, stormwater maintenance (where applicable), waste management costs, infrastructure depreciation, and other known <i>variable</i> costs.	1,019,000	2,004,000	1,003,364	4,026,364
Estimated Total Operating Surplus / (Deficit)	14,000	19,000	469,917	502,917

As evidenced in the above tables, the indicative high-level *variable* revenue/expenditure impacts are favourable. **However, the indicative additional net operating revenue of between \$500k - \$1.1m (dependent on the rating approach applied) would be required to fund increased 'fixed' costs that would be incurred (and which have not been incorporated within this initial indicative financial analysis).** Examples of fixed costs that would be impacted include 'back-office' administrative staffing costs, insurance premiums, stationery, IT costs, finance costs, etc.

Further to this, as the focus has been solely on the recurrent financial impact, the indicative financial analysis undertaken does not provide for any immediate or short-term capital expenditure that may be required to fund infrastructure replacement/renewal in existing developed areas as a result of the condition and/or age-profile of various infrastructure assets.

Consequently, the Administration is of the view that the indicative financial analysis provided at this juncture, whilst appropriate to be undertaken, should not necessarily be a key determinant when considering boundary reform realignments at this stage.

Tables 4a and 4b above also reflect the different Rates revenue and costs relative to urban vs rural residential rates. The disparity is due to rural residential properties having a higher average property valuation, due to being on extensively far larger allotments, but such areas also having reduced direct operating costs to a Council (i.e. due to the absence of street lighting, underground stormwater drainage, neighbourhood parks, footpaths, etc.).

5.4 Rates Comparison

Tables 4a and 4b above indicate the disparity of indicative financial results, based on whether the General Rates applied are determined by the 2019/20 Rates levied by the Town of Gawler or the Council in which the areas of interest currently reside (i.e. The Barossa Council, Light Regional Council, or the City of Playford). As illustrated in the tables, there would be approximately \$650k of less General Rates received if the 2019/20 Rates of the other Councils were applied (i.e. \$1,150,989 less \$502,917).

Whilst the considerable disparity is acknowledged, it is important to note the limitations in comparing the General Rates applied between one Council and another, given the considerable differences that invariably apply between Councils, including, but not limited to, the following factors:

- Different demographics and characteristics
- Different long term goals and strategies
- Different Rating methodologies (e.g. % of revenue derived from different land uses (e.g. Residential vs Commercial Rates, etc.), Minimum Rate vs Fixed Charge)
- Different range of services and/or different service levels for a particular service
- Age/Condition of Fixed Asset stock (e.g. the condition and age profile of a Council's asset portfolio may currently require a higher investment in asset replacement/renewal and/or upgrades, thereby influencing depreciation and investment income / finance charges).

Table 5 below compares the 2019/20 adopted Rates for each of the respective Councils.

Table 5: Comparison of 2019/20 adopted Rates for each Council

	Gawler	Barossa	Playford	Light
<i>Rate in the \$:</i>				
Residential	0.0051385	0.0035137	0.00236395	0.0044794
Commercial / Industrial	0.00659436 – 0.0109906	0.0053565 – 0.01614	0.01399262	0.0078390 – 0.0089588
Primary Production	0.0051385	0.00326	0.00236395	0.0036283
Vacant Land	0.0077078	0.00637	0.00236395	0.0078390
Other	0.0051385	0.00585	0.00236395	0.0044794
Minimum General Rate	\$999	N/A	N/A	\$875
Fixed Charge (i.e. added to Valuation x Rate in \$ calculation)	N/A	\$356	\$1,014	N/A
2018/19 Average Residential property valuation *	\$312,000	\$342,000	\$238,000	\$332,000
2019/20 Residential Rates (based on 2018/19 average valuation for each Council)	\$1,603.21	\$1,557.69	\$1,576.62	\$1,487.16
2019/20 Commercial Rates (based on 2019/20 Gawler median Commercial property valuation of \$338,000)	\$2,228.89	\$2,166.50	\$5,743.51	\$2,649.58
2019/20 Vacant Land Rates (based on 2019/20 Gawler median Vacant Land valuation of \$154,000)	\$1,187.00	\$1,336.98	\$1,378.05	\$1,207.21

*Source: 2018/19 LGA Rates Survey data

Table 5 above confirms the difficulties outlined earlier relative to a meaningful comparison of General Rates between Councils. It is particularly evident that the General Rates applicable to an individual land use classification (i.e. residential, commercial & industrial, primary production, vacant land, etc.) cannot be effectively analysed and compared without due consideration to the General Rates applicable to all other land use classifications.

In this regard, whilst the Table reflects higher residential rates applying in Gawler, it also reflects lower Commercial/Industrial and Vacant Land rates applying in Gawler. It is naturally up to each Council, as part of its individual rating methodology, to determine the appropriate amount of General Rate revenue derived from each land use classification.

5.5 Impact on Services subsidised by Gawler General Rate revenue

Whilst Tables 3a-3b and 4a-4b disclose the variability of the indicative overall financial analysis, dependent on which Council's rating methodology is applied, it is important to be also cognisant of the potential impact on the level of General rates subsidy provided by Town of Gawler ratepayers towards various services utilised by the community.

For example, as noted in the *Gawler Aquatic Centre 2018-2019 Season Review* report separately tabled to the Corporate & Community Services Committee of the same night as this meeting, existing ratepayers of the Town of Gawler subsidise the net recurrent operating deficit of the Gawler Aquatic Centre (via General Rates levied) to the amount of \$436,409 – which equates to approximately \$38 for each of the 11,533 rateable properties currently contained within the Town of Gawler.

Consequently, users of the Gawler Aquatic Centre that currently reside within the Town of Gawler boundary not only pay their entry fee, for use of the Centre, but also pay an annual subsidy of \$38 to the Centre (via their General Rates) – whereas users of the Centre who do not reside within the Town of Gawler boundary (many of which would reside in the adjoining communities of interest considered within this report) only pay their nominal entry fee. In this regard, it is also notable that 36% of Gawler Aquatic Centre season pass holders live outside the Town of Gawler boundary.

As a result there is an existing inequity relative to the financial contributions towards the net cost of running the Gawler Aquatic Centre from Town of Gawler ratepayers compared to similar users of the Centre who reside immediately outside the Town of Gawler boundary.

6. Risks

In addition to indicative cost implications included in this report, there will be other risks and/or exposures for speculative or contingent costs and/or liabilities which are not known at this time or not able to be quantified at this time.

One of the most significant risks is the future infrastructure investment and long term asset management requirements which have also been excluded from this high level financial analysis. This poses a significant area of risk in this boundary reform consideration and requires more detailed analysis as part of further decision making. It will be necessary to determine the quantum of any infrastructure renewal backlog that exists in these areas, or indeed the community desire to have improved service levels (i.e. footpaths, sealed roads, underground drainage, improved open space, community facilities etc.).

Regard for ongoing stormwater planning studies findings (as they are currently drafted) within these areas will be a relevant consideration moving forward in terms of regional scale drainage works which are required to address existing conditions.

Further risks and/or exposures may include considerations of the following nature:

1. geographical (i.e. propensity to natural disasters etc.);
2. political;
3. legislative/regulatory;
4. economic;

5. financial;
6. community;
7. social;
8. commercial;
9. climatic;
10. technological.

pursue for boundary reform adjustment, a more detailed analysis can be undertaken and presented to a future Council meeting.

7. Recommendation and Next Steps

Based on the review and analysis undertaken, Council Staff are seeking feedback on the following recommended Council boundary reform adjustments, as detailed in Map 5 of **Attachment 4**:

Areas to be included in the Town of Gawler:

- a. Area 1 - Concordia Growth Area
- b. Area 2 - Hewett
- c. Area 3 – Kalbeeba (including Springwood)
- d. Area 4 - Gawler Belt
- e. Area 5 - Evanston Park
- f. Area 6 – Reid
- g. Area 7 – Hillier

Areas to be removed from the Town of Gawler:

- h. Area 8 - Bibaringa
- i. Area 9 - Uleybury

Council Staff also seek feedback regarding the inclusion of Roseworthy within future boundary change deliberations.

Following feedback from Council Members, Council Staff will undertake further investigations on the geographical areas for inclusion within Town of Gawler and present an updated high level financial analysis and a draft Stage 1 Proposal for consideration at a future Council Meeting.

8. Communication and Consultation Strategy

In accordance with Resolution 2019:05:COU207, Council Staff have considered its intended approach to communication and consultation for this project.

Communications – short term

Subject to Council resolving to proceed further with boundary change investigations, the following communication will occur:

- a. media release will be distributed to local media and The Advertiser
- b. media release will be uploaded to the Council website
- c. Facebook message recorded by Mayor Redman detailing outcome of special council meeting
- d. opinion piece for Bunyip Newspaper (tbc)
- e. Dedicated web page on Council website

Communications medium - long term

A comprehensive media and communications plan will be developed during Stage 1 of the process, and will include:

- a. media releases
- b. further opinion pieces as project progresses
- c. social media posts highlighting the benefits of joining Gawler
- d. key messages for Elected Members
- e. Q&As for website
- f. BBQ card with 3 key messages

Consultation Process

The investigation of any Stage 2 Proposal will include a comprehensive consultation process and therefore it is understood that the level of consultation to be undertaken in the preparation of the Stage 2 Proposal is consistent with Council's standard practices relating to community consultation.

In respect to consultation as part of the development of a Stage 2 proposal, the following is proposed:

- a. Community survey via survey monkey, focussing on relevant principles (community of interest, service delivery etc.) and any concerns that the community may have. Staff will draft a survey and present to Council for consideration.
- b. Public consultation sessions at various locations (may include Civic Centre, Evanston Gardens Community Library, Hewett Centre)
- c. Public display at the Civic Centre
- d. Consultation with impacted Councils
- e. Consultation with relevant government agencies
- f. Dedicated web page with regular updates
- g. Advertising all public consultation in the Bunyip and through Council's digital platforms.

A detailed consultation strategy will be developed and presented to Council as part of a project update should Council be invited by the Commission to submit a Stage 2 Proposal. It is anticipated that at this time, additional feedback would have been received from the Commission in regard to timeframes and the level of consultation required.

COMMUNICATION (INTERNAL TO COUNCIL)

Executive Management Team
Team Leader Finance
Team Leader Development Services
Team Leader Asset Management
Team Leader Town Services
Strategic Infrastructure Manager
Senior Assets and Infrastructure Engineer
Strategic Planner
Special Projects Officer
Rates Officer
Communications and Media Adviser

CONSULTATION (EXTERNAL TO COUNCIL)

Council Staff have consulted the following key stakeholders in the preparation of this report:

- a. Boundaries Commission
- b. The Barossa Council
- c. Light Regional Council

The proposed consultation process has been outlined in this report. A detailed communication and consultation strategy will be developed and presented to Council at a future meeting.

POLICY IMPLICATIONS

Public Consultation Policy

STATUTORY REQUIREMENTS

Local Government Act 1999

Local Government (Boundary Adjustment) Amendment Act 2017

FINANCIAL/BUDGET IMPLICATIONS

High level indicative financial analysis has been undertaken for each of the following geographical areas where boundary reform adjustments have been proposed:

- **Concordia** (potential of approximately 9,800 future residential allotments upon full completion of development. For financial modelling purposes, the financial analysis undertaken is based on 600 residential allotments being created within the first 10 years)
- **Hewett** (effectively a fully developed suburb comprising approximately 900 residential allotments)
- **All Other areas** (i.e. Kalbeeba (incl. Springwood component), Gawler Belt, Evanston Park, Reid, Hillier, Bibaringa, and Uleybury) (comprising approximately 630 existing allotments in total)

The primary focus of the high-level financial analysis was to identify indicative 'marginal / variable' costs only (i.e. costs that vary with the level of volume output). Thus, any increase in Council's fixed costs (e.g. 'back-office' administration and staffing costs, finance costs, etc., which do not directly fluctuate with the level of volume output) have been deliberately excluded as part of this initial indicative financial analysis).

With the exception of the proposed Concordia greenfield development area, a number of key underlying assumptions have been made as noted in the table below.

Table 6: Key assumptions as part of indicative high-level financial analysis excluding Concordia and Springwood growth areas.

1. The indicative initial high-level financial analysis undertaken has solely focussed on variable operational revenue and expenditure that would increase with the level of volume output (e.g. increased number of rateable allotments). No provision has yet been made for any increase in recurrent fixed costs that would emanate from a material increase in the volume of rateable properties.
2. All relevant traffic infrastructure (i.e. roads, footpaths, kerb & gutters, etc.) within developed areas has already been established.
3. No financial provision has been made within the analysis relative to the condition and/or age-profile of such infrastructure
4. Existing Town of Gawler useful lives and depreciation rates have been applied to additional infrastructure assets;
5. For minor geographical areas, no specific allowance (including costing) has been made for legislative compliance with open space requirements;
6. For minor geographical areas, no specific allowance (including costing) has been made for additional community facilities and/or related direct or indirect staffing;
7. The financial analysis includes separate indicative modelling based on Town of Gawler General rates compared to the General rates of the other Councils;
8. User charges (i.e. hire of facilities, etc.) have been applied only where they are currently known to exist;
9. Statutory charges (i.e. dog registrations, etc.) have been applied only where they are currently known to exist.

Future costs associated with this boundary reform project will include external consultations, staff resource allocations, and costs of the Commission's investigation should Council proceed to the Inquiry stage. These costs are unable to be quantified at this time. However, it is anticipated that the majority of such costs (outside of staffing costs incurred to date) will be incurred in 2020/21 and beyond and will be the subject of future period budget bid considerations. As outlined above, the costs of an inquiry could be significant and Council Staff will continue to provide periodical project updates, should Council elect to proceed with this initiative.

COMMUNITY PLAN

Objective 1.2: Build a local community that is proud of Gawler

Objective 2.1: Physical and social infrastructure to service our growing population and economy

Objective 2.2: Growth to be sustainable and respectful of cultural and built heritage

Objective 2.3: The local environment to be respected

Objective 2.4: Manage growth through the real connection of people and places

Objective 2.5: Local economic activity to create local job opportunities and generate increased local wealth

Objective 3.1: Health and social wellbeing services in Gawler to meet growing regional community needs

Objective 3.2: Sporting facilities to meet local and regional community needs

Objective 3.4: Gawler to be an inclusive and welcoming community

Objective 5.2: Be recognised as a 'best practice' Local Government organisation

Objective 5.3: Deliver ongoing effective and efficient services, including support for regional collaboration





5.2 STRONGER COMMUNITIES AND COMMUNITIES ENVIRONMENT GRANT PROGRAMS

Record Number: CC19/319;IC19/580

Author(s): Tara Shillabeer, Special Projects Officer

Previous Motions: Council 27/08/19 RESOLUTION 2019:08:COU00314
Council 27/08/19 RESOLUTION 2019:08:COU313

Attachments:

1. **Evanston Gardens Progress Association -Request to endorse the Friends of Musgrave Project Funding submission to the Communities Environment Program 4-09-2019 CR19/60267** 
2. **Gawler Environment and Heritage - Power corridor Community Environment Grant endorsement CR19/60548** 
3. **Gawler Environment and Heritage - EOI Draft - Community Environment Grant submission CR19/60550** 
4. **Gawler Environment and Heritage - Community Environment Grant Application Proposed Powerline site CR19/60552** 

OFFICER'S RECOMMENDATION**That Council:-**

1. Notes the Stronger Communities and Communities Environment Grant Programs Report.
2. Applies to the Stronger Communities Program in the amount of \$20,000 towards the Fifth Street Playground Renewal Project and support the 2019/20 Annual Budget being adjusted to enable the Fifth Street Playground renewal project to be delivered.
3. Commits to contributing \$16,545 in funding (\$10,545 financial contribution and \$6,000 in-kind contribution) towards security improvements at the Eldred Riggs Reserve (South Gawler Football Club) as outlined in this report, thereby providing the 50% matching funding required to support a joint Strong Communities Program funding application; and
4. Submits a joint application with South Gawler Football Club (Council being the lead applicant) to the Stronger Communities Program to, seek funding to the amount of \$16,545 (50% of the full project cost).
5. Supports an Improve Backyard Habitats application submission to the Communities Environment Program to the value of \$5,000 to purchase 1,000 native plants and promote outcomes of Council's Biodiversity Management Plan within the community.
6. Notes that if Council applications are successful in proceeding to the next stage, Council will be invited to submit a full application for the above funding programs and supports their preparation.
7. Authorises the Mayor to provide a letter of support to the Gawler Environment and Heritage Association Inc. as part of their Communities Environment Grants Programs application submission on the Native Grass Restoration Project proposed at Phillips Avenue, Gawler East.
8. Authorises the Mayor to provide a letter of support to the Evanston Gardens Progress Association as part of their "Friends of Musgrave Reserve" Communities Environment Grants Programs application submission on the Hindmarsh Boulevard Amenity Landscaping Project at Musgrave Reserve Evanston Gardens.

SUMMARY

Town of Gawler has been invited to submit expressions of interest in two federally funded grant streams that are currently open. Round 5 of the Stronger Communities funding program is currently seeking expressions of interest as is the Communities Environment Program (2019-2020)

After reviewing the objectives and criteria of both funding streams it is recommended that Council consider submitting an applications for funding for the following projects:

Stronger Communities Program

- a) Fifth Street Playground Renewal Project for \$20,000; and
- b) a joint project with South Gawler Football Club for \$16,545 in funding towards security improvements at the Eldred Riggs Reserve (South Gawler Football Club) subject to Council being willing to provide matching funding, (\$10,545 financial contribution and \$6,000 in-kind) for the project as the funding criteria requires 50% contribution.

Communities Environment Program

- a) Improve Backyard Habitats project

There is also opportunity for Council to provide letters of support for other community submissions including:

- a) A proposed Native Grass Restoration Project to be undertaken by the Gawler Environment and Heritage Association;
- b) Hindmarsh Boulevard Amenity Landscaping Project to be submitted by the Evanston Gardens Progress Association.

BACKGROUND

Council has been invited by the Member for Spence MP Nick Champion's Office to submit expressions of interests (EOIs) for the following grant programs:

1. Stronger Communities Program (Round 5) - supports small capital works or capital expenditure project that delivers social benefits to the community.
2. Communities Environment Program (2019-20) - supports small scale, community-led environment projects that address local environmental priorities.

EOI's must be submitted by 16 September 2019. A community consultation committee will review all EOIs. Following this review, Nick Champion MP will invite selected applicants to submit a full grant application based on the nominated project, with the due date for applications being 10 October 2019.

The Guidelines state that all assessments are expected to be completed and grants awarded by the end of January 2020. However the timeframe for finalisation of the assessment process will depend on the quality and quantity of the applications.

Further information on each funding program and projects for consideration are outlined further in the report below.

COMMENTS/DISCUSSION

Stronger Communities Program

The Stronger Communities Program provides grants of between \$2,500 and \$20,000 to community organisations and local governments for small capital projects. Round 5 of the program has been announced and will provide \$22.65 million to fund small capital projects in each of the 151 Federal electorates (e.g. \$150,000 allocated per electorate, with a maximum of 20 projects will be funded in each federal electorate).

The program's intended outcomes are to improve local community participation and contribute to vibrant and viable communities.

Total funding for the project from the Australian Government cannot exceed 50 per cent of the total eligible project expenditure. Applicants can fund their share of eligible project costs from any source including from State and Local government and the contribution can be either cash or in-kind.

Projects can commence from the date that the application is submitted and be completed within six months of the project start date, but by no later than 30 June 2020. However, commencing a project prior to entering into a grant agreement with the Commonwealth is done at the applicant's risk.

One application can be submitted per organisation.

Eligible activities can include:

- a. fit out, alterations and/or extensions to existing premises e.g. air-conditioning, kitchen upgrades, TVs, furniture, fixtures and fittings, painting
- b. acquisition and installation of equipment, including ICT hardware and associated operating software. Examples may include:
 - c. software to support and operate eligible purchased equipment e.g. software required for camera equipment, virtual reality equipment, electronic information boards
 - d. initial software license, purchase, customisation and installation of customer relationship management (CRM), database, booking and scheduling software
 - e. creation of a website that facilitates community access to information or services provided by the organisation
 - f. modifications and refurbishments to leased buildings or grounds, providing approval has been given by the owner
 - g. upgrades, construction and fit-out of community spaces, e.g. men's sheds, community centres, scout halls etc.
 - h. development or upgrade of bike paths, streetscapes, skate parks or community gardens
 - i. upgrades of sporting facilities and fields including new scoreboards, spectator seating, goalposts, fit-out of change rooms, new canteen, new lights, medical equipment, upgrade drainage and water systems, gymnasiums
 - j. the purchase of musical instruments, sports equipment and uniforms that remain the property of the organisation
 - k. upgrade of facilities to provide inclusive access
 - l. upgrade or installation of park furniture including shade/shelters, BBQs, toilet facilities, drinking fountains
 - m. acquiring equipment for the local State Emergency Service and rural fire brigades
 - n. acquiring vehicles and trailers (and their modification) for community transport/services, surf lifesaving, medical transport.

Council Staff have reviewed current capital projects within the 2019/20 budget and have identified the following potential projects for this funding program.

Fifth Street Playground Renewal

The Council's Long Term Infrastructure and Asset Management Plan has previously identified the playground equipment at Old Croquet Reserve (Fifth St & Adelaide Rd) for renewal/ replacement.

The renewal of playground equipment requires replacement of softfall material (fall attenuation) around the equipment as part of the installation for public safety reasons.

The Council committed \$80,000 of funding as part of the 2018/2019 annual budget to deliver the renewal of Fifth Street Playground, however the project was deferred into the 2019/20 financial year pending the scope and cost outcomes of the Willaston Playspace Project, which has now been confirmed following community consultation and completion of detailed design. It is important to note the Fifth Street Playground Project is also subject to the Council's first quarter budget review process and any application submission to the Stronger Communities Program is also subject to the outcome of Council's first quarter budget review.

A select tender process has been undertaken on the Fifth Street Playground renewal by Council staff in the 2018/19 financial year with four different play equipment suppliers providing tender submissions. The Stronger Communities Program grant provides an opportunity to expand the range of play facilitated as part of this project across a broader range of children's age groups.

It is therefore proposed that Council apply for the maximum funding of \$20,000 to increase the scope of this playground renewal and consider the Fifth Street Playground renewal project for delivery in the 2019/20 financial year as part of the Council's first quarter budget review process, noting a select tender has been undertaken in the 2018/19 financial year. It is also expected that if successful in obtaining grant funding that there will be no impact to Council's existing recurrent budget allocations to maintain the Fifth Street Playground as the operational service level will remain relatively unchanged.

South Gawler Football Club Security Improvements

At the 27 August 2019 Council Meeting, Council resolved the following:

RESOLUTION 2019:08:COU314

Moved: Cr P Little

Seconded: Cr B Sambell

That Council:-

1. *Notes the security issues occurring intermittently at the Eldred Riggs Reserve (South Gawler Football Club).*
2. *Support in principle the installation of solar lighting in the South Gawler Football Club Car Park between the Clubrooms and Netball Courts.*
3. *Support in principle the relocation of the main access gates, from Longford Road to Dysart Road, including relocation of the boundary fence from adjacent the Clubrooms to the property boundary.*
4. *Support in principle, the potential relocation of the cricket nets and or entranceway on Dawson Road to reduce potential conflicts between vehicles and pedestrians.*
5. *Seek Council staff to work in collaboration with the Club to investigate all possible funding opportunities with such funding applications prepared and lodged. The outcomes of which to be reported to Council.*

As noted at the 27 August 2019 Council Meeting, the above improvements have been proposed to improve security and safety of visitors/users of the South Gawler sporting clubs and the general public.

The estimated costs (GST Exclusive) are outlined in the table below:

Element	Cost	Supplier
Solar Lighting (3x 2 head GFS200 with installation or similar)	\$16,792.48	TBC (External Provider)
Fencing and Gates (one vehicle access gate)	\$10,300.00	TBC (External Provider)
Minor Civil Works (kerb and gutter, crossover)	\$6,000.00	Town Services
TOTAL	\$33,092.48	

While Council has provided in principle support, the project is currently unfunded. It should be noted that there are limited grant programs that are 100% funded. Council Staff consider this project to be a strong candidate for funding through the Stronger Communities Program, however as outlined above, Council will need to commit 50% of the total project costs.

While the guidelines state that one application can be submitted per organisation, Council Staff have received advice from Nick Champion's Office that a joint application with the South Gawler Football Club could be submitted in addition to Council submitting its own application. In this instance Council would be the lead applicant. South Gawler Football Club have agreed to this approach should Council resolve to submit an application in this regard.

It is therefore proposed that Council commit \$16,545 (\$10,545 financial contribution and \$6,000 in-kind) (50% contribution) towards this project and submit a joint application with South Gawler Football Club. It is proposed that this contribution will be funded from existing recurrent budget allocations which will be re-prioritised should this grant be successful.

Visitor Information Centre staircase upgrade

There are to areas of subsidence and cracking at the Visitor Information Centre and adjoining public toilets. The 2019/20 adopted budget includes an allocation of \$22,000 towards the investigation into the cause and repainting and possible tread repair of the external staircase. The works associated with the paint and repair of the staircase is estimated at \$10,500 (exc GST) and is an option for this funding program. However, Council Staff consider that this project is not as strongly aligned to the funding criteria as other suggested projects.

Communities Environment Program

The Communities Environment Program will run over one year in 2019-20 and will provide \$22.65M to support small scale, community-led environment projects that address local environmental priorities in each of the 151 Federal electorates across Australia (e.g. \$150,000 allocated per electorate, with a maximum of 20 projects will be funded in each Federal electorate).

The Australian Government will fund 100% of eligible project costs, however additional cash and/or in-kind contributions towards project costs are strongly encouraged.

The objectives of the program are to:

1. deliver positive environmental and social outcomes
2. give communities the resources, skills and knowledge to care for the environment.

The intended outcomes of the program are:

- a. improved management of native species, including threatened species, and their habitat
- b. improved management of the environment, including coastal, wetland and riparian areas
- c. reduced levels of threats and risks to the environment, including from the impact of litter/waste, run-off to waterways, feral animals, diseases and weeds
- d. increased community knowledge of, and participation in, activities that protect and restore environmental assets
- e. increased community connection with the natural environment in their local area.

Eligible activities must directly relate to the project and can include:

- a. citizen science activities that encourage people to collect and contribute information about their local environment, such as monitoring local flora, fauna, water quality and marine debris
- b. activities that protect or enhance the natural environment and/or support recovery of native species/communities
- c. activities that reduce threats and risks to the natural environment

- d. activities that reduce the impact of waste and litter, such as litter clean-up events (including marine debris collection), and litter management infrastructure
- e. activities that encourage re-use and recycling, such as new or enhanced recycling drop-off facilities, and community-based initiatives to repair, share, re-use or recycle products.
- f. activities that improve carbon sequestration (e.g. improved ground cover)
- g. educational activities that build community knowledge about their local environment and how the community can conserve, protect, monitor, and/or manage it sustainably

The majority of the grant funding must be directed to 'on ground' activities (defined as activities that monitor, survey or directly make a change to, the state or the natural biophysical environment)

Eligible expenditure items are:

- a. the costs of project related planning, administration, consultation, coordination, monitoring and reporting
- b. the costs of suppliers, consultants, specialists/experts and contracted labour undertaking eligible project activities
- c. the purchase of materials required to deliver eligible project activities (e.g. herbicides, seed, tubestock, planting hardware, plant propagation materials, fencing materials, rock, nesting boxes, litter collection bags, etc.)
- d. the costs of obtaining required permissions, licences, permits, and/or planning, environmental, heritage or other regulatory approvals
- e. the purchase, lease or hire of equipment required to deliver eligible project activities
- f. the installation of equipment and infrastructure as part of eligible project activities (e.g. boardwalks, interpretive signage, litter traps, recycling drop-off /sorting infrastructure)
- g. project related mapping, surveying and monitoring activities
- h. design and production of educational materials and project/event communications, including event advertising materials, workshop materials, fact sheets, web materials, interpretive or other project related signage
- i. venue/facility hire required to deliver eligible project activities
- j. provision of light refreshments/drinks (excluding alcohol) to maintain hydration and support safe community participation at community events
- k. personal protective equipment required to deliver eligible project activities
- l. project related insurance costs required to deliver eligible project activities.

Expenditure items or activities that are not eligible include:

- a. activities already funded through another Australian, State or Territory, or Local Government program
- b. the cost of business as usual activities, including staff salaries and consumables recurring or ongoing expenditure (e.g. annual maintenance)
- c. retrospective costs (incurred prior to submission of an application), including costs incurred in the preparation of a grant application or related documentation
- d. activities where the primary purpose is to beautify or improve amenity (e.g. picnic tables, shelters, paving, landscaping, and gardening), with no (or limited) benefit to the natural environment
- e. planting of species that are known to be, or have the potential to become, an agricultural or environmental weed, this may include some native Australian species when planted out of region
- f. revegetation activities using species which are not locally appropriate
- g. broad scale clearing of native vegetation, including native grasslands
- h. willow removal where professional advice has not been sought

- i. activities that deliver primarily a private benefit or are the normal responsibility of landholders
- j. activities involving political advocacy
- k. fencing of property boundaries.

Projects can commence from the date that the application is submitted and must be completed by 31 December 2020. However, commencing a project prior to entering into a grant agreement with the Australian Government is done at the applicant's risk.

At the 27 August 2019 Council meeting, Council resolved the following:

RESOLUTION 2019:08:COU313

Moved: Cr P Koch

Seconded: Cr P Little

That Council:-

1. *Notes the Biodiversity Management Plan Update report.*
2. *Notes the feedback received during community consultation and from the Council Member workshops that has informed the preparation of the Biodiversity Management Plan.*
3. *Adopts the Biodiversity Management Plan.*
4. *Notes the 34 Recommendations outlined in the Biodiversity Management Plan for future consideration in Council's Long Term Financial Plan, Infrastructure and Asset Management Plan and as part of future annual budget deliberations.*

The recommendations in the adopted Biodiversity Management Plan include a range of projects, programs and policy changes to improve biodiversity in the Town of Gawler and that of steep creek environments.

As this funding program is focussed on community-led environment projects, Council Staff, in consultation with community organisations have considered potential projects that align with both the funding criteria and the Biodiversity Management Plan. The following projects have been identified:

Native Grass Restoration Project – Phillips Avenue, Gawler East

The community group Gawler Environment and Heritage Association Inc. (GEHA) have approached Council (**Attachment 2**) staff to discuss their proposal to submit an Expression of Interest (EOI) (**Attachment 3**) towards the establishment of a one hectare high diversity patch of native tussock and Iron-grass grassland within the Phillips Avenue Council reserve in Gawler East, which is also a high voltage electricity powerline easement (**Attachment 4**) in favour of ElectraNet. Council staff advise the proposal aligns with the intent of the Council's Biodiversity Management Plan high priority actions for education and grassland restoration as well as working with community groups to achieve biodiversity outcomes.

GEHA propose that this project will use a topsoil scraping process to remove the weed seed bank and will provide a seedbed for immediate establishment of over 100 species of native grassland plants.

GEHA have estimated that the total project cost is in the order of \$40,000 (including in-kind contributions) and are seeking \$20,000 from the Communities Environment Program toward this project.

Council staff recommend that Council support this native grass restoration project and provide a letter of support to GEHA to assist in supporting their application submission for the Communities Environment Program for the native grass restoration project as detailed in this report. It is noted that if GEHA is successful in obtaining grant funding that the Town of Gawler will require a future maintenance arrangement and land licence agreement to be entered into between the Town of

Gawler and GEHA. This licence will facilitate the ongoing establishment and maintenance of the native grass restoration project site by GEHA into the future. No change to Council's existing recurrent budget and operational service levels are proposed under this arrangement.

Musgrave Reserve, Evanston Gardens

The Friends of Musgrave Reserve, as part of the Evanston Gardens Progress Association, have expressed an interest with Staff in applying for a grant to plant supplementary trees within the reserve and the installation of bird boxes within the existing mature trees.

As part of the 2019/2020 Annual Budget, Council is delivering the Hindmarsh Boulevard Amenity Landscaping Project (i.e. Musgrave Reserve), which provides a walking trail around the reserve, public seating, tree planting, biodiversity/screen planting and native grasses in the reserve.

Following discussion with Council staff and the Friends of Musgrave Reserve Group it is considered that the proposed scope be undertaken as an extension to the existing project at the reserve. A letter was received on the 4 September 2019 from Evanston Gardens Progress Association on behalf of the Friends of Musgrave Reserve (**Attachment 1**) providing an estimated project costing and requesting Council endorse their submission.

This project aligns with the Council's Biodiversity Management Plan, which has identified community group education activities as a high priority in future years. It is therefore recommended that Council support this project and a letter of support is provided to the Evanston Gardens Progress Association to support their Communities Environment Program application submission.

If the Evanston Gardens Progress Association 'Friends of Musgrave Reserve Group' is successful in obtaining grant funding there is expected to be minimal impact to Council's existing recurrent budget or operational service levels associated with Musgrave Reserve.

Improve Backyard Habitats

This improvement of Backyard Habitats project is identified within the Biodiversity Management Plan under Recommendation 1. Improve backyard habitats, with the aim of the project to promote the planting and retention of native plants and improve biodiversity within private property.

It is proposed that funding of \$5,000 be sought for this project, which is a Council application submission under the Communities Environment Program.

The project will include sourcing, and growing of 1000 locally native plants by local nurseries; to then be given away to residents of Gawler for planting in their backyards with supplementary information associated with the importance of biodiversity to the Town of Gawler.

If successful in obtaining grant funding, Council administration would provide in-kind support to this project through staff resourcing for the purposes of project initiation, project management and managing the distribution of plants and information through to the local community and groups.

This project is considered a simple way for Council to stimulate community interest in native plants, promote improvements in backyard biodiversity and Council staff therefore recommended that Council support an application to be submitted to the Communities Environment Program.

If Council is successful in obtaining grant funding there is not expected to be any impact to Council's existing recurrent budget as a result of purchasing plant stock and providing in-kind administration support.

Climate Emergency Action Plan

Climate Emergency is a growing global movement that seeks to elevate climate change action to an emergency response, calling for strong and immediate response and action at the local level with a strong focus on advocacy and influence.

At the Council meeting held on the 22 January 2019, Town of Gawler joined a growing number of Councils in Australia and worldwide in declaring that we are facing a 'Climate Emergency' and that urgent action is required by all levels of government. The motion acknowledges that the Gawler Council Area is likely to be adversely affected by climate impacts, such as heat waves, bushfires, drought and floods according to local data and that provided by numerous reports and agencies.

The Town of Gawler recognises the importance of leading by example and will be developing an action plan to further enhance resilience and reduce climate impacts. The formulation of such a plan will include community consultation.

Council Staff considered whether this funding program presented an opportunity to seek additional funding towards the development of the Climate Emergency Action Plan (CEAP). While the development of the CEAP aligns with the objectives of the program, the majority of the funding would not be directed to 'on ground' activities and therefore does not meet the funding criteria for this program.

COMMUNICATION (INTERNAL TO COUNCIL)

Executive Management Team
Team Leader Property and Procurement
Team Leader Asset Planning
Landscape Coordinator

CONSULTATION (EXTERNAL TO COUNCIL)

Nick Champion's Office
South Gawler Football Club
Gawler Environment and Heritage Association Inc.
Friends of Musgrave Reserve

POLICY IMPLICATIONS

Nil

STATUTORY REQUIREMENTS

Nil

FINANCIAL/BUDGET IMPLICATIONS

Fifth Street Playground renewal

The Council committed \$80,000 of funding as part of the 2018/2019 annual budget to deliver the renewal of Fifth Street Playground, however the project was deferred into the 2019/20 financial year pending the scope and cost outcomes of the Willaston Playspace Project, which has now been confirmed following community consultation and completion of detailed design. It is important to note the Fifth Street Playground Project is currently subject to the Council's First Quarter Budget Review process at present. Staff seek Council's consideration now for support of the funding of unspent capital expenditure from the 18/19 Annual Budget to the current Budget which will allow for a submission to the Stronger Communities Program to be progressed without any condition on a future Council consideration with respect to funding. There is no impact to the Council's net financial position from this funding being carried forward into 19/20 Annual Budget.

It is therefore proposed that Council apply for the maximum funding of \$20,000 to increase the scope of this playground renewal and consider the Fifth Street Playground renewal project for delivery in the 2019/20 financial year.

It is also expected that if successful in obtaining grant funding that there will be no impact to Council's existing recurrent budget allocations to maintain the Fifth Street Playground as the operational service level will remain unchanged. It should be noted a minor increase in annual depreciation expense of approximately \$1,300 will occur.

South Gawler Football Club Security Improvements

While Council has provided in principle support, the project is currently unfunded. It is therefore proposed that Council commit \$16,545 (\$10,545 financial contribution and \$6,000 in-kind) (50% contribution) towards this project and submit a joint application with South Gawler Football Club. It is proposed that this contribution will be funded from existing recurrent budget allocations which will be re-prioritised should this grant be successful.

Native Grass Restoration Project – Phillips Avenue, Gawler East

There are no direct cost to Council from the delivery of this project should it be successful in receiving grant funding, GEHA are providing the matching funds required for this project. Costs associated will be “in-kind” with respect to allocation of administrative resources to assist in facilitation.

Musgrave Reserve, Evanston Gardens

If the Evanston Gardens Progress Association ‘Friends of Musgrave Reserve Group’ is successful in obtaining grant funding there is not expected to be any impact to Council’s existing recurrent budget or operational service levels associated with Musgrave Reserve.

The additional works would be integrated within the existing project being overseen by Council staff.

Improve Backyard habitats

If Council is successful in obtaining grant funding there is not expected to be any impact to Council’s existing recurrent budget as a result of purchasing plant stock and providing in-kind administration support.

COMMUNITY PLAN

Objective 4.5 Support provision of useable open space that preserves natural habitat and biodiversity

Objective 5.1: Support and encourage community teamwork

Objective 5.4: Create a safe community environment

6 QUESTIONS WITHOUT NOTICE

7 MOTIONS WITHOUT NOTICE

8 CLOSE

9 NEXT ORDINARY MEETING

Tuesday 24 September 2019 commencing at 7.00pm